

Tackling Inequality and Disadvantage in Communities: Locality Working

Date: 25 November 2021

Report of: Director of Environment, Housing and Communities

Report to: Environment, Housing and Communities Scrutiny Board

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

The purpose of this report is to provide an update and receive feedback from the Environment, Housing and Communities Scrutiny Board, on the work that has taken place so far on the city's new Locality Working model and the next stage of its development. This includes:

- Continuing to have a whole city focus through our locality working model and particularly the functioning and support of Community Committees.
- Expanding the current geographical remit for priority neighbourhoods to the 12 most disadvantaged neighbourhoods in Leeds (1%) and develop a more focused approach across the 6 most disadvantaged wards where these neighbourhoods reside, including the development of Local Area Plans for these geographies.
- Continue to build on the work of the Neighbourhood Improvement Board as part of the city-wide strategic approach to tackle inequality and poverty linked to the new Best City Plan.
- Establish a new Inequality and Poverty Delivery Group.
- Consider how the new approach can be supported by other Scrutiny Boards and how their role and influence can add value to the work of the Neighbourhood Improvement Board.
- Continue to build strong relationships with our partners locally through localised partnership infrastructure.
- Seek and secure corporate support to implement cultural change through workforce development across the council and across our local partnerships, so that we can learn and apply improvements across the whole city.

Operating alongside the city's Community Committee structure, the city's approach to Locality Working provides a vehicle through which the Council and many of its partners, deliver our ambition to help tackle inequality and poverty across our most disadvantaged communities.

Recommendations

- a) The Board is asked to note the content of the report.
- b) To provide feedback on the proposed new ways of working.

Why is the proposal being put forward?

- 1 The Executive Board report and Communities, Housing and Environment Scrutiny Board reports in 2020 demonstrated the positive impact that locality working is having, how it is making the best use of the physical and human assets we have in our local areas and how we are harnessing 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 and early intervention.
- 2 The Communities, Housing and Environment Scrutiny Board has been instrumental in helping to shape and influence the city's Locality Working model and the programme of work that has been delivered. As the approach seeks to move towards the next phase of its delivery, the ongoing involvement and feedback of the Board is considered pivotal.

What impact will this proposal have?

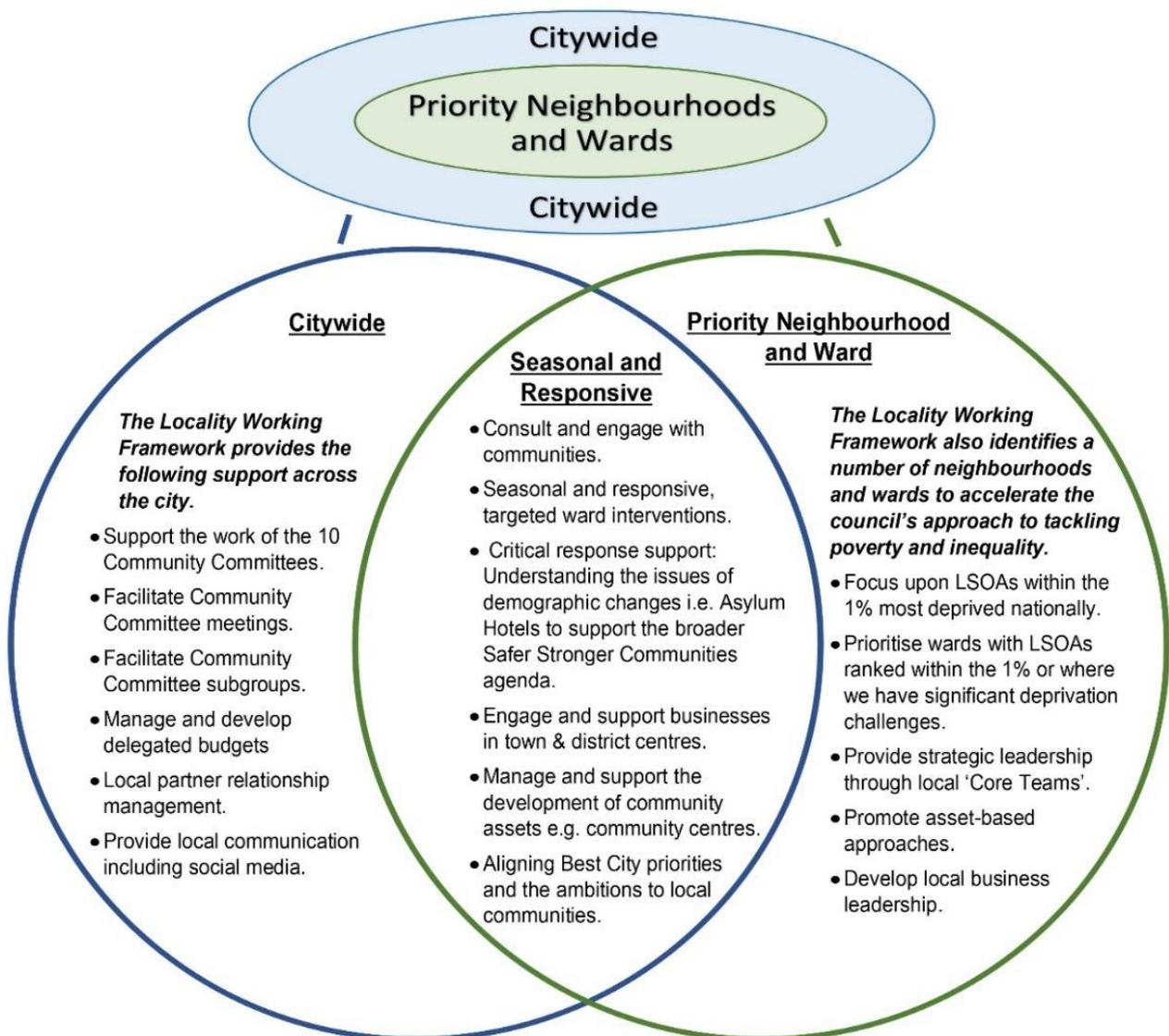
Wards Affected:

