

Report of Chief Officer Communities

Report to Director Communities and Environment

Date: 18 March 2020

Subject: Locality Working – update on progress and key developments in 2019

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| Are specific electoral wards affected? If yes, name(s) of ward(s): | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| Has consultation been carried out? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| Are there implications for equality and diversity and cohesion and integration? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| Will the decision be open for call-in? | <input checked="" type="checkbox"/> Yes <input 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

1. Main issues

- Executive Board has been instrumental in making decisions on the shape of the council’s work on tackling poverty and inequality and strengthening the city’s most disadvantaged neighbourhoods and communities. It first approved the new approach for Locality Working in November 2017; a subsequent report was submitted to Executive Board in February 2019, which provided an update on its emerging work in priority neighbourhoods. This current report provides a further update on work as resolved by Executive Board.
- The Environment, Housing and Communities Scrutiny Committee has influenced and shaped the design of the locality working approach articulated in this report. The Director for Communities and Environment has submitted two Scrutiny Board reports, the most recent in January 2020. The Chair of the Environment, Housing and Communities Scrutiny Board offers Executive Board its reflection on the progress made in paragraph 3.80-3.84.
- The work articulated in this report has been progressed with the full knowledge, active involvement and leadership of local ward members and there is an intention to share the learning and the emerging good practice more widely with other wards so that others benefit.

- The report provides a short thematic synopsis of progress and key achievements during 2019 on the implementation of the locality working approach in our most disadvantaged wards and neighbourhoods. Specifically, this report:
 - a) Provides an update on how the locality working approach has been implemented;
 - b) Demonstrates how the principles of locality working have been adopted, using examples to articulate emerging practice;
 - c) Highlights ongoing challenges and the 'Big Asks' that have been made to the directorates through the Neighbourhood Improvement Board (NIB) chaired by the Executive Member for Communities;
 - d) Considers the future programme of work of the Neighbourhood Improvement Board;
 - e) Presents a locality working performance management framework.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- This report explains how the council's overarching ambition to tackle poverty and reduce inequalities as set out in the Best Council Plan is enacted at a local level, working in partnership in the city's most disadvantaged wards and neighbourhoods based on a range of insight and intelligence. This includes the latest socio-economic data and analysis (such as the Indices of Multiple Deprivation 2019, available on the Leeds Observatory [here](#)) and ongoing engagement with communities, elected members and partners. The examples and challenges set out in the report support all Best Council Plan priorities, notably Inclusive Growth, Health and Wellbeing and Safe, Strong Communities.

3. Resource Implications

- No current resource implications other than for existing resources that have been re-purposed to provide for greater focus on place-based integrated services and the alignment of new additional resources through funding bids/grants to local neighbourhood and ward level programmes to meet the ambitions of locality working and the need to strengthen our communities. Consideration is being given to future resource requirements through aligning planned investment.

Recommendations

The Director of Communities & Environment is asked to consider the content of the report and agree the following recommendations:

1. Note the positive comments of the Environment, Housing and Communities Scrutiny Board on the strong progress made to date.
2. Request that the Executive Member for Communities work with the Chair of the Environment, Housing and Communities Scrutiny Board to consider the engagement of other scrutiny boards in the work.
3. Request the Director of Communities and Environment and the Director of Housing and Resources consider the implications of the work to date for organisational development in the council.
4. Request that the Directors of Communities and Environment, Housing and Resources, and City Development consider the implications of the progress to date for further improving the connectivity of the city's most disadvantaged neighbourhoods to economic opportunities and aligning capital investment programmes.

1. Purpose of this report

1.1 Executive Board approved the model for Locality Working in November 2017. Following this approval, a new place-based approach was developed, which aims to tackle poverty, reduce inequality and address vulnerability in some of the poorest neighbourhoods in Leeds. This report provides Executive Board with an annual update on:

- The role of Community Committees and elected members in locality working
- The application of the principles of locality working using examples from work programs to articulate good practice;
- The ongoing challenges and the 'Big Asks' that have been made to the council's directorates through the Neighbourhood Improvement Board (NIB);
- The emerging performance management framework for locality working.

2. Background information

2.1 The Locality Working model aims to respond to the national Indices of Multiple Deprivation (IMD) data, which in 2015 identified sixteen neighbourhoods in Leeds that were categorised as being in the most disadvantaged 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. These six neighbourhoods are New Wortley; Beeston Hill; Cliftons and Nowells, Recreations; Lincoln Green and Boggart Hill.

2.2 The approach was predicated on the council's ambition to be a compassionate city with a strong economy that is inclusive of the communities in the 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. It also creates a locus for testing and aligning the approaches of council services and partner agencies, including, the alignment of investment and resources.

2.3 The approach seeks to challenge current approaches and focus the capability and capacity of the whole council and its partners, working with elected members and local residents, on improving outcomes in the city's most challenging neighbourhoods. This approach is built on:

- Enhancing the centrality of community committees to locality working led through elected members;
- Prioritising our collective endeavour and resources;
- Using our own staff resource, capacity and capability more effectively;
- Developing improved working relationships with our partners locally;
- Ensuring we work closely with communities so that we do things with and not to people;
- Enabling cultural change in the council and across our local partnerships, so that we can learn and apply improvements across the whole city;
- The development of six Core Teams and a range of target ward partnerships.

2.4 The Council has driven the implementation of the locality working approach applying a strategic framework (Appendix 1), which places the most disadvantaged communities in Leeds at its centre. The approach is split into the three key strands, working through: Community Committees; target wards and priority neighbourhoods. Working in this way has created a locus for council departments/services and

partners, to target their existing investment and resources and align new resources - for example, through external funds, bids and grants - to best effect.

- 2.5 Six 'Core Teams' have been established in the priority neighbourhoods; alongside a number of partnership arrangements for improving the city's target inner city wards. Core Teams comprise of officers from within the council, elected members, NHS, Police, DWP and the Third Sector. A number of reporting mechanisms have been developed to support this new way of working including, importantly, the appropriate Community Committee and ensure that challenges and opportunities and the work to address them is well articulated to decision makers.
- 2.6 To strengthen the council's commitment to being a compassionate city and reducing poverty and inequality, a new Equality Improvement Priority has been established which aims to 'improve equality outcomes across the six priority neighbourhoods'. See Corporate Considerations for further detail.

3. Main issues

Political Leadership

- 3.1 Community Committees, which comprise of locally elected ward members and in some areas co-opted representatives, continue to work for the residents of Leeds by providing a framework for local democracy and a forum for local people to have their say on the issues that matter to them most. They provide a mechanism for civic engagement through local forums and community committees, on key issues such as environmental improvements, community safety, health and wellbeing and employment. Healthy local governance is needed to ensure residents and local organisations have a stronger voice and tangible routes for achieving change.
- 3.2 Elected Members ensure that our citywide priorities are discussed in local neighbourhoods and they allocate their Wellbeing and Youth Activities Funding in line with local priorities to address local need. This has resulted in over £2 million being spent and over 81,000 volunteer hours in 2018/19 alone. Further information is included in Appendix 2.

Vignette 1: Neighbourhood Planning

Burmantofts and Richmond Hill Ward Councillors are supporting neighbourhood planning in their Ward using a combination of Wellbeing monies, Housing Advisory Funding (HAP) and a proportion of their CIL Neighbourhood Fund. The neighbourhood plan, now formally designated as a neighbourhood area, encompasses Mabgate, Lincoln Green and Burmantofts. Uniquely, the neighbourhood plan will be led by East Street Arts (a local arts organisation based in Mabgate) and will see artists commissioned to engage and enable a locally established forum to drive the plan.

Vignette 2: Holbeck, a "pop up" community hub

In Holbeck, a "pop up" community hub, known as The Support Hub @Holbeck hub, has been established at 5 Recreation View. The converted house provides an accessible base for a variety of council and third sector services to connect with residents in the heart of this priority neighbourhood. Local ward members used their wellbeing funds to support the start-up costs associated with the building and publicity to promote the service.

