

<b>Report of:</b>	Tony Parkinson, Chief Executive Andy Preston, Elected Mayor
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<b>Submitted to:</b>	Executive 8 <sup>th</sup> October 2019
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<b>Subject:</b>	Place Based Approach – Pilot in Newport and North Ormesby Wards
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**Summary**

<b>Proposed decision(s)</b>
<ul style="list-style-type: none"> <li>• That Executive consider and approve the new Place Based Approach as outlined in the report and agree to the proposed pilot areas.</li> <li>• That a further report be presented to Executive in 3 months detailing each of the additional services to be located within each pilot area. This will also provide an update on partnership engagement and a performance management framework.</li> </ul>

<b>Report for:</b>	<b>Key decision:</b>	<b>Confidential:</b>	<b>Is the report urgent?<sup>1</sup></b>
Decision	Yes (more than 1 Ward)	No	No

<b>Contribution to delivery of the 2018-22 Strategic Plan</b>		
<b>Business Imperatives</b>	<b>Physical Regeneration</b>	<b>Social Regeneration</b>
The approach will provide an opportunity to improve service delivery by strengthening a collaborative approach and removing duplication across services. The approach will have a focus on meeting legal and governance requirements.	The approach will align with the physical regeneration prospectus and support its delivery. The new model will also provide a focus on ‘neighbourhood’ working with key partners to improve housing standards and other physical assets within the area.	The approach has a significant contribution to make to eMpower, our social regeneration strategy. The new model will also provide a focus on ‘neighbourhood’ working with local communities and key partners.

<b>Ward(s) affected</b>
Newport and North Ormesby in the Pilot phase

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## What is the purpose of this report?

1. The purpose of this report is to provide an outline of how a new 'place based approach' could operate, initially concentrated on a pilot basis within Newport and North Ormesby.

## Why does this report require a Member decision?

2. Executive Member approval is required due to the fact that the proposal impacts on more than one ward and the pilot has implications for the whole of Middlesbrough, if successful. The model has the potential to be the approach that would be adopted for the whole of the town. The new approach also involves a system change to the current operational delivery model across Council services and engages local communities and key partners to all work together in a defined neighbourhood.

## What is 'Place Based Approach'?

- 3 A Place Based Approach seeks to achieve joined-up system change and centres on a recognition of the need to reconfigure relationships between statutory organisations, voluntary sector, the private sector, including businesses and residents in order to achieve change by developing collaborative approaches to address the underlying causes of community problems. Part of the purpose of place based approaches is to build capacity within the community in order for residents to take charge of their own future, to have a strong voice and to build social capital and connections within the community.

- 3.1 Wigan Council have developed their 'deal for the future' using a similar approach. They explain that the focus of public services should be on the people who receive them and the communities in which they live, and not on the organisations that provide them. *'When local public servants know each other and the community they serve e.g. the GP, Police Officer, Headteacher, Community Nurse, Housing Officers etc. they work better to support local communities'*. Area based working in Wigan *'helped to connect people to each other in local communities, improving lives, and reducing public service cost'*.

- 3.2 This approach is a comprehensive programme working with a range of partners to address multiple causes of social problems at a neighbourhood level. There is no 'one size fits all' approach to place based working. Place based delivery is built up from questions about a place; its community, needs, assets, services and 'what-makes-it-what-it-is'. These are all considered *before* prescribing an intervention. The British Academy defines place based policy as *"aligning the design and resourcing of policy at the most appropriate scale of place, in order to develop meaningful solutions, which improve people's lives"*.

- 3.3 The approach in Middlesbrough will include the co-location of staff from across different departments including Community Safety, Area Care, Education, Asylum Support, Libraries and Hubs, Adult and Children Social Care, including Mental Health Support, Early Help and Youth Offending within the communities they serve. Where appropriate it will also include partners such as Housing providers, Police, Fire Service and

commissioned services such as drug and alcohol support, homelessness support and other specialist support services. Like Wigan, our approach will be to work in the best interests of the people and place and not the departments or organisations that provide services.

3.4 The Empower initiative places the community at the heart of all that we do. A Place Based Approach will ensure that the Community is the key stakeholder in both designing and delivering effective locality working. It is proposed that we launch an engagement initiative with the schemes being titled – “Empower Newport” and “Empower North Ormesby”.

### **Where should the Pilot focus and why?**

4 The Newport Ward is the 5<sup>th</sup> most deprived ward in Middlesbrough moving from the 123<sup>rd</sup> most deprived ward nationally in 2007 to the 38<sup>th</sup> most deprived ward in 2015\*. Newport had the 3<sup>rd</sup> highest number of recorded Racially Motivated crimes with only Central and North Ormesby having more. With all three wards having more than double the Middlesbrough average per 1,000 population. \*of 7529 Wards in England where 1<sup>st</sup> is the most deprived

4.1 In addition, whilst these three wards had all seen reductions in recorded antisocial behaviour between 1<sup>st</sup> April 2017 and 31<sup>st</sup> March 2019 they still had the highest level per 1,000 population in 2018/19 meaning that the gap between the wards with the highest level of antisocial behaviour and the lowest is still a challenge.

