

Report of:	Tony Parkinson, Chief Executive Andy Preston, The Mayor
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Submitted to:	Executive - 18 February 2020
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Subject:	Update Locality Working - Pilot in Newport and North Ormesby Wards
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Summary

Proposed decision(s)
<ul style="list-style-type: none"> That Executive consider the proposed delivery model detailing each of the services to be located within each pilot area; other services and stakeholders that will be involved and; the performance management arrangements for each area. That Executive approve the recommendations which are to: <ul style="list-style-type: none"> a) Deliver the programme in the phased approach as set out in section 9, and b) To move the staffing set out in section 7.4 and 7.5 into the respective localities

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

Contribution to delivery of the 2018-22 Strategic Plan		
Business Imperatives	Physical Regeneration	Social Regeneration
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 a '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 a 'neighbourhood' working with local communities and key partners.

Ward(s) affected
Newport and North Ormesby in the Pilot phase

What is the purpose of this report?

1. The purpose of this report is to provide an update to Executive following the Executive report on 8th October 2019 that approved the following recommendations:

- That Executive consider the proposed pilot of a place based approach within Newport and North Ormesby.
- That a further report detailing each of the services to be located within each pilot area; other services and stakeholders that will be involved and; the performance management arrangements for each area within 3 months of this report.

This report will outline community priorities; a demand analysis relating to services and a proposed staffing structure for each of the 2 localities. It will also outline a performance management framework.

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 the pilot as if successful, it would become the service delivery model for the whole of the town. The new approach also involves a system change to the current operational delivery model across Council departments and brings in local communities and key partners who would also work within 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 to take charge of its own future, to speak for itself, and to build social capital and connections within the community.

3.1 This approach is a comprehensive programme working with a range of partners including Cleveland Police, Cleveland Fire, Thirteen Housing, local voluntary and community organisations, Middlesbrough Collage, Teesside University, Middlesbrough Football Foundation, Tees Esk and Wear Valley Mental Health Trust, the local Clinical Commissioning Group, South Tees NHS Foundation Trust and local residents. We will also link in with key stakeholders within each locality i.e. Pharmacies, GP practices, local businesses, schools etc. to ensure that everyone in that locality that have a vested interest, is working in a collaborative way to address causes of social problems at a neighbourhood level.

Where will the Pilot focus?

4. As agreed by Executive on 8th October 2019 the two localities the pilot will focus on are the North Ormesby and Newport Wards.

Community Priorities

5. A range of consultation and engagement activity has taken place over the past few years and the results have informed this report in relation to identification of community

priorities in each of the two localities. A consultation exercise via survey, drop in sessions and community meetings will be conducted in July 2020 to obtain a baseline on perceptions locally and inform future community priorities.

5.1 Newport

5.2 The following consultation and engagement results were considered to identify community priorities in the Newport ward:

- Cleveland Police door to door survey (2019)
- Selective Landlord Licensing consultation (2019)
- PSPO consultation (2019)
- 50 questions from TS1 residents meeting (2019)
- Stronger Communities Middlesbrough conversations (2018/19)
- LA resident survey (2017)

5.3 The following priorities were identified for the locality:

- Drugs
- ‘*Foreign’ gangs (*not all gangs are ‘foreign’ however this has been identified as a priority locally via recent consultation)
- Antisocial behaviour
- Cleanliness
- Housing
- Listening to the community and responding to issues

5.4 Residents and businesses want to see more patrols and a visible presence from Wardens and Police; more enforcement activity against those perpetrating crime and antisocial behaviour; more CCTV within the locality and information being used to bring offenders to justice as well as acting as a deterrent; improved housing, particularly relating to empty properties and housing conditions; improved environment, particularly relating to rubbish, waste removal, alleyways, fly tipping and pest control; and better communication with residents.

5.5 North Ormesby

5.6 The following consultation and engagement results were considered to identify community priorities in the North Ormesby ward:

- Stronger Communities Middlesbrough conversations (2018/19)
- Neighbourhood Management community conversations (2018)
- Neighbourhood Management survey (2017)
- LA resident survey (2017)

5.7 The following priorities were identified for the locality:

- Antisocial behaviour
- Environmental issues
- Lighting
- Community communication and involvement
- Housing
- Listening to the community and responding to issues

5.8 Residents and businesses want to see more patrols and a visible presence from Wardens and Police; more enforcement activity against those perpetrating crime and antisocial behaviour; more CCTV within the locality and information being used to bring offenders to justice as well as acting as a deterrent; improved lighting in specific locations within the ward; improved housing, particularly relating to empty properties and housing conditions; improved environment, particularly relating to rubbish, waste removal, alleyways and fly tipping; better communication and support for residents with improved communication, increased activity for all. Support for those who want to be more involved in their community.

5.9 Both Newport and North Ormesby have seen some improvements over recent years however there is still a lot of work to do in both localities and section 6 of this report below, sets out some of the challenges facing both areas. Newport recently introduced Selective Landlord Licensing in part of the ward and North Ormesby has had the scheme in place since 2016. Selective Landlord Licensing aims to improve housing standards and support tenants and landlords as well as providing early help to families.