- 3.3 Through the Community Committee structures, local elected members provide leadership and guidance to the locality working agenda. Local ward members sit on

the relevant Core Teams and partnerships within the target wards, helping to shape, drive and champion priorities and interventions. Members support their respective core teams to engage locally with the community through their local leadership role. This ensures maximum involvement from residents in shaping local priorities and developing solutions.

Vignette 3: Inner East Environmental Sub Group

The Deputy Chair of the Inner East Environmental Sub Group led a multi-agency working group of officers to address waste in gardens in the Cliftons and Nowells. A significant number of properties in the Nowells were identified that did not have a black bin, this was an ongoing problem, with a key contributing factor being missing and stolen bins. In this instance, to put this right, local ward members allocated wellbeing funding to purchase new black bins, which the Refuse Teams have been delivering with Waste Doctors, who have been offering information and guidance. As part of this scheme all the bins in the area will be labelled with the house number so that it is clear, which bin belongs to which house.

Vignette 4: Bramley Our Place

The Bramley Our Place partnership, driven by Bramley ward members, has developed a new integrated way of working based on identifying local needs and targeting inward investment to commission localised projects. One of the recently supported projects includes a Bramley Obesogenic-Food Environment Study. This project will work with, consult local food businesses on healthy food choices, and influence change in their offerings. The follow up of the project would be to co-produce a food environment project that would help enable healthy food choices via either responsible Retailers pledges, a kitemark initiative or a Bramley Business Incentives Card for healthy choices. The development of this project has yielded new collaborations with closer working amongst all three sectors and if successful has potential to be replicated across the city with a particular focus on our priority neighbourhoods and wards.

Vignette 5: Westwoods Working Group

The Westwoods Working Group, led by Middleton Park ward members, have been instrumental in several environmental improvement activities; such as working with the primary school to plant fruit trees at Helston Walk and spring bulbs on the land opposite the main school gates on Bodmin Garth. Spring and summer lamp post hanging baskets have also been funded by the Inner South Community Committee and installed at Middleton Ring Road (water tower), Asda roundabout, Belle Isle roundabout, Motorways Belle Isle, Belle Isle Road and Gate and Winrose Crescent.

- 3.4 The role of Community Committees in ensuring robust local reporting and maximising the use of local knowledge to inform and influence local service delivery is important. Consideration needs to be given as to how we connect better the appropriate Community Committee Champions to the work of the Neighbourhood Improvement Board and the allocation of delegated resources, such as Wellbeing, Youth Activity Fund, Community Infrastructure Levy (CIL) and Capital Receipts Incentive Scheme (CRIS).
- 3.5 Discussions have begun with the 10 Community Committee Chairs, and more recently Community Safety Champions, where they have expressed their ambition for the champion roles to be more defined and structured. This would involve establishing a clear thread between themed activities taking place within the community committee area, through to structures that are more corporate. Discussions so far have included; developing a champion's role profile, strengthening their links to responsible Executive Members and key partners - for example, West

Yorkshire Police, more direct involvement in strategic service reviews, and more cross committee work to tackle thematic issues and share good practice.

Locality working principles applied

- 3.6 The Locality Working Strategic Framework (Appendix 1) is predicated on a number of principles and different, more integrated ways of working:
- Developing a shared sense of the assets of individuals and communities with a strong focus on building self-reliance and resilient communities;
 - A placed based more integrated working approach;
 - Early intervention and prevention to prevent reactive public service cost;
 - Getting to the root causes, sharing knowledge and avoiding duplication to develop effective local and/or citywide solutions;
 - New ways of working and driving system change.
- 3.7 A number of short 'vignettes' are introduced in this report to provide a flavour of how the locality working principles are being applied in practice in local ward and/or priority neighbourhood work.

Building self-reliance and resilient communities

- 3.8 Whether through priority neighbourhoods, target wards or Community Committees, really knowing neighbourhoods and communities and developing a shared sense of the assets, is a vital ingredient of the council's approach to locality working. Consequently, there has been a strong focus in the work on strengthening communities and building self-reliance and more resilient communities.
- 3.9 The work in all six-priority neighbourhoods this year has placed huge emphasis on community engagement, by working alongside elected members and local communities to harness a local voice and develop local solutions through social action.
- 3.10 Local ward members have emphasised the importance and benefits that can be achieved from working with local residents. Ward members have brought a very helpful insight into the challenges affecting these neighbourhoods, through their local democratic leadership role.
- 3.11 Housing Leeds continue to actively support the work of the relevant local Core Teams and their Tenant Engagement Officers are actively engaged in the work and opportunities for even closer working are being explored.
- 3.12 Community Hubs across the city are a vital component of our engagement with communities. The hubs continue to develop and evolve and the standard service offer is being increasingly complemented by bespoke activities that reflect local needs and increasingly involve local third sector groups in their delivery model.
- 3.13 From the outset, the Communities Team have been leading multi-agency Core Team walkabouts and door knocking exercises. Welcome packs have been developed, encompassing local service information and useful phone numbers and these have been delivered to over 4,000 households.

- 3.14 A range of approaches has been implemented over the past 12 months. These have been categorised broadly in line with the ladder of participation¹, which suggests various channels, which might be used, to increase social action and access to decision-making power (See Appendix 3). The following examples demonstrate how these approaches have been implemented.

Vignette 6: Local and face-to-face contact

In Holbeck, a “pop up” community hub, known as The Support Hub @Holbeck hub, has been established at 5 Recreation View. The converted house provides an accessible base for a variety of council and third sector services to connect with residents in the heart of this priority neighbourhood. It offers help and advice on issues such as employment, social care, housing, debt, council tax and anti-social behaviour. The hub has proved popular with services reporting much better engagement with residents because of this initiative. There have been 404 requests for services since opening last June, which includes 138 for employment, and training, 135 for housing advice and 63 for debt and benefit advice.

Vignette 7: working with third sector partners

Building on previous successful partnership working with New Wortley Community Association, the Core Team has focused much of its service delivery and activities at the New Wortley Community Centre. This has included; activities for young people, including joint delivery of Holiday Hunger; ‘pop up’ Hub services; and a range of employability programmes. These programmes have all benefitted from the trust and accessibility that the centre and its worker have developed with the local community. Equally, the community association has also reaped benefits as the support of statutory partners has enabled it to develop a sustainable model for the centre, helping it to lever in external funding for a range of activities. This has meant that the community centre has become less reliant on council resources to enable its continued delivery.

- 3.15 The learning from these ‘pop-up’ community hubs and service approaches in the priority neighbourhoods have informed opportunities across the city.

Vignette 8: Richmond Hill Academy Community Hub

The Communities Team have been working with Richmond Hill Academy to support them in opening a Richmond Hill Academy ‘community hub’ in the café space within the school. An external entrance/exit to the café has been built on the front of the school, making it accessible and community-facing. The Communities Team have worked closely with the school and local partners to develop a timetable of activities and services at the hub. The hub was officially launched on 24th January 2020.

- 3.16 At its core, Asset Based Community Development (ABCD) is about discovering the assets, skills and passions that exist within a community to develop positive social action. Funded by Adult Social Care and commissioned by the Communities Team, the ABCD Community Builder capacity provides for a better connection with the residents involved in social action projects on an ongoing basis. However, these approaches only have short term funding and these initiatives take time to embed and sustained investment to nurture social action.

¹ The ladder of participation (Arnstein 1969) is a well-known guide to seeing who has power and influence when important decisions are made that affect local communities.

Vignette 9: Asset Based Community Development (ABCD)

All priority neighbourhoods have developed an ABCD approach. In Beeston Hill, the Community Builders have brought community members together to improve the facilities and activity offer at Rowland Road Working Men's Club. In the Clifton and Nowells, local mums have come together to establish a residents group to support children and families in their neighbourhood. Housing Leeds are providing training to their Tenant Support Officers on the ABCD approach.

- 3.17 The learning from this approach in the priority neighbourhoods is informing wider ward based initiatives.