Have ward members been consulted? Yes No

- 3 The Locality Working model aims to respond to the National Indices of Multiple Deprivation (IMD) data, a set of descriptive statistics that are published by the Office for National Statistics every 3-4 years. In 2015 the IMD identified sixteen neighbourhoods in Leeds that were categorised as being in the most disadvantaged 1% of neighbourhoods nationally.
- 4 The Locality Working model initiated in 2017, sought to establish what the possibilities could be if as a Council and partners, we worked differently in specific areas of the city. This was always predicated on the potential to extend the Locality Working approach to all the city's 1% most deprived communities.
- 5 In 2019 the IMD data was refreshed, the main findings for Leeds were:
 - 24% of Leeds LSOAs now fall within the most disadvantaged 10% nationally (compared to 22% in 2015).
 - Ranked 33 out of 317 local authorities on the proportion of LSOAs in the most disadvantaged 10% nationally (ranked 31 out of 324 local authorities in 2015).
 - 186,000 people in Leeds live in areas that are ranked in the most disadvantaged 10% (compared to 164,000 people in 2015).
 - The most disadvantaged areas are concentrated in the communities of Inner East and Inner South.
 - 12 LSOAs in Leeds have been ranked in the most disadvantaged 1% nationally down from 16 in 2015.
- 6 The new model seeks to continue and build on the good work that has taken place so far, by working more intensively in targeted areas of the city to reduce poverty and inequality through the delivery of a range of innovative and new ways of working. The model will increase the footprint for working in priority neighbourhoods to cover all 12 (1%) most disadvantaged neighbourhoods, whilst also retaining a focus at the ward level on the city's 6 priority wards. The 6 Priority Wards are the six wards with at least one neighbourhood ranking in the 1% most deprived neighbourhoods nationally, whilst also ranking highly in deprivation in the 2019 IMD data.

- 7 In addition, the operational teams will develop more agile ways of working to allow resources to be 'flexed' into other areas of the city to provide a seasonal and responsive approach based on both known local issues and using more predictive and dynamic analysis tools to track trends and emerging issues at ward and neighbourhood level.
- 8 A universal approach will continue to be delivered using the city-wide Community Committee infrastructure, to ensure that all parts of the city continue to benefit from the learning, experience and improvements delivered through the new model of working. Diagram 1 outlines how it is proposed this new model of working will operate.

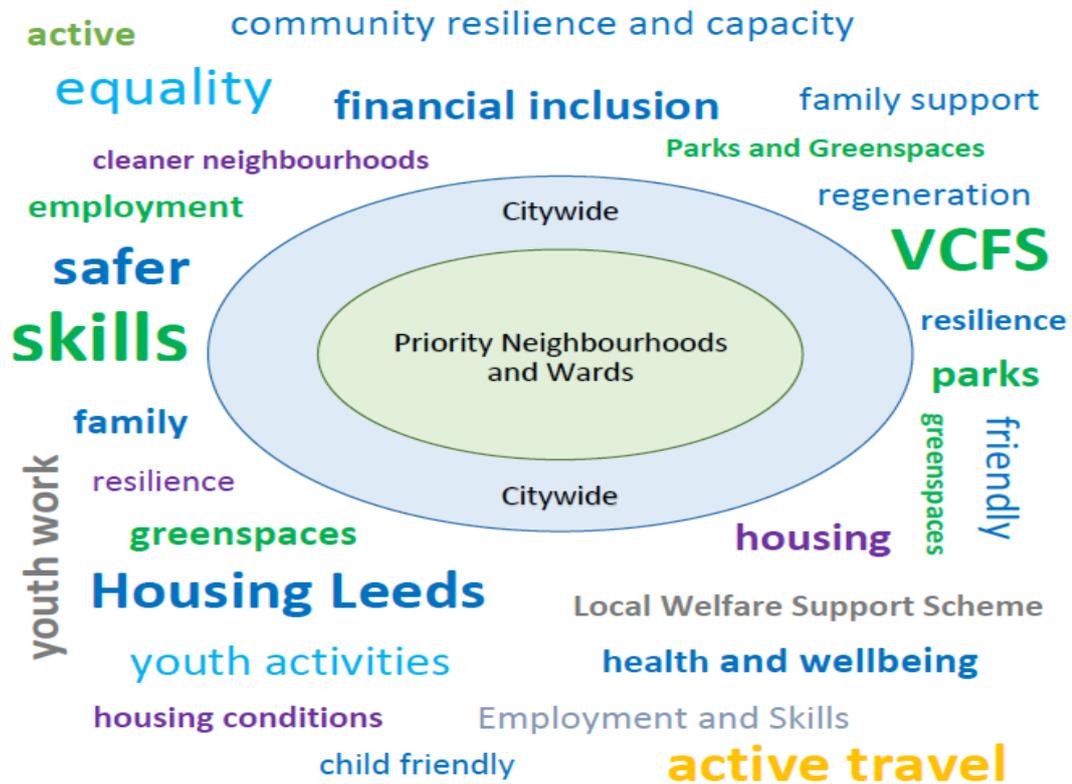
Diagram 1



- 9 By adopting this new way of working, building on our experiences so far and extending the reach and benefits that new ways of work can achieve, our aim is to reduce poverty and inequality and create stronger and more resilient local communities.

10 This new model, will therefore be key in guiding the recovery period and mitigating the social and economic impacts of the Covid-19 pandemic. See Diagram 2.

Diagram 2



What consultation and engagement has taken place?

- 11 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.
- 12 Throughout the initial phase of the programme, consultation took place across all Council services and key partners such as West Yorkshire Police; NHS; Further and Higher Education providers; Voluntary, Community and Faith Sector; local Councillors and residents through a wide range of forums and formats.
- 13 The next stage of the consultation process to support the formalisation of the new arrangements will include consultation and engagement with the following:
 - The Neighbourhood Improvement Board
 - Community Committees
 - Local partnership networks
 - Executive Board

- 14 A timetable for consultation and engagement is currently being developed and will be formalised in consultation with the Executive Member for Communities and following feedback from the Environment, Housing and Communities Scrutiny Board.

What are the resource implications?

- 15 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.
- 16 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.

What are the legal implications?

- 17 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.
- 18 There are no exempt parts of this report so there are no access to information issues.
- 19 There are no legal implications for the work articulated in this report.
- 20 This report is eligible for call-in.

What are the key risks and how are they being managed?

- 21 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 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.
- 22 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.

- 23 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.
- 24 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.
- 25 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.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 26 The newly updated Best Council Plan 2020-2025 reflects the current Covid-19 context, while maintaining the three pillar priorities of inclusive growth; health and wellbeing; and climate change, under the overarching priority of tackling poverty and inequalities. Covid-19 continues to have a hugely significant impact on all areas of the Best Council Plan, with the economy, employment, education, community resilience and health and wellbeing all detrimentally affected by the pandemic, which will undoubtedly limit progress towards our ambitions.
- 27 Locality working in our most disadvantaged communities, tackling poverty and inequalities, will be key to guiding the recovery period, particularly as we begin to better understand the long-term health, social and economic impacts of the pandemic.
- 28 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.

Options, timescales and measuring success

What other options were considered?

