

**Report of Director of Communities and Environment**

**Report to Environment, Housing and Communities Scrutiny Board**

**Date: 28 November 2018**

**Subject: Locality Working and Priority Neighbourhood Update**

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. This report updates the Environment, Housing and Communities Scrutiny Board on progress with Locality Working following the Executive Board report of 15<sup>th</sup> November 2017. It highlights emerging, issues and areas for further development including the progress on the priority neighbourhood work programme.
2. Over the last 10 months the Council and partners have mobilised local and strategic capacity to develop the arrangements for the new approach to Locality Working and Priority Neighbourhoods
3. The Priority Neighbourhood Programme has new governance and operational arrangements which aim to create a collective endeavour between elected members, local partners, council services and communities.
4. Local Core Teams have worked with communities to increase community involvement and participation and develop local action plans which are building collaborative projects around key community issues. The report includes examples of local activity and projects and their impact.
5. The local delivery arrangements are beginning to identify strategic issues which require longer term change. In order to develop this conversation there have been discussions at CLT about the priority neighbourhoods where a clear ambition has been established to maximise the opportunities for priority neighbourhoods through the Council's

investment plans and other strategic programmes of work. There are key areas where the Council and its' partners can have significant impact in priority neighbourhoods, including The Leeds Inclusive Growth Strategy and The Health and Well Being Plan.

## **Recommendations**

The Scrutiny Board is asked to:

1. Comment on the contents of report and the progress made.
2. Support a request that the Chair of this Scrutiny Board work with officers to engage in a dialogue with the chairs of other Scrutiny Boards to support the direction and progress of the present work.

## **1. Purpose of this report**

- 1.1 This report updates the Environment, Housing and Communities Scrutiny Board on progress with Locality Working following the Executive Board report of 15<sup>th</sup> November 2017. It highlights emerging issues and areas for further development including, the progress on the priority neighbourhood work programme.

## **2. Background information**

- 2.1 Executive Board approved the new model for Locality Working in November 2017. The new Locality Working model was responding to the national Indices of Multiple Deprivation (IMD) data for 2015 which demonstrated Leeds had sixteen neighbourhoods now categorised as being in the most deprived 1% of neighbourhoods nationally. As part of this approach six priority neighbourhoods were identified to accelerate the Council's approach to tackling poverty and inequality in the city. The approach is predicated on the Council's ambition to be a compassionate city and a view that a smaller neighbourhood focus creates the opportunity to develop a more detailed process for understanding and responding to communities affected by poverty.
- 2.2 All six areas are at different stages of development, reflecting local circumstances, with early pilot work in the New Wortley the Receptions area in Holbeck followed by a further four neighbourhoods in November 2017, these include: Boggart Hill in Seacroft and Killingbeck ward; the Beverley's and Stratford's in City and Hunslet ward; the Clifton's and Nowell's and Lincoln Green, both in Burmantofts and Richmond Hill ward.

## **3. Main issues**

- 3.1 **Implementing the new arrangements – leadership management and governance** - Over the last 10 months the Council and partners have mobilised local and strategic capacity to develop the arrangements for the new approach to Locality Working and Priority Neighbourhoods. The Communities Team has been re-shaped and deployed on a more flexible basis to enable the priorities set by Executive Board on Locality Working to be delivered and improve the efficiency and effectiveness of the team arrangements. Whilst the new arrangements are still settling, the Changing the Workplace approach is being used and the team are working out of a range of locality bases, mainly Community Hubs, with the Reginald Centre and Dewsbury Road Community Hubs serving as the principle locations for the team. Work has been completed to standardise and simplify the core business of Community Committees and there is a more consistent and transparent approach across all 10 Community Committees, including, improved financial reporting from a number of funding sources and a more standardised commissioning process to help local community groups access funding. All work in priority neighbourhoods is reported to the appropriate Community Committee.
- 3.2 The Priority Neighbourhood Programme has new governance and operational arrangements which aim to create a collective endeavour between elected members, local partners, council services and communities.
- 3.3 The new governance arrangements have 4 key features:

- The **Community Committees** that have a role in neighbourhood improvement to oversee the local work programme in priority neighbourhoods and ensure it is integrated into wider community activity.
- The **Neighbourhood Improvement Board** that consists of Elected Members, Senior Officers and Partners and has strategic oversight of the neighbourhood improvement programme. The member membership includes the chair of this Scrutiny board.
- The **Strategic Delivery Team** that consists of senior organisational leaders and provides operational leadership. It is responsible for programme management and collective problem solving to drive improvement in priority neighbourhoods.
- Each priority neighbourhood has a **Core Team** consisting of local partners, service leaders and managers, elected members and residents and is responsible for developing local neighbourhood improvement.