Vignette 10: Community Builder at Bankside Primary School

Learning taken from the ABCD approach developed in the priority neighbourhoods has enabled the recruitment of a Community Builder in the target ward of Gipton and Harehills. This will be the second Community Builder employed by Learning Partnerships. The post has been co-funded for 2 years by Adults and Health and Children and Families Directorates in partnership with Bankside Primary School. The worker will work closely with parents from the school and residents in the immediate neighbourhood, engaging their skills, knowledge and talents through relationship building to develop Community Connectors who will lead positive change in the area.

- 3.18 The backstreets in a number of priority neighbourhoods are problematic, on a recurring basis, suffering from litter, flytipping, waste in gardens, damage to property boundaries such as the fencing and gates and missing bins. The following example demonstrates how social action can be achieved around a local issue.

Vignette 11: Social Action

Love Where you Live² project, in three priority neighbourhoods, empowered residents to improve their back streets through small scale repairs and improvements, for example making fencing, gates and planters out of wooden pallets and painting them bold colours, generating increased responsibility by local people to initiate further social action.

- 3.19 Each back street was left in a visibly better condition and some new connections were made between neighbours. Residents really enjoyed being involved in this opportunity and were able to see rapid, visible results and the impact of their personal endeavours.

Place based integrated working approach

- 3.20 A place based, more integrated way of working has been adopted across all the priority neighbourhoods, bringing partners from a range of services and agencies together to focus on the specific needs of each area. Core Teams have worked collaboratively with local communities to develop local solutions and better target their resources and the types of interventions. This approach has included maximising the use of local assets and better understanding the cumulative impact of social and economic issues within small neighbourhood settings.
- 3.21 Poverty and inequality is prevalent in all our priority neighbourhoods with basic unmet needs around food, clothing and furniture and infestations linked to some housing conditions. Ward members have placed great importance on addressing poverty and inequality in these neighbourhoods and this has been championed through the Neighbourhood Improvement Board as a challenge for all directorates to address.

² Love Where You Live: transforming problematic backstreets into bright and friendly communal spaces.

3.22 Foodbanks are busy and residents are becoming ever more reliant on this food aid.

Vignette 12: Support to foodbanks

Local voluntary organisations in Boggart Hill are working closely with statutory partners to pilot an approach to enhance the service provided to those residents using food banks to better connect them with the support they need.

3.23 Child poverty is extensive in all of the priority neighbourhoods, with on average 43.4% of children living in low-income households.³ Employment and skills is key to lifting families out of poverty and the Leeds Inclusive Growth Strategy focuses on reducing unemployment, tackling low pay and underemployment and providing a better education and skills system.

3.24 Leeds Anchor Institutions are large organisations, such as the council, hospitals, universities, housing associations and large private sector organisations, who are often the biggest spenders and employers in a city region and make a vital contribution to the local economy. Work is underway to connect all these anchor organisations through the Leeds Inclusive Growth Strategy to the city's priority neighbourhoods and Executive Board will note the report on "Promoting Good Standards in Employment" in respect of the Leeds Anchor Network. The following example demonstrates the benefits that communities in our priority neighbourhoods can experience from a collaboration between a Core Team and an anchor institution. The impact from which is reaching wider than our priority neighbourhoods, into our target wards.

Vignette 13: Leeds Teaching Hospital Trust (LTHT)

Lincoln Green core team partners worked closely with LTHT, Leeds City Council's Employment & Skills Service and Learning Partnerships to develop a targeted recruitment programme to support people into jobs within the facilities and estates department. This opportunity has been rolled out to other priority neighbourhoods - Beeston Hill, Recreations and the Cliftons and Nowells - to further the ambition to target recruitment in our most disadvantaged neighbourhoods. Since starting in April 2019, 49 people from target wards have been successful in securing employment.

3.25 This way of working has been identified at a national level as good practice and is cited in the NHS Long Term Plan.

3.26 In response to child poverty, partners have been working hard to harness resources from across a range of sources to deliver sustained holiday hunger provision. Local ward members have invested in this programme of work through their Youth Activity and Wellbeing Funds.

Vignette 14: Holiday Hunger

Activities have been targeted to our most disadvantaged neighbourhoods, enabling vulnerable children to have access to food, fun activities, learning and support to families over the holiday period. The programme reached 5,441 children, young people and 903 adults who attended with their children.

³ Low-income households are in receipt of out-of-work benefits or in receipt of tax credits with a reported income, which is less than 60 per cent of national median income.

- 3.27 Youth violence, in particular Anti-Social Behaviour (ASB) is challenging and problematic in all our priority neighbourhoods. Along with drug use, dealing and the potential for child criminal exploitation.
- 3.28 Under reporting of ASB has been a persistent problem in priority neighbourhoods, largely in part due to a fear of retribution from local criminal elements. Partners and ward members are working hard to overcome this fear by being visible, responsive and sharing information to enhance problem solving and interventions, focusing on micro-geographies of concern to maximise their impact.
- 3.29 Although, overall crime has increased in both the priority neighbourhoods and Leeds more generally since 2016, this may not reflect a real increase in actual criminal activity. The data can be affected by changes in recording practices, policing activity and victims' willingness to report crime.
- 3.30 Proactive work has also been undertaken in all priority neighbourhoods and target wards to reassure and engage with residents and provide them with useful information, such as emergency numbers. A positive outcome from increased reporting and improved recording will be the improved targeting of resources to our most disadvantaged communities.
- 3.31 The Cliftons and Nowells Hate Crime and ASB Multi-Agency Working Group emerged at a time of crisis because of significant hate crime and ASB within a small geography. Professionals sought to understand the presenting issues, whilst also recognising that the residents held a great deal of knowledge about their community, which needed to be used if changes were to be understood and proactively addressed. However, fear of retribution resulted in under-reporting of ASB in the neighbourhood.

Vignette 15: Multiagency working to reduce ASB

Core team partners undertook a cumulative impact assessment to determine the intensity of the problem and utilised the Rethink formulation⁴ to understand the problem and plan the next steps. Additional resources were deployed, in the form of the High Rise Team. Migrant Community Networkers⁵ were able to connect with victims in a more meaningful way. Two closure orders, injunctions and the first Public Space Protection Order⁶ ASB in Leeds was implemented. Temporary CCTV was installed and the youth offer was enhanced. A sustained reduction of 57% in Hate incidents in the Nowells PSPO area and a reduction of 45% in Anti-Social Behaviour in the Nowells PSPO area was achieved compared to equivalent periods 12 months apart, September 17- March 18 and September 18-March 19.

- 3.32 The key perpetrators of ASB in the neighbourhood were children and young people, who themselves were also experiencing a number of safeguarding and welfare issues leading them to spend large periods on the streets. This presence on the streets is further compounded in some priority neighbourhoods by children feeling that there is nothing to do or nowhere to go, drawing them into negative pursuits.

⁴ Rethink formulation – also known as the 6Ps - refers to the way in which when working with children and young people and families we understand their needs and experiences and how it is used to inform practice.

⁵ Migrant Community Networkers are volunteers from migrant communities in the city and that have been trained and developed through the Migrant Access project to establish trust with and help connect migrant communities better to services.

⁶ A public spaces protection order is an order that identifies the public place and prohibits specified things being done in the restricted area and/or requires specified things to be done by persons carrying on specified activities in that area. Failure to comply with a public spaces protection order is an offence.

- 3.33 The role of youth providers in improving outcomes for children and young people is increasingly important. Active Leeds drew in additional resources from activity-based voluntary youth providers, who came together with the Youth Service and the Youth Inclusion Project to work collaboratively in some of our priority neighbourhoods. This enabled youth practitioners to be more effective in engaging and supporting young people.

Vignette 16: Active Leeds

In the Clifton and Nowells, Active Leeds put in coaches to work alongside Youth Service to deliver football coaching. Active Leeds then brokered a relationship with Leeds United Foundation to sustain this delivery. In Lincoln Green, Active Leeds brought in Yorkshire County Cricket to establish junior cricket sessions, which proved popular. Active Leeds has funded three young leaders to secure a level 2 cricket coaching qualifications to sustain this activity.