- 29 From the onset, this approach was predicated on a move towards a model of working that could be delivered across all the city's most disadvantaged neighbourhoods, and the first phase of this work sought to demonstrate the value and success of locality working as a scalable approach to tackle inequality and poverty across the city. If we stay as we are, working in just six of the priority neighbourhoods, this limits impact, scalability, flexibility,

consistency, and a collective focus on all the most disadvantaged 1% LSOAs nationally in the city. The recommendation throughout this paper is to evolve the way we are working to be able to upscale this approach through a Locality Working Framework that will enable greater impact and outcomes, through a collective focus on our most disadvantaged communities to tackle inequality and poverty and build more thriving, more resilient communities. There is the opportunity to shape a refreshed locality-working framework that encompasses whole system change, to more integrated locality working multi-disciplinary approaches.

How will success be measured?

- 30 We have been working to adopt a consistent approach to establishing baselines and tracking trends within the priority areas. Profiles have been developed for each priority neighbourhood to track changes over time. 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 can also 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.
- 31 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.
- 32 However, Covid-19 continues to have a hugely significant impact on all areas of the Best Council Plan, with the economy, employment, education, community resilience and health and wellbeing all detrimentally affected by the pandemic, which will undoubtedly limit progress towards our ambitions and the outcomes in our most disadvantaged communities. Therefore, the performance management framework will form a focus of work going forward and profiles will be reviewed to take account of the emerging impact in our priority neighbourhoods. It will also incorporate more predictive and dynamic tools to analyse trends and emerging issues at a ward and neighbourhood level.

What is the timetable for implementation?

- 33 Initial discussion with Members of the Environments, Housing and Scrutiny Board to commence to gather feedback and comments – November 2021
- 34 Discussions and feedback with members of the Neighbourhood Improvement Board – November 2021.
- 35 Ongoing development of the new model of working incorporating comments where appropriate.
- 36 Discussions with Community Committees and local partnership networks – January / February 2022.
- 37 Final recommendations to Executive Board – February 2022

Appendices

- 1 Appendix 1 – Background and proposals for the new Locality Working Model
- 2 Appendix 2 – Examples of Integrated working throughout Covid
- 3 Appendix 3 – Examples of Safer and Stronger Communities team led projects of work that have taken place over the past 18months

Background papers

Appendix 1

Locality Working – Background and Proposals for Developing Further the City’s Locality Working Model

Background information

- 1.1 The Locality Working model aims to respond to the National Indices of Multiple Deprivation (IMD) data, a set of descriptive statistics that are published by the Office for National Statistics every 3-4 years. In 2015 the IMD identified sixteen neighbourhoods in Leeds that were categorised as being in the most disadvantaged 1% of neighbourhoods nationally.
- 1.2 In 2019 the IMD data was refreshed, the main findings for Leeds were:
 - 24% of Leeds LSOAs now fall within the most disadvantaged 10% nationally (compared to 22% in 2015).
 - Ranked 33 out of 317 local authorities on the proportion of LSOAs in the most disadvantaged 10% nationally (ranked 31 out of 324 local authorities in 2015).
 - 186,000 people in Leeds live in areas that are ranked in the most disadvantaged 10% (compared to 164,000 people in 2015).
 - The most disadvantaged areas are concentrated in the communities of Inner East and Inner South.
 - 12 LSOAs in Leeds have been ranked in the most disadvantaged 1% nationally down from 16 in 2015.
- 1.3 As part of the first phase of Locality Working, 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.
- 1.4 The initial 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 inequality and 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.
- 1.5 The Council implemented the locality working approach through a strategic framework, which placed the most disadvantaged communities in Leeds at its centre. The Locality Working Strategic Framework is predicated on a number of principles and different, more integrated ways of working:
 - a) Developing a shared sense of the assets of individuals and communities with a strong focus on building self-reliance and resilient communities;
 - b) A placed based more integrated working approach;
 - c) Early intervention and prevention to prevent reactive public service cost;
 - d) Getting to the root causes, sharing knowledge and avoiding duplication to develop effective local and/or citywide solutions;
 - e) New ways of working and driving system change.

- 1.6 This approach was split into the three key strands, working through: Community Committees; Target Wards; and Priority Neighbourhoods. Working in this way 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.
- 1.7 'Core Teams' were 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.
- 1.8 A number of reporting mechanisms were also developed to support this new way of working including, the appropriate Community Committees, the Neighbourhood Improvement Board (NIB) and the Environment, Housing and Communities Scrutiny Board.
- 1.9 To strengthen the council's commitment to being a compassionate city and reducing poverty and inequality, an Equality Improvement Priority was established, which aims to 'improve equality outcomes across the six priority neighbourhoods.
- 1.10 In 2020 the Covid-19 pandemic emergency initiated a crisis that quickly brought to the fore a large number of needs across the communities in Leeds. The impact of Covid-19 has been greater in the poorer areas of the city where the ability to withstand shocks is restricted. Work continues to take place in Leeds to understand and get a picture of the disproportionate or differential impact on inequality that is happening due to Covid-19. However, the emerging evidence highlights that the Covid-19 pandemic has further exacerbated social and economic inequalities and we need to better understand what these impacts are on communities in Leeds. What it tells us so far mirrors national evidence and the local narrative that Covid-19 does have a disproportionate and differential impact based on where you live, your gender, your ethnicity and your job.

2.0 Emerging impact of Covid-19 in our most disadvantaged communities

- 2.1 The last eighteen months have seen partners work in an unprecedented fast paced environment, with a wide range of complex and dynamic challenges to quickly overcome, coupled with regularly changing national and local restrictions and guidance being issued. Partners have had to come together rapidly to bend and flex our systems to respond to local and citywide needs. This has had a powerful impact on achieving the seemingly unachievable at times, for example the 33 community care hubs that were established in the very early days of the 1st national lockdown and the response to very localised surge testing. These approaches are a few of many, that demonstrate that our city-wide locality working infrastructure be can mobilised quickly and effectively in crisis situations.
- 2.2 Undoubtedly, the way that locality working has evolved and the connections it has made between the delivery of integrated services in neighbourhoods and the engagement of the communities of Leeds has underpinned a significant part of the COVID-19 response in the city, with positive and effective collaboration across council directorates and with partner