- 3.4 **Developing the local working arrangements and plans** - As outlined in the original work with this Scrutiny Board, the ambition is to develop an integrated place-based approach to service delivery and working differently. To this end, Core Teams have been established across the six priority neighbourhoods and have developed collaborative local programmes of work that are seeking to respond to the needs and aspirations of communities. Currently this is being delivered predominantly from within the existing resources, with smaller amounts of funding for some target projects. The Core Teams have been keen to see the priority neighbourhoods acting as test-beds for new ways of working and supporting different models of services delivery.
- 3.5 The first challenge was to bring local frontline practitioners from across a range of departments and organisations together to improve how staff work together, and with communities. The Core Teams held development workshops to build relationships and identify common priorities. They have also taken a proactive approach to getting to know their neighbourhoods, both through local staff and more senior leaders engaging in community conversations with practitioners and residents. Local elected members are members of Core Teams giving a valuable insight to how problems are worked through and how elected members can help strategically shift some of the barriers to progress.
- 3.6 Each of the priority neighbourhoods has an outline draft action plan that highlights the priorities, key actions and is starting to identify which performance measures should be used to monitor progress. Further work is required to get to a lower spatial level for some of the useful data sets. Currently, impact is being monitored through activity, community reach and project outputs. The following sections give some examples of progress in the priority neighbourhoods.
- 3.7 **New Wortley** - One of the first agreed activities of the New Wortley Core Team was to identify a 'Top 10' list of key children and young people at risk of being drawn into ASB and crime. Using an intensive collaborative case management approach, data from range of agencies was pulled together and shared between local partners. The result of this exercise identified individuals with needs that were not previously on any services' radar. A number of young people and families were then able to receive collaborative support packages to address some of their complex issues. This approach has now been used for over a year and all of the identified key individuals and families are engaging with some form of provision and/or support. During this 12 month period Youth ASB has reduced by nearly 70%.

- 3.8 An Employability Project has been operating from the New Wortley Community Centre which brings together Third Sector Support and Engage Leeds. As a result 31 local residents have been supported and 14 have gained successful employment. This small scale localised approach is helping to build positive relationships and the confidence to engage in learning.
- 3.9 **Boggart Hill** - A project has been developed in Boggart Hill to improve community engagement. Traditionally, contact with residents in this area has been limited and functional. Partners and Housing Leeds have worked together to develop a neighbourhood survey for an area where response rates were very low. This project is on-going but so far 138 surveys have been received and further surveys will be completed as part of the annual tenant visit in the area. Despite a lack of community engagement 40% of households returning the survey say they would like to have greater involvement in their community activity. As part of this approach partners have used targeted Facebook advertising which has proved to be a low cost effective approach to increased local awareness, interest and attendance at local activities and events.
- 3.10 A Project Development Worker Apprentice has been funded through Public Health, the Apprenticeship Levy and Community Committee Well-being and is operating out of the new Deacon House Community Hub and through a local Community Cafe. The post is based on an Asset Based Community Development approach. The first quarter review has demonstrated some early successes including securing interest of 10 local people in the Community Health Champion model and developed a community-led asset map identifying the places and support that local people value.
- 3.11 **The Recreations, Holbeck** - Partners from the Recreations Core Team have developed and launched the support hub “@Holbeck” in June 2018, which saw a terraced house developed into a mini community hub. The local offer includes support from Dewsbury Road hub staff, Touchstone, Blue Apple, IAPTS and HEA, all working from this location 3 days a week. LASBT offer a monthly drop in session for residents to report issues to them. In an area that was identified as having low levels of contact with support services, the hub has so far dealt with over 160 enquiries from residents, including requests for employment support, benefit support and housing support. Community engagement.
- 3.12 Large numbers attending the Holbeck Forum; with an average of 60 at each film community film night; a residents survey is completed monthly and engagement events focus on the themes identified by the community. The two main themes coming through in relation to community safety are sex work and the safety of children.
- 3.13 The Holbeck Recreations area covers the Managed Approach and as a result a large amount of community dialogue has taken place, with regular large scale meetings. A smaller resident working group has been established and Community Safety surveys will be taking place to monitor the management arrangements and manage any challenges in collaboration with the local residents.
- 3.14 **Beeston Hill** - This summer saw Trentham Park in Beeston Hill transformed from a dull, unsafe, uncared-for space into a vibrant family-friendly play area, through a community-based project called ‘Green up Your Life – For Art’s Sake’. The project’s success was largely due to the initial multi-agency local door knocking consultation, which got people engaged, and generated ideas that shaped the summer activities. During the day raised beds were built and planted up, including a lot of edible plants, which were harvested and shared at the end of the summer. All three beds have matured and are spectacular. This has formed the basis for further