- 3.34 Core Teams have placed a significant emphasis across all priority neighbourhoods to address ASB, through a range of interventions including enhancing the local youth offer, working restoratively with young people, making best use of enforcement tools and building community resilience.
- 3.35 This collective endeavour has achieved tangible results and the gap between the priority neighbourhoods' average and that in Leeds more generally has narrowed markedly, correlating with the start of the work of the Core Teams and their deliberate focus on ASB.
- 3.36 Children and young people spend 14% of their time in school and 53% of their time in the community setting, which is three times more time out of school than in school. The Leeds '3As' strategy developed by Children and Families Services supports the locality working approach in championing the need to work with parents, families, friendship networks and communities to help them to help children succeed. So, joint work to address ASB issues in target wards and priority neighbourhoods through locality working helps improve school attendance and contributes to improving overall outcomes for children, young people and families.
- 3.37 The following example provides a strong illustration of how working in the community in this way through strong third sector anchor organisations can be life changing for young people.

Vignette 17: CATCH Community Action to Create Hope, Harehills

CATCH supports young people from a host of backgrounds and with a range of challenges, providing them with safety, stability and purpose. The Ark building itself feels like a safe and friendly space set amongst the densely packed streets of Harehills. Innovations around peer mentoring and the new Super Stars progression programme and the ongoing support to young people to raise their aspirations and connect them with life enhancing opportunities – such as apprenticeships through Leeds City College - perfectly illustrates this asset to the community.

- 3.38 This need for community-based work is more relevant in our priority neighbourhoods where there is more risk of children and young people experiencing Adverse Childhood Experiences (ACEs) in areas of higher deprivation. ACEs have been found to have lifelong impacts on health and behaviour and they are relevant to all sectors and involve all of us in society. Improving community resilience is fundamental to delivering actions on ACEs.

- 3.39 Identifying appropriate building spaces has been important in being able to work with the local community to build community resilience and deliver targeted provision, creating safe spaces in our priority neighbourhoods and targeted wards for children, young people and the wider community to engage in positive activities. The challenge in some neighbourhoods continues to be a lack of appropriate building space and community assets of sufficient quality to offer life-enhancing experiences.
- 3.40 A recent opportunity has emerged due to a successful bid to the Office of the Police and Crime Commissioner (OPCC) as part of the Home Office Early Intervention Fund, led by Safer Leeds⁷. The programme has three strands focused on developing and sharing learning that mitigates the risks of youth violence and provides support for young people involved in and at risk of serious crime and violence. The programme of work is focused in Chapeltown, Harehills and the Cliftons and Nowells neighbourhoods. Safer Leeds has also been successful in receiving funding from the Violence Reduction Unit through time limited Home Office funding available until March 2020. As a result of needs assessment work on violent crime patterns, £172,840 has been allocated to community projects across Gipton and Harehills ward, Armley ward, the Chapeltown area and to Burmantofts and Richmond Hill ward to invest in community based projects that support the prevention and reduction of youth violence. It is hoped that these short-term projects will provide good evidence of how to reach and support young people in their local community and support future funding applications should the opportunity become available.
- 3.41 Improving the resilience of children and young people can have a significant impact on their long-term outcomes; effective transition support to high schools can have a positive impact on educational attainment and the young person's wellbeing.

Vignette 18: Improving transition support from primary to high school

Dixons Unity Academy have become a key partner in the work of the New Wortley core team and welcomed the idea to host a sport fair. The aim was first to encourage young people to be more active, to consider sports clubs and after school activities and to encourage participation and engagement. The second part of the project was to ask local primary schools to bring their year 5 and year 6 pupils up to the school as part of the transition programme. This was to encourage their families to attend to introduce younger children to the school from an earlier age in an effort to break down barriers around the move from primary to high school by attending a fun and entertaining event there. The fair was well attended with over 130 young people trying out various sports and activities in the sports hall and outside space.

- 3.42 Improving the local environment has featured significantly in feedback from local residents, along with ASB and crime. Empty buildings, evidence of litter, graffiti, fly tipping and vandalism are prevalent across the priority neighbourhoods. Once environmental problems take hold, they can have self-reinforcing consequences and can lead to a greater fear of crime, which could drive away people from the neighbourhood who are in a position to relocate, further entrenching the problem.
- 3.43 Within Boggart Hill, the derelict 'Gate' pub site has been an eyesore on the edge of the priority neighbourhood for many years. Despite extensive enforcement activity and several tentative proposals for redevelopment by the leaseholders, the site has only deteriorated and continued to blight the area. The following vignette is an example of how the work of the Core Team has delivered local action.

⁷ Safer Leeds is the city's Community Safety Partnership, responsible for tackling crime and disorder.

Vignette 19: Derelict 'Gate' pub site

A magnet for ASB and a signal of a declining area, following a neighbourhood improvement board meeting, the Council has utilised Housing Revenue Account funding to negotiate the buy-out of the lease and the demolition of the derelict pub building. The site now offers an opportunity for new housing and offers the potential to consider a wider site redevelopment within the context of the priority neighbourhood. Acquisition took place in October 2019 and demolition of the site is programmed for early 2020.

- 3.44 Environmental Visual Audits have been undertaken in a number of priority neighbourhoods, which has helped partners look at the cumulative impact of the environmental issues. Formal notices are being issued by the Cleaner Neighbourhoods Team as required and enforcement is being pursued alongside informal engagement and outreach work on a range of environmental crimes and issues across priority neighbourhoods to effect behaviour change.
- 3.45 Groundwork is supporting the Cleaner Neighbourhoods Team and a range of partners to deliver the 'Love Where You Live' project in three priority neighbourhoods, as referenced earlier in this report, to stimulate social action. These programmes have run for six months and they gave a sense of what could be achieved through social action. Further funding has been drawn in through Housing Advisory Panels and Community Committee Wellbeing Funds to deliver more targeted environmental interventions. It is already clear that social action is key to improving the local environment. However, developing community capacity and capability takes time and resources to make sustainable changes for medium to longer-term improvements.
- 3.46 On a wider scale new approaches are being developed to improve our town and district centres. Over recent years, visitors to Armley Town Street were expressing concerns about issues that were making it ever less welcoming to shoppers and local residents.

Vignette 20: Town Teams

A Town Team approach was developed with the local Member of Parliament, Ward Members, Police, council officers, and local businesses to tackle the issues. The first priority was to address issues of ASB and tackle the problem of street drinking. The Town Team then moved onto improving the appearance of the street, this involved tidying up and re-letting premises, launching a town centre In Bloom team and developing a traders group to play a lead role in ongoing improvements, public events and community initiatives. This approach has been very successful, with Armley Town Street currently preparing for major planting in readiness for VE Day celebrations with 1940 fancy dress, shop window competitions, sports day and music hall. Residents have highlighted a big turnaround to the street compared to only two years earlier.

- 3.47 The success of this approach has resulted in this approach being rolled out in in the Harehills Lane and Dewsbury Road areas, where progress is being made. Town Teams are being encouraged in all of the 66 shopping areas outside the city centre.

Early intervention and prevention

- 3.48 This integrated locality working approach focuses on early intervention and prevention to prevent reactive public service cost. The council is committed to improving housing conditions as featured in the city's Best Council Plan and to reducing inequalities as part of its Strong Economy, Compassionate City agenda with the vision to reduce poverty, providing opportunities for people and to ensure they live in a good home and a safe environment. However, not everyone has benefited

from the city's success, nowhere is this brought into sharp relief more than in our most disadvantaged neighbourhoods.

- 3.49 Creating safe environments has been at the forefront of collaborative working, a key element of this has been working creatively to prevent and mitigate the impact of seasonal trends and activities. Since the inception of the New Wortley core team, ongoing and seasonal youth ASB challenges have had a significant impact locally. The core team developed an approach that put prevention and diversionary activity at the heart of its work programme.

Vignette 21: Community safety - seasonal planning

An annual process and partnership is now in place to address seasonal escalations in youth ASB, such as summer holidays and bonfire night. Bonfire action plans and summer activity plans are put in place every year to address local issues. Targeted proactive service interventions are undertaken, such as the removal of fly tipping and waste that might be set alight, alongside the mapping and delivery of diversionary and more positive activities for young people to engage in. The summer activities plan has enabled the coordination of youth activities across a range of local partners to ensure a diverse programme, with something being delivered on every day of the summer holidays. This has dramatically reduced ASB issues in New Wortley at two key times in the year. This approach has been replicated across the city.