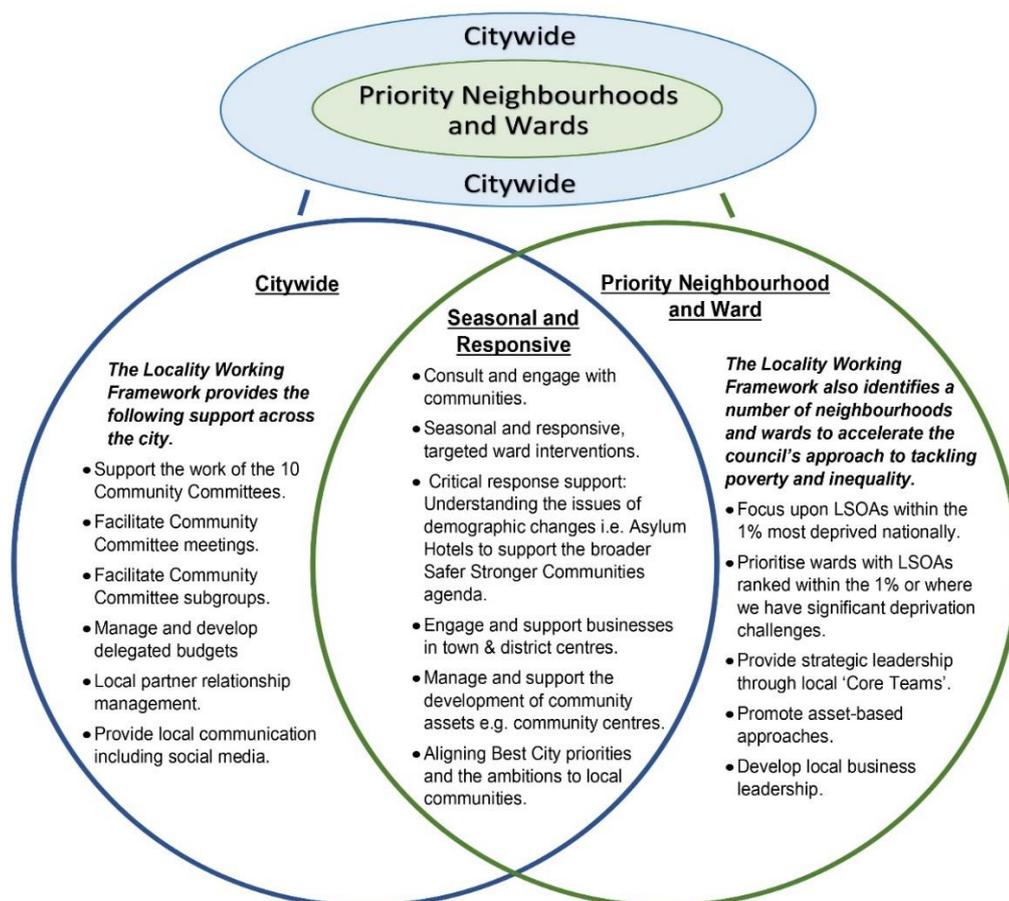
organisations at neighbourhood level. Appendix 2 provides examples of the work that has taken place in within the 6 Priority Neighbourhoods throughout Covid to support communities and continue to develop and build momentum in relation to our locality working arrangements.

2.3 It is now timely to consider what as a city council, working with partners and community's, we have learnt from the experience of the last eighteen months, and hardwire the best of this into the council's working practices and ensure that it drives organisational design activities in the months to come.

2.4 The Executive Board report and Communities, Housing and Environment Scrutiny Board reports in 2020 demonstrated the positive impact that locality working is having, how it is making best use of the physical and human assets we have in our local areas and how we harness community spirit within our localities. It is rooted in the democratic accountability of local ward members to their wards, community committees, strong community leadership and early intervention.

3.0 Locality Working - Safer Stronger Communities Team

3.1 The Safer Stronger Communities Team are responsible for the delivery of the locality working partnership and the Community Committee infrastructure across the city. The diagram below sets out how the Communities Team will work in the priority wards and our most disadvantaged communities and flex across the city, responding to seasonal interventions and critical need.



3.2 The examples summarised in appendix 3 illustrates the work that has taken place within the priority neighbourhoods and wards over the last twelve months that has been led by the Safer and Stronger Communities team.

4.0 Tackling Inequality and Disadvantage in Communities: Locality Working Strategic Framework – Next Steps

4.1 We have delivered on the initial ambition of Executive Board and updates on progress were incredibly well received by Executive Board and Scrutiny Board in 2020. Now that we have demonstrated that the locality working works, we are ready to upscale this agenda to address inequality and poverty and deliver transformational change across all 12 our most disadvantaged communities.

4.2 The next iteration of the Locality Working Strategic Framework, seeks to focus the capability and capacity of the whole council and its partners, through a transformational change programme. The new approach seeks to:

- Continuing to have a whole city focus through our locality working model and particularly the functioning and support of Community Committees.
- Expanding the current geographical remit for priority neighbourhoods to the 12 most disadvantaged neighbourhoods in Leeds (1%) and develop a more focused approach across the 6 priority wards, where these neighbourhoods reside, including the development of Local Area Plans for these geographies.
- Continue to build on the work of the Neighbourhood Improvement Board as part of the city-wide strategic approach to tackle inequality and poverty linked to the new Best City Plan.
- Establish a new Inequality and Poverty Delivery Group.
- Consider how the new approach can be supported by other Scrutiny Boards and how their role and influence can add value to the work of the Neighbourhood Improvement Board.
- Continue to build strong relationships with our partners locally through localised partnership infrastructure.
- Seek and secure corporate support to implement cultural change through workforce development across the council and across our local partnerships, so that we can learn and apply improvements across the whole city.

5.0 Leeds most disadvantaged communities - Priority Neighbourhoods and Priority Wards

5.1 The 12 priority neighbourhoods identified for more intensive support are located in six of the cities wards. The 6 Priority Wards are the six wards with at least one neighbourhood ranking in the 1% most deprived neighbourhoods nationally, whilst also ranking highly in deprivation in the 2019 IMD data.

5.2 Work in each of these priority wards will be led by the Communities Team through a Core Team of key local stakeholders including: the council, NHS, Police, DWP and the Third

Sector. The Core Teams will cover the whole priority ward and programmes of work will be captured in an 'Area Delivery Plan' that will incorporate:

- a) Locality based programmes of work driven by local Core Teams and overseen by the newly established Inequality and Poverty Deliver Group, both of whom will be accountability to the city-wide NIB
- b) programmes of work that reflect the Community Committee's and ward priorities
- c) Seasonal and crisis interventions

5.3 Diagram 3 sets out a comparative analysis of the most deprived 1% LSOAs nationally in Leeds by Indices of Multiple Deprivation in 2015 and 2019. It evidences that seven LSOAs have moved out of the 1% category, three LSOAs have moved into the 1% category and twelve LSOAs remain in the 1% most deprived category in 2019.