conversation with and between residents in an area that was previously disconnected. There are 30 residents who regularly attend the sessions held on a Saturday morning and continue to engage with Core Team members.

- 3.15 The impact of ASB and organised crime on the residents had been underestimated by the Police and LCC. This became apparent through concerns raised by residents at the Beeston Hill residents meetings. Consultation took place with the Beeston Hill residents meetings, at which the impact of community safety concerns was really apparent. 35 residents attended this meeting to raise their fears and concerns. These concerns has also been raised by residents in other forums such as Councillor surgeries and with other partner working in the area such as the Police and Youth Services. To address these concerns a number of initiatives were put in place that included CCTV cameras in Cross Flatts Park and Tempest Road and a new zebra crossing on Tempest Road. In the next round of monitoring it is anticipated there will be a reduction in ASB in this area.
- 3.16 **Cliftons and Nowells** - The Nowell's area has seen a significant amount of hate crime that reached crisis point in the late spring of 2017. The Core Team quickly organised to reconnect with the neighbourhood and started a long process of community conversations through door knocking activity. Due to language barriers, MAP volunteers supported local practitioners and agencies to talk to as many residents as possible. This helped to build community confidence and developed further evidence about perpetrators and victims of hate crime. In total, 3 door knocking sessions have taken place with all 800 households contacted with key information about access to services. The local team have spoken to 177 residents of which 52 have indicated a willingness to get involved in community activity, with several volunteering to support youth activities. In addition, a number of families received increased targeted support to address their complex circumstances and challenges. This included both victims of crime and children, young people and families with offending behaviour.
- 3.17 The Core Team developed a targeted work programme to enhance community activity and youth provision in the area, and LEODIS was deployed with other local partners to address hate crime and ASB activity. The local Children's Centre was opened up in the evenings and additional youth provision was developed including a package of support through Active Leeds. Up to 30 local young people are now regularly attending activities, a number of the young people have previously been perpetrators of hate crime. Community enforcement was strengthened by the introduction of an ASB PSPO and targeted environmental works.
- 3.18 As a result of this targeted programme of work the crisis was significantly reduced and work can now take place to develop community confidence and increase community activity. During this period of intensive work recorded crime decreased by 70% from May to September 2018 and the number of reported police incidents reduced by 70% between May and September 2018. This is an overall reduction on the same period in the previous year. Leodis reported that the Core Team arrangements improved the effectiveness of the Leodis role and contributed to the development of a more sustainable improvement programme.
- 3.19 **Lincoln Green** - Engagement in the neighbourhood was traditionally poor and all local partners described a desire to not do things 'to people' but to increase the collective understanding of what people would like to see improve and change. As a result a programme of community engagement has been developed, working with a range of community partner to overcome language barriers.