- 3.50 The Leeds Neighbourhood Approach (LNA) is a partnership approach led by Private Sector Housing to address not just housing conditions and empty homes, but also the needs of families and individuals where officers cross the threshold to offer help and assistance. This has involved a partnership with colleagues in Employment and Skills, Cleaner Neighbourhoods Team, the Police, West Yorkshire Fire Service, Touchstone, White Apple, Communities Team, Health, and the Leeds Credit Union. To support this approach there has been a £4.5m home improvement scheme targeting 180 properties in the Recreation's in South Leeds to renovate the homes, and improve energy efficiency. This approach has led to the creation of a hyper-local pop up hub, 5 Recreation View, to support the community and help to deliver services. (See earlier vignette in section 3.14)

Vignette 22: Leeds Neighbourhood Approach (LNA)

Since launching, the LNA in 2015 885 homes have been inspected, the inspection process has removed over 1670 hazards so far from homes where works have been completed relating to fire safety, falls, electrical safety, security and overcrowding. Over 111 long-term empty homes have been brought back into use. Multi-agency area walkabouts have been conducted and eleven landlord forums have been held to engage with local landlords and housing providers to update them on activities/developments in the city and local area. Through direct interventions when crossing thresholds, over 1100 referrals have been dealt with for support and advice from Holbeck residents around employment and training, debt and benefit advice, Anti-Social Behaviour and reporting criminal activity and social isolation and mental health support.

- 3.51 More recently, Selective Licensing⁸ was approved by Executive Board in June 2019. It will ensure better management of 6,500 private rented properties when it is implemented in January 2020 in Harehills, Cliftons and Nowells and Beeston. The approach to Selective Licensing has been supported by the locality working agenda

⁸If you rent out a property in certain parts of Beeston or Harehills, you will need to apply for a selective licence. If your property is located in either of the two selective licensing areas, you will need a licence for the period of 6 January 2020 to 5 January 2025.

and locality working will feature in its implementation through local partnerships coming together with a local offer that will support tenants to address their wider social and economic needs, whilst their housing conditions are being reviewed.

- 3.52 Kingsdale Court, a development of eight blocks of predominantly private rented flats, presents a huge challenge within Boggart Hill. The site is blighted by disrepair, fly-tipping, health and safety hazards including electrical, fire hazards and inadequate heating and insulation, anti-social behaviour and poor security with one of the blocks, Farnley House, having a void rate of 84%.

Vignette 23: Kingsdale Court

The priority neighbourhood focus has provided a real insight into life at Kingsdale Court revealing that there is serious under-reporting of crime and ASB as residents are afraid of retaliation and bringing the needs of the neighbourhood into sharp relief. To help, the Police have increased proactive patrols to build a case for further action. The Neighbourhood Improvement Board in April 2019, agreed to consider a long-term comprehensive solution to the challenge of Kingsdale Court, utilising the full powers of the Council and partners to tackle this site in the short, medium and long term. This has led to local enforcement and discussions at senior level regarding future options for the site. As part of landmark action taken by the Leeds Anti-Social Behaviour Team (LASBT) and West Yorkshire Police at Leeds Magistrates Court in February, a three-month closure order was subsequently granted for each flat located in Farnley House (the worst block). In securing this order, this is the first time wholesale action has been taken against private sector leaseholders and administrators in one block. If, after this period, concerns remain that issues have not been resolved, there is the potential to seek closure of the block for a six-month period.

- 3.53 Highways have recently been successful in acquiring £1 million from the Department of Transport and West Yorkshire Combined Authority to transform streets in the Recreations area of Holbeck, creating additional greenspace and a safer environment, as part of the Streets for People initiative. Staff have been consulting with residents about the issues they face and the sort of measures they would like to see in the area. These include suggestions for closing streets and grassing them over as green play spaces. Other options being discussed are aimed at slowing traffic and reducing 'rat-running.'
- 3.54 Whilst these interventions have the potential to herald significant improvements, there are a number of priority neighbourhoods, such as the Cliftons and Nowells, Beeston Hill and the Recreations, where the housing tenure is predominantly private rented and more run down making neighbourhood improvement more challenging and the demands on capital investment more significant.
- 3.55 Run down neighbourhoods also have an impact on people's health and well-being. There is direct correlation between people's perception of high levels of environmental blight, such as litter, graffiti, dumped fridges, broken glass and their levels of anxiety, depression and greater wariness in using the outdoor environment.
- 3.56 We also continue to face significant health inequalities between different groups in our targeted wards and priority neighbourhoods. A relentless focus on reducing these inequalities will remain at the forefront of our efforts in locality working over the coming years to support the work of the health and wellbeing strategy to ensure that people who are the poorest will improve their health the fastest.

Vignette 24: Careview app

Colleagues in Public Health are keen to tackle social isolation and have developed their award winning Careview app in the priority neighbourhoods. This innovative app allows users to “pin” addresses based on the appearance of the property, looking for signs of unmet needs. Voluntary sector organisations then visit the properties to see what if any assistance is required and individuals have been connected with the relevant support.

- 3.57 Public Health are undertaking Health Needs Assessments in each of our priority neighbourhoods and supporting wider connectivity with health partners and partnerships such as the Local Care Partnerships and third sector organisations. Examples include targeted preventative interventions, such as increasing childhood immunisation rates and take-up rates of over-forty health checks.

Getting to the root causes, sharing knowledge

- 3.58 In order to determine the root causes of major issues, and continue to develop effective local solutions to challenges, a more integrated approach to locality working has explored ways in which Core Teams can have a more rounded view of the lives of local residents.
- 3.59 The Rethink Formulation is a demonstrable example of how core team partners are adopting restorative methodologies to understand more effectively the root causes, from a whole system perspective. Rethink Formulation is a key element of the Leeds Practice Model⁹; this approach has been used to support partners to work differently in our response to dealing with Hate Crime and ASB, looking at the whole system perspective of the lives of those involved.

Vignette 25: Rethink Formulation, Leeds Practice Model

Rethink Formulation has enabled better awareness of the identified challenges, particularly around relationships and discrepancy in the way different agencies are working with families. Following the success of holding formulation meetings with individual families, the formulation model has been applied at a community level. Feedback from those involved, which included local residents, was positive and many of the takeaways related to a feeling of hope, having had their say on issues affecting them in the neighbourhood and feeling positive about finding ways forward.

Working differently and system change

- 3.60 Core Team partners have shown innovation and creativity to resolve local issues, using strengths based, restorative and problem solving approaches to tackle local issues, there is not a ‘one size fits all’ solution.

Vignette 26: Pilot Playworker project, Voice and Influence Team

A pilot Playworker project has been implemented to supplement the local youth offer. The Playworkers will focus on young children aged 6-11, addressing a gap in provision for the under 11s, to create positive engagement opportunities. This will enable Youth Service to engage with the older age group. It is also being piloted as a prevention approach in diverting children away from criminal exploitation.

- 3.61 Partners have been working hard to find innovative local solutions to engage children and young people. Football has a magical ability to connect and energise

⁹ Leeds Practice Model is an evidence-based model of case formulation to support the organisation and analysis of information and to help structure conversations.

communities. The Leeds United Foundation is working positively to engage children and young people, to persuade them away from negative pursuits.

Vignette 27: Leeds United Foundation Kicks programme

Following on from the success of Leeds United Foundation's approach in Halton Moor, £60,000 has been secured through Recycling and Energy Recovery Facility (RERF) funding, Office of the Police and Crime Commissioner (OPCC), Inner East Cluster and Leeds United Foundation funding to increase this offer to include the Burmantofts and Richmond Hill ward. Leeds United Foundation will provide a seven-day offer across the ward and 1:1 mentoring targeting the most vulnerable / at risk young people.