Diagram 3:

(orange = most deprived 1% nationally, red = worsened rank, green = improved rank)

Ward	LSOA desc	2015 IMD Rank	2019 IMD Rank	IMD change
Armley	Holdforths, Clyde Approach	229	134	-95
Armley	Armley Grove Place, Hall Lane, Abbot View	261	222	-39
Beeston and Holbeck	Crosby Street, Recreations, Bartons	37	88	51
Burmantofts and Richmond Hill	Bellbrooke Ave, Kimberley Road, Comptons	325	408	83
Burmantofts and Richmond Hill	Cliftons and Nowells	126	216	90
Burmantofts and Richmond Hill	East Park Drive, Glensdales, Raincliffes	1031	318	-713
Burmantofts and Richmond Hill	St Hildas, Copperfields, Gartons	855	161	-694
Burmantofts and Richmond Hill	Lincoln Green	66	355	289
Gipton and Harehills	Easterly Grove, St Wilfreds	348	326	-22
Gipton and Harehills	Comptons, Ashtons, Cowpers	310	474	164
Hunslet and Riverside	Bismarks, Dewsbury Road, Burton Street	274	360	86
Hunslet and Riverside	Stratford Street, Beverleys	22	38	16
Hunslet and Riverside	Trentham Street, Oakleys, Garnets	236	339	103
Hunslet and Riverside	Wickham Street, Seftons, Harlechs	215	152	-63
Killingbeck and Seacroft	Boggart Hill	167	166	-1
Killingbeck and Seacroft	Foundary Mill Drive, Hawkshead Cres, Alston Lane	113	211	98
Killingbeck and Seacroft	Foundary Mill Terr, Brooklands	123	60	-63
Middleton Park	Winroses, Whitebeams	259	404	145
Temple Newsam	Halton Moor, Kendal Drive, Cartmell Drive	328	501	173

5.4 The twelve LSOAs are situated within six wards, as shown in diagram 4 below. As part of this next phase, it is proposed that we upscale our locality working approach to incorporate all of Leeds 1% most deprived neighbourhoods, creating a focus on twelve priority neighbourhoods in the six Priority Wards.

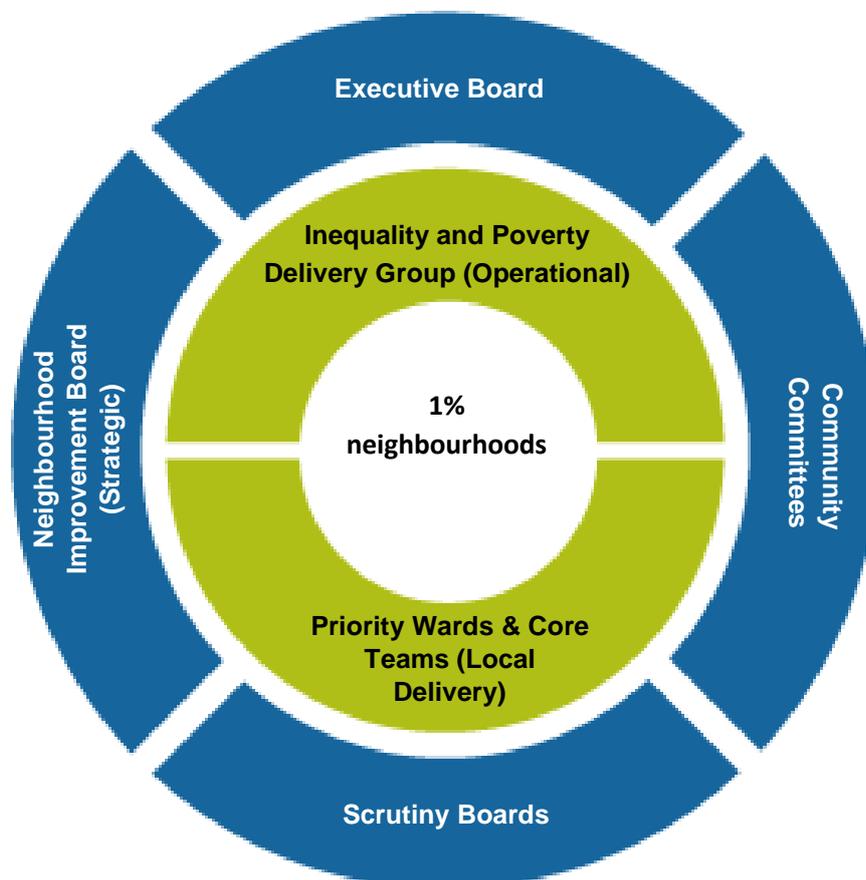
Diagram 4: Most deprived 1% nationally LSOAs in Leeds by IMD 2019 rank

Priority Wards	LSOA
1. Hunslet & Riverside	Stratford Street, Beverleys Wickham Street, Seftons, Harlechs
2. Killingbeck & Seacroft	Foundry Mill Terr, Brooklands Boggart Hill Foundary Mill Drive, Hawkshead Cres, Alston Lane
3. Beeston & Holbeck	Crosby St, Recreations, Bartons
4. Armley	Holdforth, Clyde Approach Armley Grove Place, hall Lane, Abbot View
5. Burmantofts & Richmond Hill	St Hildas, Copperfields, Gartons Cliftons, Nowells East Park Drive, Glensdales, Raincliffes
6. Gipton & Harehills	Easterly Grove, St Wilfreds

6.0 Locality Working Partnership Infrastructure

- 6.1 Building strong local relationships and bringing people together is the cornerstone to locality working, 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.
- 6.2 The locality working partnerships are the foundations of the Locality Working Strategic Framework to address inequality and poverty through multi-agency place-based integrated and collaborative working.
- 6.3 The refreshed 'Locality Working Governance Framework' is set out below.
- a) **Neighbourhood Improvement Board** (Strategic Accountability) – Chaired by the Executive Member for communities, the NIB will be responsible for establishing and the overseeing the delivery of the city-wide NIB Delivery Plan
 - b) A new **Inequality and Poverty Delivery Group** (Operational Accountability) will be established, to oversee the operational delivery of the Neighbourhood Improvement Board Delivery Plan and associated local operational plans (see below for more detailed outline).
 - c) The existing **Priority Neighbourhood Core Teams** (Local delivery Accountability) will be expanded to encompass the new geographies (where this is appropriate to so) and will lead on the operational delivery of the new Local Area Delivery Plans.

Diagram: 5



7.0 New Inequality and Disadvantage in Communities: Delivery Group

- 7.1 As we upscale the focus on inequality and poverty in our most disadvantaged communities, this delivery group will provide an operational platform to embed the Neighbourhood Improvement Board's Delivery Plan throughout the locality working partnership infrastructure.
- 7.2 The Locality Programme Managers will support the Head of Localities and the Safer Stronger Communities Team Chief Officer to develop local Area Delivery Plans that will demonstrate how the Neighbourhood Improvement Board's Delivery Plan is being translated locally in each of the priority neighbourhoods and priority wards.
- 7.3 The new Locality Working Strategic Framework seeks to evolve our approach to be more agile and flexible across the city, focusing on reducing inequality and poverty in our most disadvantaged communities, enabling critical response support and seasonal targeted interventions, alongside supporting the work of the Community Committees and the delegated grants across the city.
- 7.4 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.