- 3.20 A series of community engagement events have taken place since the spring talking to over 150 residents and a children and young people's event with around 40 young people engaging in conversations. This helped to shape the teams focus on a few key local projects which the community identified as important. Work has taken place to improve a local park which is a highly valued local community space. A strong programme of youth engagement activity has been developed, with support from local partners and Active Leeds that run from locally accessible venues. Work is underway to develop a third sector project bid for physical improvements to poor quality public space and local play facilities.
- 3.21 Digital access has been improved through the installation of public access Wi-Fi at Lincoln Green Community Centre. A digital drop in has been delivered from the community centre for the last 12 months. 85 residents have accessed this service supported by 26 volunteers, 14 of which have now secured employment. People have been attending the sessions to look for work, develop their digital skills and to seek help to overcome specific digital barriers. A high proportion of people accessing the service had English as a second language, the project has made innovative use of technology and online resources to overcome language barriers such as translations apps and even an Eritrean picture dictionary.
- 3.22 Over 100 residents have been involved in the development of a local health needs analysis. The aim is to use this evidence base to influence health commissioning arrangements going forward and work with the new Local Care Partnership arrangements.
- 3.23 **Strategic Engagement across the Council and with partners and future developments** - The local delivery arrangements are beginning to identify strategic issues which require longer term change. In order to develop this conversation there have been discussions at CLT about the priority neighbourhoods where a clear ambition has been established to maximise the opportunities for priority neighbourhoods through the Council's investment plans and other strategic programmes of work. There are three emerging key areas where the Council and its' partners can have significant impact in priority neighbourhoods.
- 3.24 Firstly, the Council is looking at the Inclusive Growth Strategy, including the investment planned around the city centre, to develop better linkages between the priority neighbourhoods that boarder the city centre. There are discussions taking place with 'Anchor' organisations about how they can better connect to priority neighbourhoods and how to maximise the impact of Anchor organisations in the city's poorest neighbourhoods.
- 3.25 A second opportunity is the Leeds Health and Well Being Plan which aims to improve the health of the poorest the fastest. Discussions have recently taken place with the Health and Well Being Board and the information from priority neighbourhoods was used to stimulate discussion with senior health partners about how they could explore different ways of working in priority neighbourhoods to improve health outcomes. The new GP led Local Care Partnerships are at early stages but are starting to connect with local Core Teams and it is hoped this will strengthen local relationships between wider partners and health practitioners. Further work is being developed through current commissioning models to investigate opportunities for greater targeting towards the needs of the poorest people in the city, using priority neighbourhoods as a starting point.
- 3.26 Thirdly, Council departments are exploring smaller opportunities to work differently and trialling new approaches in the priority neighbourhoods. For example, Active Leeds have used the priority neighbourhood arrangements to target these

neighbourhoods with their active lifestyles programmes and work with Sport England. This has proved invaluable to developing and delivering a programme of sport and engagement with local young people, parents and other adults. In many cases the improved working relationships with the Youth Services, LASBT and West Yorkshire Police has seen youth ASB reduce.

- 3.27 Community engagement is key to developing co-produced solutions, and with this in mind, Adults and Health have targeted smaller amounts of public health resources and support for Asset Based Community Development projects to priority neighbourhood. At least 3 new ABCD projects will be starting in January 2019.
- 3.28 Housing Leeds are looking to better prioritise improvements, repairs and investment in the poorest neighbourhoods, and address opportunities for continuing to reduce fuel poverty. They are also working with the Core Teams to develop locally developed resident welcome packs and improve the quality of the annual resident home visit.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The following individuals and groups have been consulted and engaged throughout implementation of the priority neighbourhood's work: Executive Member for Communities; Corporate Leadership Team; Chief Officers and Heads of Services; West Yorkshire Police; Health; Third Sector leadership; Community Committee Chairs Forum and elected members from wards with priority neighbourhoods; the Health and Well Being Board.

### **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. An Equality Impact Assessment was completed as part of the design and development work.

### **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 has been re-shaped 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

#### **4.6 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 The Core Teams will continue to develop sustainable programmes of local activity and are identifying areas where greater strategic involvement is required. Over the coming months each team will start to develop improvement themes across the 6 areas and work with the Strategic Delivery Team to look at the opportunity for greater levels of transformation around neighbourhood working. The Core Teams and the Strategic Delivery Team are also seeking to improve the quality of performance management data at this lower spatial level to enable Core Teams to target areas of underperformance and improve the monitoring of the impact of activities.

5.2 The Neighbourhood Improvement Board will continue to oversee progress, visiting and talking to the members of the Core Teams and the Strategic Delivery Team to

improve their understanding of the opportunities and challenges in each of the neighbourhoods.

## **6. Recommendations**

6.1 The Scrutiny Board is asked to:

1. Comment on the contents of report and the progress made.
2. Support a request that the Chair of this Scrutiny Board work with officers to engage in a dialogue with the chairs of other Scrutiny Boards to support the direction and progress of the present work

## **7 Background documents<sup>1</sup>**

None

---

<sup>1</sup> 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.