4.2 Newport Ward also had the 2<sup>nd</sup> highest rate of female victims of violent crime per 1,000 population in 2018/19 with only North Ormesby having more. When looking at alcohol related hospital admissions to James Cook University Hospital, Newport Ward had the 3<sup>rd</sup> highest number of admissions in 2018/19 and in the previous year it was 2<sup>nd</sup> highest. When looking at alcohol and substance related ambulance pick-up data, Newport Ward had the 3<sup>rd</sup> highest level of recorded pick-ups with only North Ormesby and Central having higher levels.

4.3 When looking at incidents reported to Middlesbrough Council in 2019, Newport Ward had the highest number of low level antisocial behaviour and environmental crimes and 2<sup>nd</sup> highest level of fly-tipping.

4.4 Newport and ‘Gresham’ is identified as a priority area for Middlesbrough Council and for key partners such as Cleveland Police, Cleveland Fire, Teesside University, Thirteen Housing and North Star Housing and discussions have confirmed a commitment to work together to tackle the issues within the neighbourhood.

4.5 A number of Council initiatives currently planned for Newport and surrounding areas, will help bring capacity and immediate momentum to Place Based Working. For example Newport has recently seen the introduction of Selective Landlord Licensing, it is within the consultation area of the Public Space Protection Order proposed for the TS1 area and it sits within the proposed boundary for a new Town Centre Enforcement Team. All of this activity will complement the Place Based Approach Pilot in this Ward.

4.6 The North Ormesby Ward is the most deprived ward in Middlesbrough and the 2<sup>nd</sup> most deprived ward in England\*. North Ormesby had the 2<sup>nd</sup> highest number of recorded Racially Motivated crimes with only Central ward having more. Central Ward includes the Town Centre which results in a high level of these crimes. This and other issues in the Town Centre are being addressed through the introduction of a Town Centre Enforcement Team. \*of 7529 Wards in England where 1<sup>st</sup> is the most deprived

4.7 When looking at police recorded antisocial behaviour between 1<sup>st</sup> April 2017 and 31<sup>st</sup> March 2019, North Ormesby like other wards in Middlesbrough, had seen a reduction however it still had the highest level per 1,000 population in 2018/19 meaning that the gap between the ward and the rest of the Borough is still a challenge.

4.8 North Ormesby Ward had the highest rate of female victims of violent crime per 1,000 population in 2018/19. In addition, it also had the highest rate of Male victims of violent crime, this was even higher than the Central Ward which has the 'Town Centre'.

4.9 When looking at alcohol and substance related ambulance pick-up data, North Ormesby Ward had the 2<sup>nd</sup> highest level of recorded pick-ups with only Central ward having higher levels. In addition to the crime and antisocial behaviour statistics, North Ormesby ward also has the highest number of children in 'looked after care' and this has a significant impact on families, schools and communities.

#### **When will the Pilot start and how long will it last?**

5 If approved in principle, a further report will be presented within 3 months providing detail of the operating model with implementation commencing immediately after that. It is proposed that this pilot runs for a period of 2 years to allow it to embed and to enable an evaluation to take place so that we can quantify its impact and understand the lessons learned before making a decision on wider implementation.

#### **What does success look like and how will we know its working?**

6 A performance management framework for each neighbourhood will be developed in conjunction with key service leads, communities and stakeholders. This will include specified areas for reductions and / or increases as per the needs of that geographic area. It is proposed that both Newport and North Ormesby have a target to reduce crime and antisocial behaviour and that North Ormesby has a target to reduce the number of children in looked after care.

6.1 Measures of success will be informed by the needs of each neighbourhood and this will start with a community asset based approach that will set out the 'physical assets' i.e. Community buildings, religious buildings, specific shops, schools, play area, open spaces etc. Social Assets will be mapped such as community groups, local community champions, walking groups, after school clubs, choir group, boxing club etc.

6.2 Evidence shows that having multi-agency teams working together from one location brings benefits. It reduces the need for referrals when a quick conversation with a member of the team can identify the most appropriate course of action. Through better information sharing it also provides an opportunity to identify support needs early and proactively intervene to prevent crisis.

- 6.3 In addition to this area based working also improves access for the local community as they will have a single point of referral via the team. Evidence suggests that people in need of advice or help don't always need just one service and often find themselves needing to access support from multiple services. Residents and key partners can sometimes find it difficult to navigate the current system and don't always know where to go for the most appropriate support. Through this pilot we have an opportunity to make every contact count and train the team to focus on delivering services based on the people who receive them and the communities in which they live, and not on the organisation or the departments that may deliver in different ways.
- 6.4 Building 'quick wins' into this programme will be an important tool to raise morale and spread awareness within the neighbourhood. We will also build in mechanisms to regularly celebrate successes, reflect and share learning, and communicating these with the wider community.