8.0 Neighbourhood Improvement Board (NIB)

- 8.1 The city-wide Neighbourhood Improvement Board will continue to provide strategic oversight of locality working in our priority neighbourhoods. The previous Chair of the Neighbourhood Improvement Board supported the locality working approach from inception, observing and championing the proof-of-concept last year. The new Chair of the Neighbourhood Improvement Board is keen to maintain the momentum, progress and focus on inequality and poverty in our most disadvantaged communities.

Neighbourhood Improvement Board's response to Covid-19: NIB Delivery Plan

- 8.2 Since the outbreak of the pandemic and lockdown, there has been a significant focus on combatting the impact of the Covid-19 crisis. The Neighbourhood Improvement Board reconvened in July 2020, with renewed vigour to address poverty and inequalities in our most disadvantaged communities, exacerbated further by the disproportionate impact of Covid-19.
- 8.3 At the July Neighbourhood Improvement Board meeting, NIB Board Members requested the development of a Covid-19 Crisis and Recovery Plan, to build on the need to work differently due to the impact of Covid-19 and to ensure a continued focus on poverty and inequality in our most disadvantaged communities.

8.4 The Covid-19 Crisis and Recovery Plan was developed and featured six strategic strands:

Strand 1: Discovery: understanding the impact of Covid-19

Strand 2: Covid-19 response: Locality working

Strand 3: Locality working in our most disadvantaged communities

Strand 4: Big Asks

Strand 5: Contribution of the Third Sector

Strand 6: Strengthening the system and structures of locality working arrangements

8.5 The Covid-19 Crisis and Recovery Plan has evolved over the last 12 months, proceeding into a NIB Delivery Plan, with work underway to connect and align the plan with the new City Plan. The NIB Delivery Plan will be accountable to the Neighbourhood Improvement Board, it will inform the work in the priority wards and priority neighbourhoods, through the support of the Inequality and Poverty Delivery Group.

9.0 Communities, Housing and the Environment Scrutiny Board

9.1 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.

Appendix 2 – Examples of Integrated Locality Working

- 1 There have been many examples of more integrated ways of locality working over the last four years, as documented in last year's Scrutiny Board and Executive Board reports. This way of working has evolved and demonstrated significant progression over the last eighteen months, as illustrated through the following examples.

a) Covid-crisis response

Since the start of the Covid-19 pandemic, the way we have worked has changed. The first lockdown, and the challenges this imposed on the most vulnerable people in our communities, required us to look at innovative ways to provide support to them, despite the many restrictions required to combat Covid. Leeds City Council recognised that the local third sector, had strong networks and trusted connections within our local communities, along with the skills and expertise to rally and coordinate a multitude of volunteers. It was therefore felt that they could form a strong vehicle for delivering an emergency support offer across the City. Particularly, as there was already a strong relationship between the council and Voluntary Action Leeds (VAL).

However, there were a number of challenges to this approach. Given the smaller independent nature of the broader voluntary sector, there wasn't a uniform network of organisations that were ready to step forward. Many of the smaller organisations were particularly worried about having to stop their existing delivery and their longer-term financial survival. Additionally, there were few systems in place, which allowed for cross sector information sharing.

In order to deliver an effective model of support, a new system had to be built, in a very short timescale. The Communities Team were tasked with setting up this system, starting with identifying willing third sector partners that could take a lead as a Community Care Hubs across all 33 wards of the city. Often this required negotiating between organisations to ensure every neighbourhood was covered. There were also different aspects of support, such as food provision, support around medication, or support around mental health and social isolation, which required an understanding of local third sector partners and their differing strengths.

Alongside identifying who were the right organisations to deliver in each locality, a range of systems needed to be put in place. These included information sharing protocols between the council and the hubs (particularly around vulnerable individuals), reporting systems which allowed all of the different third sector partners to liaise with the statutory council and health structures, and a communications strategy that allowed for timely and consistent messaging across this large network of partners. Redistributing support from across the Council to help make the system work, including the Local Welfare Support Service, the Elections Team, Customer Service and Libraries staff. Finally, funding had to be identified to support this network of partners when many had lost their normal income streams.

This joint working between the council, the third sector and other statutory partners has proved to be very successful and has had a number of positive impacts beyond providing the required Covid support. Communication is now much stronger and there are greater levels of trust, between both the council and the voluntary sector, as well as between different third sector organisations themselves. A range of third sector partnership

networks now meet regularly, to look at how they further collaborate, with some looking at opportunities for legacy ways of working and joint bids to deliver local projects. Ultimately, this led to a greater understanding of each other's strengths, greater openness and stronger networks.

This approach shows the true essence of locality working and what can be achieved by working in collaboration.

b) Covid partnership work

The effectiveness of this integrated, multi-disciplinary way of working can also be seen in the partnership response undertaken initially in Harehills and then across Headingley and Hyde Park, Little London and Woodhouse and parts of Kirkstall wards, during June 2021. With Covid rates being significantly higher here than in other parts of the city, enhanced support was agreed. The activity was a multi-agency effort mobilising reallocated council staff and community volunteers, carrying out extensive door knocking to encourage testing and vaccination, offer advice and support for those isolating and provide reassurance to residents. Additional testing sites were set up and widespread communications were undertaken to encourage and support people to get a PCR test, with or without symptoms, with the aim to break the chain of infection between age groups and ensure asymptomatic cases could be traced, treated and isolated before the virus had the chance to spread.

The enhanced activity was designed to provide short term, high impact, localised messaging to raise awareness of the current situation. Local Covid engagement plans were utilised for each ward, building upon local knowledge, local relationships, and trust. Although the approach was resource intensive, it had a positive impact. In Headingley and Hyde Park, Little London and Woodhouse and parts of Kirkstall wards, in the two-week period of the activity, over 18,510 doors were knocked, 10,000 advice leaflets were handed out, and over 5,000 useful conversations were held with residents. Additionally, discretionary and government support grants were accessed which helped people isolate, and rates flattened and then fell in the target areas. Learning from this way of working was applied to all wards where rates began to spike dramatically, continued to be much higher than the general Leeds rate for all ages and community transmission was high, it was also applied to the vaccination roll out, in targeted geographies to encourage vaccination take-up. This way of working is now being explored as a model to support emergency responses and in the delivery of very targeted programmes of work.

c) Tackling youth violence and child criminal exploitation

The opportunities for more integrated multi-disciplinary working, through the convergence of the Safer Stronger Communities Team into one service, are becoming more and more evident. For example, there is a high prevalence of youth violence and child criminal exploitation in our priority neighbourhoods and across their respective wards. The opportunity for more integrated multi-disciplinary ways of working between the Communities Team, Safer Neighbourhoods and ASB Services, Safeguarding, the Police and Community Relations and Cohesion Team is enabling closer working arrangements leading to more positive outcomes, through the connection to local intelligence, collaborative local partnership infrastructure and strong local relationships with corporate strategic discussions and operations.