- 3.62 Our priority neighbourhoods have significantly higher proportions of children and young people, with a large percentage living in crowded properties, with no access to outdoor play. Leeds commitment to children's play seeks to create a child friendly city that values spontaneous play. Supporting children and young people with opportunity, time and space to play independently and with others and recognising children playing is essential to a happy, healthy childhood. A number of parks in our priority neighbourhoods have lacked any infrastructure to inspire play and recreational activities. Core Teams and targeted ward partnerships have been rethinking the design and delivery of play spaces in local parks with play design principles, community engagement and play value at the centre of playground design.

Vignette 28: Core Team 'physical activity take-over mastermind workshops'

Locality Working has provided a locus for colleagues and partners to target investment and resources to our priority neighbourhoods and target wards and our responsive local structures are enabling partners to maximise on investment opportunities. Boggart Hill, Beeston Hill and the Recreations core teams have been working to unlock £475k of Sport England funding. Core teams have run 'mastermind workshops' to provide the insight required by Sport England to demonstrate that we understand the community and the people that do great things already and how we can harness this potential to develop physical activity. As a result, Sport England funding was confirmed in November 2019 to support the Get Set Leeds project in these four priority neighbourhoods.

- 3.63 £33,000 funding has been secured to enhance the recreational play equipment in Lindsey Gardens. £61,000 funding has also been secured to enhance Nowell Mount Park, inclusive of recreational play equipment and landscaping, with a pending bid to the Football Foundation to enhance the Multi-Use Games Area. The Ministry for Housing, Communities and Local Government provided £10,000 to improve Trentham Park in Beeston Hill and this was match funded by local ward members. The park was 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'. New Wortley Community Centre secured funding from the Big Lottery to create an informal play and nature garden on some greenspace adjacent to the centre.
- 3.64 Local solutions are informing new ways of working and the development of new models of working and system change. Partners have been using these models to work across targeted wards and system change can be seen across a number of directorates.
- 3.65 The contribution that migration has made to the city and in particular our priority neighbourhoods and target wards has led to more diversity, which has raised aspirations and driven improvements. This can be seen in Beeston Hill, Cliftons and Nowells and the Recreations priority neighbourhoods, where there is a real richness

of diversity. However, these communities need support to overcome localised challenges and connect better with local services and opportunities.

- 3.66 The Migrant Access Project in the Clifton and Nowells was established to bridge the gap between migrant communities and services. The Migrant Community Networkers (MCNs) instantly connected with households and supported them with in dealing with Hate Crime and Anti-Social Behaviour. The MCNs brought knowledge and bilingual skills to help overcome barriers to engagement and built positive relationships. The MCNs identified a need for better support for migrant communities, particularly, newer communities to navigate and access the many services and networks available. As a result, the council successfully bid to the Ministry of Housing, Communities and Local Government (MHCLG) to employ five Community Connectors to address ongoing challenges. The following vignette provides an insight into how we are working differently with migrant communities to overcome these challenges.

Vignette 29: Better support for migrant families

The Community Connector initiative has already demonstrated that this approach is effective with 61 households being supported so far. This 15-month project aims to support new migrants to connect with local services and existing community networks through building bridges that encourage participation and independence. This project also adds value to wider programs of work by providing a better understanding of culture of place. The main areas of support that households have requested relate to Universal Credit, housing and employment. In addition, further funding from MHCLG has allowed the city to lead and develop an ESOL strategy, as well as a £200,000 Language Hub grant funding pot for volunteer-led activities in communities, which bring people together to share their skills, build relationships and provide opportunities to practice conversational English.

- 3.67 Learning from the Hate Crime and ASB work in the Cliftons and Nowells has informed the LASBT review and system change.

Vignette 30: new Community Multi-Agency Risk Assessment Conference (MARAC)

Learning from the Cliftons and Nowells Hate Crime and ASB working group's approach informed the LASBT review and the development of the new Community MARAC for the City. This conference will move forward those cases, or elements of cases, which cause the greatest concern and where the response has become stalled or is ineffective. The MARAC will be co-chaired by senior leaders from the police and council, and have representatives from a range of services – from accommodation to youth offending; they will have the seniority and responsibility to navigate an obstruction. Once discussed at the MARAC, guidance notes will be returned, offering a way forward for the community safety group.

- 3.68 As highlighted earlier in the report (section 3.21), learning from the work in Lincoln Green with Leeds Teaching Hospital Trust (LTHT) has led to further work with more of Leeds' anchor institutions to explore how they might better support the locality working in our priority neighbourhoods.

Neighbourhood Improvement Board (NIB) – 'Big Asks'

- 3.69 The Neighbourhood Improvement Board has enabled the most significant challenges in each of the priority neighbourhoods to be examined and considered by the Executive Member for Communities and Environments, Community Committee Chairs, Chair of the Environment, Housing and Communities Scrutiny Board and Directors from all council directorates.

- 3.70 Each Core Team has presented a number of 'Big Asks' that represent the most significant challenges in each of the priority neighbourhoods. The Big Asks are set out thematically below, along with a number of vignettes that illustrate early progress in addressing these entrenched and complex challenges.
- 3.71 The need to address child poverty and educational attainment in all our priority neighbourhoods were identified as overriding priorities that could significantly improve outcomes for children and young people. Focusing the work of the 3As Strategy in our priority neighbourhoods is critical to improving outcomes for children and young people, both in the school and community setting. Sustaining and enhancing the local community offer to children and young people, in our priority neighbourhoods, through specialist and targeted youth work, will enable positive work with young people to continue effectively and safely. It will also continue to sustain core team successes around reducing ASB and youth violence in our priority neighbourhoods. The outcome of the Youth Work Review will therefore feature strongly in future Neighbourhood Improvement Board meetings. NIB board members and wider partners are working hard to connect the opportunities that West Yorkshire's Violence Reduction Unit (VRU) and the Home Office funding has enabled within our priority neighbourhoods and target wards.

Vignette 31: Youth and Community Hub: Cliftons and Nowells

Over £250,000, capital monies have been secured through a coordinated bid through the Office of the Police and Crime Commissioner (OPCC) to the Home Office, to build an extension to Nowell Mount Children's Centre to create a Youth and Community Hub. A multi-agency steering group, inclusive of children, young people and local residents are working to maximise existing activities and lever in opportunities to meet local need.

- 3.72 Employment and Skills has featured significantly, in particular in poverty and financial inclusion conversations. Developing targeted programmes of work to benefit residents in our priority neighbourhoods has been a key focus of the NIB's work.

Vignette 32: Employment and Skills

Between April and December 2019, targeted outreach in priority neighbourhoods has resulted in 785 local residents engaging with Employment and Skills services. 283 residents have undertaken skills training and 183 have been successfully supported into employment. It is expected that support to access vacancies in the City's anchor institutions and a new programme combining health and employment support delivered in conjunction with Local Care Partnerships will contribute to an increase in these figures.

- 3.73 The NIB was asked to ensure that primary, secondary and community health care worked together effectively to support those with the poorest health to improve quickest by ensuring that services are relevant and accessible for the local population to access. NIB board members have also placed significant emphasis on prevention and early intervention.

Vignette 33: Immunisation programme

The Lincoln Green and Cliftons and Nowells Health Delivery Partnership, led by Public Health, is working with the Local Care Partnership to implement a community-based programme of work to increase childhood immunisation rates. Community based clinics will be attended by nurses who can answer questions and administer the immunisations.

- 3.74 The work of the core teams in the priority neighbourhoods raises the challenges frontline services balance on a daily basis to address criminality, whilst supporting vulnerable children, young people, adults and families involved in criminal activities

and exploitation. Predisposing factors, a reluctance to build trusting, and engaging relationships with services, limit options and often result in evictions and closure orders. NIB partners agreed better alternatives to closure orders and moving families around the City is needed. Taking into account the age of some of the children and young people involved in criminal behaviour and their exposure to negative influences and criminal exploitation, NIB board members were asked to develop a more targeted community based youth offer, for children and young people from the ages of 8 years upwards. The NIB was asked to put additional resources into combatting the drug supply and tackling organised crime gangs involved in the importation and distribution of drugs.

Vignette 34: Drugs and Organised Crime

NIB conversations highlighting the impact of illegal drug use and organised crime in our priority neighbourhoods has informed a CLT seminar on the impact of illegal drugs in the City.