### **Partner involvement**

- 7 Partnership involvement is crucial to the success for area based working and early discussions indicate that there is an appetite for partners to work in a collaborative way to improve outcomes for the people of Middlesbrough. Each neighbourhood will have its own priority issues and this will determine the partners that will need to be involved and their level of engagement. However, some of the key partners would include Police, Fire, NHS, housing providers and some specialist commissioned service and local voluntary and community organisations. There would also need to be key links to GP surgeries, schools, pharmacies and other partners for whom it would not be possible to co-locate.

### **Management of the programme and timescales**

- 8 It is proposed that the management of the programme is delivered via a new Head of Service and that two Neighbourhood Manager posts are created via Social Regeneration funding. The Head of Service will be responsible for overseeing and delivering the programme and the Neighbourhood Manager will be the champion for their neighbourhood, they will be expected to co-ordinate activity, produce multi agency area based action plans and ensure people are held accountable for actions so that progress is evidenced and risks and issues are captured and escalated in a timely manner.

- 8.1 It is proposed that the programme is managed in a phased approach to ensure delivery is achievable. It is therefore recommended that the 3 phases are delivered as set out below:

- **Phase 1 – Enforcement and Environment: January 2020**

In both pilot areas (Newport and North Ormesby)

- **Phase 2 – Individual and Family Support: April 2020**

In both pilot areas (Newport and North Ormesby) Relative to the needs of the neighbourhood i.e. LAC will be a specific focus in North Ormesby and Asylum, Cohesion and early intervention family support will be a key focus in Newport

- **Phase 3 – Partnership involvement: April 2020**

Relative to the needs of the neighbourhood

**What decision(s) are being asked for?**

9.1 That Executive consider and approve the new Place Based Approach as outlined in the report and agree to the proposed pilot areas.

9.2 That a further report be presented to Executive in 3 months detailing each of the additional services to be located within each pilot area. This will also provide an update on partnership engagement and a performance management framework.

**Why is this being recommended?**

10 Introducing this pilot will allow the Council and key partners to provide services to local people through a collaborative model of support that reduces duplication and delivers an improved experience with positive outcomes. Supporting this recommendation will ensure that duplication and overlap is identified and removed where appropriate and it will focus us to work in the best interests of the people and place and not the departments or organisations that provide the services.

**Other potential decisions and why these have not been recommended**

11 The alternative is to keep the existing model of delivery which currently sees Council service areas and partners work in a consistent and universal way across the whole of Middlesbrough. This means that the needs of each Neighbourhood are not considered and this can result in services being targeted in a generic and standard way which does not meet the needs of each neighbourhood.

**Impact(s) of recommended decision(s)**

12 Implementing the recommendations for this report will result in:

- A multi-faceted team that will work in the best interests of the people and place and not the departments or organisations that provide services
- A more collaborative model of support that reduces duplication and delivers a better experience for residents and improved outcomes for individual and the community.

***Legal***

13 There is no statutory requirement to consult in relation to these proposals.

***Financial***

14 The cost of the new posts outlined in this report equate to approximately £180,000 which can be funded from the budget already allocated for Social Regeneration

***Policy Framework***

15 Approval of the recommendations will not affect any part of the Council's Policy Framework.

## **Equality and Diversity**

16 If the proposals are agreed by Executive, work will be undertaken to complete an Equality Impact Assessment based on the final delivery model. This will be presented to Executive as part of the next report in 3 months.

## **Risk**

17 It will be necessary for each service that is delivering at a Place Level to do a demand analysis to ensure that provision allocated to a Place is proportionate to the need in that area. These demand assessments will be undertaken as the model is designed further. Specific risks in the Corporate Risk Register that this project relate to, are:

O2-007	If the community is resistant to change then it may prevent new ways of working. Response – It is recognised that the developing model must ensure that the community is a key stakeholder.
O8-008	If effective partnership working is not achieved, then this will reduce the Council's ability to deliver strategic priorities and key services, resulting in reduced outcomes for local communities. Response – The model is predicated on a multi-agency approach. This risk will be monitored closely to ensure that suitable partner buy in takes place and mitigating actions will take place if its not.
O2-038	The Community safety Partnership relies on effective partnership working with policing at a strategic level and neighbourhood level. Current pressures on policing have meant that there has been no neighbourhood policing presence. This has affected community confidence and crime levels. The Chief Constable has also publicly highlighted failings of the police in other areas such as response to Domestic Abuse etc. Response - The new policing model is currently being finalised and discussions are taking place with the police on this. Additional national investment in policing is taking place and this model will ensure that a partnership approach is taken to crime and community safety in North Ormesby and Newport.

## **Actions to be taken to implement the decision(s)**

18 A delivery plan will be developed to ensure that the recommended decisions are implemented, including key milestones and these will be monitored by a Governance Board.

## **Appendices**

Appendix 1 – Equality Impact assessment

## **Background papers**

There are no background papers for this report.

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