The Safer Stronger Communities Team are working closely with the Violence Reduction Unit, youth providers, third sector partners in hotspot areas to commission Violence Reduction funding, shape local provision to tackle youth violence and child criminal exploitation and embed programmes of work across local partnerships with multi-agency partners.

Hamara and Health for All are working with young people at risk of being involved in crime. Both projects engage with young people in the area to provide diversionary activities, working with local services to identify those young people at risk. As well as diversionary work other pathways were identified for the young people. For example, volunteer engagement has been instigated through outreach for our volunteering programme, which is doing well in engaging youths who are out on the streets, partaking in anti-social behaviour and vulnerable to grooming, being pressed by their social norms of seeing drug dealing, thefts, robberies, and assaults on their doorsteps on a regular basis. Both projects targeted hot spots to deliver outreach work to build positive relationships with young people.

In the Nowells CATCH are delivering a programme of work that focuses on the engagement, development and recruitment of young volunteers (aged 11 – 19), creating peer to peer mentoring support and youth leadership opportunities, alongside weekly youth sessions that are accessible to all young people aged between 9 – 17. Youth Association are delivering their StreetSafe programme in hotspot areas across Burmantofts and Richmond Hill, which aims to change attitudes to violence and crime among young people and prevent their potential involvement before it begins. The project provides wrap-around support for young people in a setting where parents, schools and most other services have little reach, i.e. at street level.

A further project involves New Wortley Community Centre and St Giles Trust working in partnership, delivering diversionary and engagement activities targeting young people that have been identified as vulnerable and at serious risk of being drawn into criminal behaviour. A youth worker from St Giles is working two evenings per week, until end of March 2022. The worker has started doing detached work, to build a relationship with identified young people. Then the hope is to engage them in sessions at New Wortley Community Centre. Sessions at the centre will include mentoring, 1-1 support if needed, thinking about positive pathways for the future, and sessions delivered by SOS+ within St Giles (reality of prison, gang exiting, exploitation). There will also be a session delivered for parents and staff, helping them to understand and spot the signs of exploitation.

The Safer Stronger Communities Team are actively connecting local intelligence from these programmes of work into strategic corporate discussions, such as the Silver Serious Organised Crime meetings, Silver ASB meetings and Children's Service Multi-Agency Child Exploitation meetings. Along with embedding these programmes of work locally and enhancing their impact through local connections and local partnership locality working support.

Appendix 3 – Examples of Place-based Locality Working

a) Clifton's and Nowells: Nowell Mount Integrated Children, Youth and Community Hub

Over £250,000, capital funding was sourced to build an extension to Nowell Mount Children's Centre, the extension was completed during lockdown in 2020. The overarching aim of the delivery phase is to create a safe space in which develop a multi-disciplinary integrated offer for the local community, that will encompass Early Years provision, with a focus on children 0-5 and their families, a multi-agency youth offer, with a focus on youth empowerment, youth work and youth activities through to a community offer that is being co-produced with the local community. This innovative early years, youth and community offer is being developed and delivered collaboratively with a range of partners, including Family Services, Communities Team, Youth Service, Youth Association, CATCH, Nowells Community Group, Leeds Community Spaces and Learning Partnerships, working together.

Both street-based and indoor provision are being delivered that are inter-connected, with Youth Association, CATCH and Youth Service, supported by BARCA, working collaboratively to enable pathways between provision and the support that is available. There are also several sporting sessions delivered on a weekly basis by Leeds United Foundation and LS-TEN. Broader than this, Family Services, Communities Team, Nowells Community Group, Learning Partnerships, Leeds Community Spaces and Elected Members are working collaboratively to bring activities and provision into the centre aligned to local need. The aim is to ensure that the community, including young people, have a clear role in influencing and directly supporting activities from the centre. A small grant was awarded from the Harnessing the Power of Communities Fund to secure specialist advice and support from Leeds Community Spaces to help establish a fit for purpose management structure that dovetails with LCC Children's Services and Facilities Management. The current timetable includes a Food Club, Employment and Skills Developing You, EPEC – Empowering Parents, Empowering Communities, Mental Health support, Gypsy Roma Traveller (GRT) drop-in, a Gardening Group and community activities, for example the Nowells Community Group Bingo and a Tai Chi class. This approach seeks to strengthen connections and share resources and knowledge across a number of disciplines leading to an effective collective response.

b) Problem Street Drinking

The Armley Town Centre, Armley Moor and surrounding areas closure order was approved on 20th July 2021. The Magistrates agreed to grant the order, over an area rather than a property and is the first such order ever done in the UK. The aim is to stop street drinking in the area. Anyone with an open container of alcohol, (except in residential or licensed premises) is now committing a criminal offence by disobeying this order. Officers have the option to either report for summons or make arrests. Punishment can be up to 26 weeks custody. The order focusses on repeat offenders, as the aim is to target those sat regularly in public areas drinking then engaging in ASB and criminal acts causing harm to the community. Results for the initial three months have been positive and an extension to the order, for a further three months, was approved by Magistrates on 18th October 2021.

A multi-agency partnership in Harehills relating to problem street drinking was established in late October 2020 – it has met eight times since the group formed - to progress the issues associated with problem street drinking in and around Harehills' main arteries. Members of the partnership include Elected Members from both Gipton and Harehills and Burmantofts & Richmond Hill Ward; officers from the Safer, Stronger Communities Team; the Police; Public Health; the Cleaner Neighbourhoods Team and representatives from community and voluntary sector group, Touchstone.

This complex challenge is being taken up on a number of fronts. Focus is being given to disruption, which includes enforcing the existing Public Space Protection Order (PSPO) and serving four injunctions on the more troublesome street drinkers. In tandem to this approach, there is also a concerted effort to engage with this cohort of drinkers to address their needs around addiction. This work has proven challenging for the partnership given the obvious tension between balancing the imperative to support individuals who are addicted to alcohol and the concerns wider community who are suffering as a result of their actions. A constant pressure for the partnership is allowing the space and time for the outreach work to pay dividends whilst demonstrating to residents that this issue is being taken seriously via enforcement activity that reduces unacceptable levels of anti-social behaviour.