- 3.75 A number of the priority neighbourhoods border with the city centre, which creates opportunities for these neighbourhoods, this could be strengthened further by enhancing their connectivity. There are a number of development opportunities that have strong potential to precipitate improvements to the physical dynamics and aesthetics of the priority neighbourhoods. These include land assets, greenspace, parks, road and waste infrastructure. NIB board members would like aspirational master plans for each neighbourhood to be developed to help shape future regeneration and investment.

Vignette 35: Investment Plan for Lincoln Green

Since July 2019, a project team consisting of the Regeneration Team, Communities Team, Health Partnerships Team and Housing Leeds has been working towards creating an investment plan for Lincoln Green. After an initial scoping workshop, the project team are now seeking input from local residents via a series of Planning For Real events involving a 3D model created by pupils from Shakespeare Primary School. This community feedback will inform an Options Paper in the spring. It is anticipated that a feasibility study on the options paper will be commissioned by summer 2020.

Vignette 36: Bin yard improvements

In March 2018, the Executive Board approved a capital injection of over £247,500 to deliver ward improvements to bin yards in the city. Following extensive consultation with members it was agreed that bin yards in Beeston Hill should be targeted for improvement and local ward members boosted the financial allocation from their capital budget. The scheme sees the bin yards removed and traditional wheelie bins will be replaced by 1,100 litre euro bins housed in bespoke metal frames. This work will start to significantly improve the local infrastructure and service outcomes. Groundworks have been commissioned to deliver the project and alongside the building work there will be conversations with residents about how to use the communal bins.

- 3.76 Poor housing conditions are prevalent across all priority neighbourhoods. Selective Licencing and the Neighbourhood Approach will have a significant impact in three of the priority neighbourhoods, Cliftons and Nowells, Recreations and Beeston Hill. In addition to this, NIB board members would like to develop a long-term comprehensive solution to the challenges faced at Kingsdale Court in Boggart Hill.
- 3.77 The NIB was tasked to develop a strategic approach with Third Sector partners to create sustainable ABCD Community Builders, which are flexible to work across a range of neighbourhoods with entrenched poverty and inequality.

Vignette 37: ABCD Community Builders

Following the successful implementation of the ABCD priority neighbourhood projects, funding has been secured through Adults and Health, who will be the lead on the 3 Pathfinder sites: in Lincoln Green, Cliftons and Nowells, and Beeston Hill, with support from the Communities and Environment, for another 12 months.

Future programme of work: Neighbourhood Improvement Board

- 3.78 The Executive Member for Communities has oversight for this programme of work, a rolling programme of Big Asks are being developed to monitor progress over the forthcoming year. The NIB is asking the relevant Scrutiny Boards to drive these actions through their board meetings, working directly with the relevant Directors and Executive Board portfolio holders.

Driving opportunities from the Best Council Plan to improve outcomes in our most disadvantaged communities

- 3.79 The examples and challenges set out in the report support all Best Council Plan priorities, notably Inclusive Growth, Health and Wellbeing and Safe, Strong Communities. NIB meetings will continue to have a strong thematic focus on these three priorities, with the ambition to strengthen and improve the cities response to these priorities in our most disadvantaged communities.

Establishing how the Council's Investment Planning decisions are impacting on the city's most disadvantaged communities

- 3.80 The Council invests significant funding to address a wide range of challenges in the city including, a citywide locality working infrastructure, capital initiatives and other services, which are over and above our statutory obligations and help us to meet our ambitions for a compassionate and welcoming city. Some initial work has taken place to better understand how the Council's investment decisions deliver positive impacts in our most disadvantaged communities. This has highlighted the need for a more detailed piece of work to take place, to help us understand the scale and impact of investment on disadvantaged neighbourhoods. This will assist in determining how we can improve our ability to measure the extent that significant investment decisions support efforts to tackle disadvantage, potentially leading to a refreshed approach to investment planning for the City.

The performance management framework for locality working

- 3.81 We propose to adopt a consistent approach to establishing baselines and tracking trends within the priority areas. Given that the Index of Multiple Deprivation (IMD) 2015 was the primary basis on which the Areas were first identified, it is logical that where possible we draw on the same underpinning data and analysis as the IMD. We will also seek to adopt the same broad categories where recent data is available these are claimant count; children in low-income households; educational attainment and absence; crime, public health indicators, long-term empty properties.
- 3.82 A profile can be produced for each priority area, which will seek to track change over time. Appendix 4 presents an example profile. It is important to note that due to the time lag in the data that underpins the IMD that these profiles provide a baseline for each Area rather than a measure of progress since the priority areas programme was established in 2017. In addition, we believe that these profiles can be augmented by

surveys of the local community to a common set of questions, to provide more immediate insights and perceptions of progress.

3.83 In September, the Office for National Statistics (ONS) published the IMD 2019 Update. The revised data measures relative deprivation in England across 32,844 neighbourhoods or Lower Super Output Areas (LSOAs), based on 39 indicators across seven domains. It ranks each neighbourhood from most disadvantaged (1) to least disadvantaged (32,844). Full details are available on the Leeds Observatory [here](#). Key headlines are:

- 24% of Leeds' LSOAs now fall within the most disadvantaged 10% nationally. In 2015, there were 22% of LSOAs in the most disadvantaged 10% nationally.
- Leeds ranks 33 out of 317 (where 1 is most disadvantaged and 317 is least disadvantaged) local authorities when looking at proportions of LSOAs in the most disadvantaged 10% nationally.
- The most disadvantaged areas are concentrated in the inner east and inner south of the city.
- 12 LSOAs in Leeds have been ranked in the most disadvantaged 1% nationally down from 16 in 2015. Changes between 2015 and now are St Hilda's, East Park Drive and Easterly Grove have moved into this cohort since 2015; Trentham St, Lincoln Green, Bismarcks, Winroses, Bellbrooke Ave, Comptons and Halton Moor have moved out of this cohort.
- All the priority areas still fall within the most disadvantaged 1% nationally, with the exception of Lincoln Green that has seen relative improvements but is still ranked in the most disadvantaged 10% nationally.

Scrutiny Board's support in the successful delivery of locality working

3.84 Environment, Housing and Communities Scrutiny Committee has already influenced and shaped the design of the locality working approach during its highly effective working group meeting of October 2017. This contribution informed the Executive Board report update presented in November 2017, and was acknowledged by Executive Board in its decision-making.

3.85 A particularly valuable part of that process was the engagement of the other scrutiny boards at the working group discussions. Improving outcomes in priority neighbourhoods requires a process of significant change and a 'can-do' approach from council services and departments. The Environment, Housing and Communities Scrutiny Board is well placed to provide leadership on this agenda, working alongside other scrutiny committees to co-scrutinise the engagement and contribution of all departments and services to the new approach.

3.86 It has also been highly beneficial to have the Environment, Housing and Communities Scrutiny Chair as a member of the NIB. This presence has allowed sustained dialogue and input to take place from the Scrutiny Board, and helped to shape the strategic direction of the locality-working programme and its implementation.

3.87 A twelve-month progress report was submitted to the Environment, Housing and Communities Scrutiny Board on the 9th January 2020. The report was well received by Scrutiny Board, the examples of success the report highlighted, and which were expanded upon in the meeting, were cited as a credit to the officers involved and

clearly reflective of our ambitions as an organisation as set out in the Best Council Plan and its supporting strategies including the Health and Well-Being Strategy.