Genuine relationships are being forged under difficult circumstances by Touchstone's dedicated outreach worker (who has conducted over 17 visits to the Harehills area to date). Allied to this, alcohol supply has sought to have been addressed through the continued defence of the council's Cumulative Impact Policy (CIP) and the opposition of any new off licences (two applications have been declined in recent times but tens of off-licences remain in a less than square-mile radius). The derelict site on Compton Road has also been target hardened following work by Cleaner Neighbourhoods Team colleagues, as it was a magnet for street drinkers.

Looking forward, the partnership wants to continue momentum. Ward Members from both Gipton and Harehills and Burmantofts and Richmond Hill have committed to fund the Touchstone outreach for another year (with group sessions for this cohort starting at a local café in October 2021) and colleagues in both the Police and the Safer, Stronger Communities Team are currently investigating legislation that could mean even greater legal powers to enforce against problem street drinking. The 'Closure Order' approach, currently being piloted in Armley, if successful, is one that could perhaps be rolled out in Harehills, though scale of the issue in Harehills also remains a challenge. Given the limitations of the current PSPO, it is widely felt that the Closure Order (which makes street drinking a criminal offence in a designated area) could potentially give the partnership that balance of support and challenge it so craves.

c) Boggart Hill: Kingsdale Court

As part of the 'Big Asks' for Boggart Hill, in April 2019, the Neighbourhood Improvement Board 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. As part of landmark action taken by the Leeds Anti-Social Behaviour Team (LASBT) and West Yorkshire Police at Leeds Magistrates Court in February 2020, a three-month closure order was subsequently granted for each flat located in the worst block, Farnley House, with a further extension to this order being kept in place until August 2020. An additional closure order was granted for Gilstead House and

extended until November 2020. In securing these orders, this was the first-time wholesale action had been taken against private sector leaseholders and administrators in one block and the medium-term impact is that issues of ASB and criminality have reduced.

In addition, the Council agreed to progress a longer-term strategy for the Kingsdale Court site. Executive Board gave permission to acquire a portfolio of around 40 of the 88 flats, with other owners approached to determine any further interest to sell. Purchase of the original 40 flats has now been completed and these are now in the management of Housing Leeds. Further sales are also being progressed. Alongside this, the council is also working to acquire the remainder of the site, potentially through CPO.

d) Community Resilience Building: Asset Based Community Development

There are a number of ABCD workers across the city working in our priority neighbourhoods, in the Cliftons and Nowells, Lincoln Green, Beeston Hill and Boggart Hill. Community Builders have been organising regular local conversations, for example in Lincoln Green, the ABCD worker has organised local events, they have been small scale, but effective based around live music, food, and arts-based activities to attract people into the square. In July the Lincoln Green ABCD worker hosted a “You Chose” event – this event provided an opportunity for local informal groups to bid for small sparks funding to support their ideas for community-led activity in Lincoln Green. More engagement events are planned throughout Autumn and Winter including arts sessions, a world café, and Winter Warmer Event in December. In the Cliftons and Nowells the ABCD approach has to some extent reset the relationship between residents, the public and third sector services that work in the neighbourhood. At the outset of the priority neighbourhood work in 2018 a lot of residents lacked trust in services and in some cases had unrealistic expectations from the Council about the extent to which the Local Authority can “fix” problems, equally, professionals often undervalued or simply didn’t consider the role the community could play in driving improvements in the neighbourhood. Three years on the ABCD Pathfinder has generated numerous case studies of how individuals have been “connected” together to deliver an activity, whether this be a What’s App cooking group during Lockdown, a Community Multi- Sports event, a gardening group, Bingo or a weekly keep fit session. The area now has a constituted residents association – The Nowells Community Group. This group are heavily involved in developing the activity programme at Nowell Mount Community Centre and have the necessary governance to apply for funding to directly deliver projects. The Early Help Hub now deliver an EPEC (Empowering Parents Empowering Communities) course from the Nowell Mount Community Centre – this is done in partnership with local parents, very much a peer-to-peer model. There is a long way to go but we can say there has been a shift in how we approach our work in these neighbourhoods, less “doing to” and more “doing with”.

e) Seasonal responsive locality working – Halloween & Bonfire Night

Every year over the Halloween and Bonfire period, wards in Leeds suffer violence and anti-social behaviour during what is one of the "busiest times of the year" for emergency services in the city. Harehills in 2019, which saw lawless crowds throw fireworks and bricks at emergency services on Bonfire Night. Thirteen people have now been convicted following the incident, with five people receiving prison sentences of up to 36 months.

Beginning its origins in Harehills several years ago, officers pledged to clamp down on violence and anti-social behaviour, with a focus on continuous improvement in the way that we work, building on the learning and ways of working from previous years. This has culminated in a seasonal year on year locality working response, with a strong emphasis on more integrated multi-disciplinary ways of working.

Many wards in city now have a task-finish multi-disciplinary team that activates in advance and operates over this challenging period. As an illustration in microcosm, in Harehills partners from statutory services such as the Police, West Yorkshire Fire and Rescue Service work in collaboration with council officers from the Safer, Stronger Communities Team, Youth Services, Cleaner Neighbourhoods Team, Youth Justice Service and Active Leeds as well as local schools and community and voluntary sector groups (inc. CATCH and Street Team) to create a programme of operational activities in a bid to offset the anti-social behaviour and criminality that occurs over this period.

This integrated way of working takes a number of forms; primarily bonfire meetings themselves ensure vital connections are made between key partners months in advance, where partners can work collaboratively to co-produce innovative local solutions. Examples include additional CCTV; pre-emptive visits are made by partners to schools, youth provisions and faith groups to warn of the risks in participating in ASB; outreach and diversionary activities are designed and put in place for the period to engage and dissuade young people from becoming drawn into any criminality; communication links are made between the frontline staff including the use of live Whats app groups to keep people informed of developments in real time and hotspot areas are targeted hardened and kept free of any debris by council services.

This year, in light of the postponement of all Leeds City Council bonfires in 2021, the Safer, Stronger Communities Team was allocated the task of upscaling this offer and help ensure that the £50,000 cost savings was redistributed into providing diversionary activity across Leeds. Given the tight timescales this proved a challenge, but the programme of activities proved comprehensive. Post Halloween and Bonfire Night, the feedback is that the majority of residents were able to enjoy bonfire night/weekend safely, there were only a small number of isolated incidents that were managed by West Yorkshire Police and West Yorkshire Fire and Rescue Service, contrary to previous years, and all in all everything went well. This is true evidence that working in this way works.