Future role of all Scrutiny Boards

- 3.88 The Environment, Housing and Communities Scrutiny Board have requested that all Scrutiny Chairs consider their role in relation to how they can add value to the work of the Neighbourhood Improvement Board (NIB), chaired by Cllr Coupar.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Locality working places the active involvement of citizens, which includes locally elected Councillors, as a vital ingredient that underpins this approach. All six-priority neighbourhoods have placed significant emphasis on community engagement and working with local communities to harness a local voice, develop local solutions through social action.
- 4.1.2 This report was originally due to be considered by Executive Board at a meeting scheduled for Wednesday 18th March 2020.
- 4.1.3 Due to the Covid-19 pandemic the meeting was cancelled, and replaced instead with an informal meeting of the members of the Executive Board, with members dialling in remotely.
- 4.1.4 Under current legislation, as members were not physically present in one location, it was not a properly constituted Executive Board meeting and therefore cannot take decisions.
- 4.1.5 The decisions outlined in this report will now be taken by the Director of Communities & Environment through a delegated decision.
- 4.1.6 Executive Board members made a number of recommendations, which are reflected in the recommendations of this decision:
- That the contents of the submitted report, be noted;
 - That the positive comments of the Environment, Housing and Communities Scrutiny Board on the strong progress made to date, be noted;
 - That the Executive Member for Communities be requested to work with the Chair of the Environment, Housing and Communities Scrutiny Board to consider the engagement of other Scrutiny Boards in this work;
 - That the Director of Communities and Environment and the Director of Resources and Housing be requested to consider the implications of the work to date for organisational development in the Council;
 - That the Directors of Communities and Environment; Housing and Resources; and City Development be requested to consider the implications of the progress made to date for further improving the connectivity of the city's most disadvantaged neighbourhoods to economic opportunities and aligning capital investment programmes.

4.1 Equality and diversity / cohesion and integration

- 4.2.1 A full EDCI was undertaken on the proposals to develop an approach to Locality Working in November 2017. Equality and Diversity is an integral part of the work on tackling poverty and inequality and strengthening the city's most disadvantaged neighbourhoods and communities.

- 4.2.2 A new Communities equality improvement priority has been established which aims to 'Improve equality outcomes across the six priority neighbourhoods'. Published alongside the rest of the council's equality improvement priorities for 2018 – 2022, progress is included within the annual update. This priority helps to include equality considerations within all aspects of work in the priority neighbourhoods.
- 4.2.3 Equality of access to services and communication has been identified as an initial priority across all six-priority neighbourhoods. Several of the communities are very diverse, with higher than average numbers of new communities with language barriers and low levels of ability to read and understand written English across all communities, whilst in other areas there is evidence of a higher degree of settled communities facing more entrenched poverty.
- 4.2.4 There are several examples of improving access to services, empowering communities to be confident enough to do more for themselves and addressing some of the presenting symptoms of poverty. Whilst targeted interventions across the six priority neighbourhoods have largely tackled poverty, a number of equality characteristics have been supported. The City Listening Project, for example, has ensured that women living within priority neighbourhoods as well as target wards have been supported to voice their views on issues facing women and it will inform the work of the Government Equality Office and it will be used within Leeds to inform decision-making.

4.2 Council policies and the Best Council Plan

- 4.3.1 The Best Council Plan clearly articulates the strategic 'Best City' vision to tackle poverty and reduce inequalities through strengthening the economy in a compassionate way. The 'Best City' priorities set out in the Plan include Safe, Strong Communities and Inclusive Growth that together, focus on targeting interventions to tackle poverty in priority neighbourhoods, thereby developing thriving, resilient communities.
- 4.3.2 An updated Best Council Plan for the period 2020 to 2025 was recently approved by Full Council at its 26th February meeting, with the strategic ambition to tackle poverty and reduce inequalities retained. The locality working and priority neighbourhood approach and recommendations within this report will continue to support the delivery of the overarching 'Best City' and 'Best Council' ambitions and underlying priorities set out in the Best Council Plan

Climate Emergency

- 4.3.3 Swings in climate and more extreme weather will create inequality, as financial disparity creates pressures between those able to invest in measures to maintain comfort, diet and activity that may be denied to those least able to afford it. A range of initiatives within the priority neighbourhood approach supports the climate emergency agenda. These include planting additional trees, helping to improve air quality; also work to improve housing conditions, delivering greater energy efficiency and thereby reducing fuel poverty. Further exploration of the issues and potential solutions in respect of our most disadvantaged neighbourhoods is planned following

the state of the city meeting on the climate emergency held on the 3rd of February 2020.

4.3 Resources, procurement and value for money

- 4.4.1 The work articulated in this report currently makes best use of existing resources already working in neighbourhoods and seeks to do things differently by making best use of the leadership role and knowledge of locally elected representatives, working with residents to shape their neighbourhoods and inform service re-design to tackle poverty and reduce inequality. It also seeks to help communities to be more resilient, strengthen cohesion and prevent issues and challenges escalating in priority neighbourhoods.
- 4.4.2 To make continued progress, an investment-oriented approach is needed whereby available resources, for example, capital investment schemes are better targeted to these priority areas through a more joined up working across services.

4.4 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 holds the responsibility for these developments and oversight for the programmes of work that they will require. Local ward members are 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 report is not eligible for call-in.

4.5 Risk management

- 4.6.1 The Council has determined a risk to community cohesion and it has established this risk on its corporate risk register. It has also been discussing a need to change radically the way we work in localities and has implemented a new approach to locality working in November 2017. Pressures in some of our most challenged and disadvantaged neighbourhoods are now greater than ever due to a range of factors. The communities of Leeds have changed rapidly over the past decade, this is more apparent in the city's most disadvantaged neighbourhoods. A failure to fully engage and be inclusive to all the communities of Leeds may result in increased tensions leading to a sense of alienation and isolation.
- 4.6.2 These fractures may increase the city's risk of becoming more susceptible to the influences of those who want to divide our communities, making them more polarised and vulnerable to extremism and other harmful influences. The locality working approach seeks to engage with all communities, with a strong focus of the work on strengthening communities and building self-reliance and more resilient communities.
- 4.6.3 This approach also seeks to mitigate against deterioration in our most disadvantaged 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.

- 4.6.4 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 agility of organisations to respond in the context of broader economic changes could challenge the pace of improvement.
- 4.6.5 Furthermore, failure to fully engage and get the full buy in of a wide range of partners and council services to support the delivery locality working approach will hamper the council's efforts to deliver significant and sustainable change in our most disadvantaged neighbourhoods. It is therefore imperative, that we maintain and build on the whole Council approach, maintain momentum, working with local communities to drive change and much needed improvements.

5. Conclusions

- 5.1 The locality working approach supports the council's ambition to improve the city's most disadvantaged neighbourhoods through the Best Council Plan priorities and it is integral to Inclusive Growth, Health and Wellbeing and the Climate Change Emergency, focusing its efforts on interventions to tackle poverty in our most disadvantaged neighbourhoods and helping to develop thriving, more resilient communities.
- 5.2 This report demonstrates that locality working is evolving through collaboration, innovation and good practice. It is making best use of the physical and human assets we have in our local areas and harnesses the community spirit within our localities. It is rooted in the democratic accountability of local ward members to their wards, community committees, strong community leadership, early intervention, reducing the need for residents to continuously engage with expensive council or health services unnecessarily.
- 5.3 Bringing people together, from councillors, individual residents, businesses, community and faith groups, community leaders and public sector bodies, to create a focus around our most disadvantaged communities to target investment and resources. Our expected outcomes in the medium to long term is to see an increase in active citizenship and more community ownership of issues, challenges and solutions. Building community resilience is key to driving this change requiring investment and continual buy-in of all those involved and impacted.
- 5.4 Working closely with the Environment, Housing and Communities Scrutiny Board is helping to continually shape locality working and this scrutiny board's support in working with other Council scrutiny boards will help to deliver the council's ambition for a system-wide approach with organisational development at its centre.

6. Recommendations

- 6.1 The Director of Communities & Environment is asked to consider the content of the report and agree the following recommendations:

- Note the positive comments of the Environment, Housing and Communities Scrutiny Board on the strong progress made to date.
- Request that the Executive Member for Communities work with the Chair of the Environment, Housing and Communities Scrutiny Board to consider the engagement of other scrutiny boards in the work.
- Request the Director of Communities and Environment and the Director of Housing and Resources consider the implications of the work to date for organisational development in the council.
- Request that the Directors of Communities and Environment, Housing and Resources, and City Development consider the implications of the progress to date for further improving the connectivity of the city's most disadvantaged neighbourhoods to economic opportunities and aligning capital investment programmes.

7. Background documents¹⁰

7.1 None

¹⁰ 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.