5.10 Both Newport and North Ormesby have higher levels of antisocial behaviour than the Middlesbrough average however they have both seen reductions year on year and North Ormesby has seen a number of establishments awarded good Ofsted ratings i.e. Dimples Day Nursery recently received a 'Good' grading; Teacher Time recently received an 'Outstanding' grading and Pavilion Playgroup recently received a 'Good' grading.

Demand analysis

6. In order to inform the proposed staffing levels in each locality a demand analysis was completed. This involved looking at a range of data sets from various Council departments, Police recorded crime, NHS data and Public Health England's Public Health Profiles. This analysis also provided an overview of the issues in each locality.

6.1 The demand analysis highlighted a number of areas that will help us understand the root-cause of some of the issues in each locality. This includes significant areas of deprivation, high levels of crime and antisocial behaviour, higher levels of hospital admissions, higher levels of children and families needing social care services and higher levels of substance misuse and mental health needs. A full demand analysis is attached as **Appendix A**

Proposed Staffing

7. Partnership involvement is crucial to the success for area based working and key partners have agreed to work in a collaborative way to improve outcomes for the people of Middlesbrough. As set out in this report each neighbourhood has its own priority issues and this will determine the partners that will need to be involved and their level of engagement.
- 7.1 Discussions have taken place with some of the key partners and the following will be co-located in the two pilot areas: Police, Fire, Thirteen Housing who will be jointly funding the Neighbourhood Manager posts with the Local Authority and some specialist commissioned service such as homelessness, substance misuse outreach and local voluntary and community organisations. There will also be key links to GP surgeries, schools, pharmacies and other partners for whom it would not be possible to co-locate. This is currently being developed and it will be included in the community asset mapping which is explained in section 8.
- 7.2 The following staffing levels are proposed for the two localities and this will evolve over the lifetime of the pilot to meet the needs of the local community. Discussions are still ongoing with Cleveland Fire; North Star Housing and key VCS groups in each locality. This will be added to the staffing levels once finalised.
- 7.3 Two Neighbourhood Manager posts have been created to take a lead role in all aspects of neighbourhood working. These post will create, develop and sustain local partnership structures that bring about successful models of local service co-operation, joint working and service delivery. They will chair core neighbourhood meetings and lead on the development of neighbourhood plans. In addition they will influence and persuade public, private and voluntary sector service providers to align their activities, priorities and budgets to better meet the requirements of the neighbourhood.

7.4 Newport proposed staffing

The bullet points below set out the staffing levels proposed for each locality. It also indicates where these teams are currently dedicated to this locality (Existing) and those that are newly dedicated to the locality (New) this means that these staff are currently working across a wider area and will now be dedicated staff under the new locality working model. This does not mean that the rest of the town will have less resource as the staffing levels are based on the demand on each team therefore directing resources in the appropriate area to meet the needs of the community.

- Environment: 5x Staff, 5 days per week (Existing)
- Community Safety/SLL: 10.5x Staff (Existing)
- Education EMAT team: 6 x Staff 5 days per week (Existing)
- Adult Social Care: 1x Staff equivalent 5 days per week (New)
- Cleveland Police: 10x Staff, 4x hot desks, 7 days per week (New)
- Public Protection: 2x Staff, 5 days per week (New)
- Revenue and Benefits team: 2x Staff hot desks 2 days per week (New)

- Early Help team: 2x Staff 5 days per week (New)
- Public Health team to include space for commissioned services: 2x Staff 2 days per week (New)
- Thirteen Housing (Neighbourhood Manager) 1x Staff, 5 days per week (New)
- Children Social Care 2 x Social Workers – 1 from assessment service and 1 from safeguarding service. As cases transition they will be allocated work from the Newport Ward and spend increasing amount of time in the Hub (New)

Total number of dedicated staff (some will work shifts i.e. Police) = **43**

7.5 North Ormesby proposed staffing

- Environment: 1x Staff, 5 days per week (Existing)
- Community Safety/SLL: 7x Staff, 5 days per week (Existing)
- Education EMAT team: 1x Staff, 5 days per week (Existing)
- Thirteen Housing / MBC (Neighbourhood Manager) 2x Desk 5 days per week (Existing)
- Adult Social Care: 1x Staff, 5 days per week (New)
- Cleveland Police: 1x Staff, 5 days per week – This will be revised as Neighbourhood Policing is re-introduced (New)
- Public Protection: 2x Staff, 5 days per week (New)
- Revenue and Benefits team: 2x Staff, 2 days per week (New)
- Early Help team: 1x Staff, 5 days per week (New)
- Public Health team to include space for commissioned services: 2x Staff, 2 days per week (New)
- Children Social Care 3 x Social Workers and 1x Resource Worker (New)

Total number of dedicated staff (some will work shifts i.e. Police) = **24**

7.6 A location option appraisal is now being developed based on the staffing levels proposed in this report. A number of possible locations are being considered in each locality and the option appraisal will be taken to the Programme Board for a decision on the most appropriate building that meets the operational needs of the services that will be based there. This will be completed and taken to the Board no later than 28th February 2020.

Performance management and community asset mapping

8. A performance management framework is being developed for each of the two localities and measures of success will be informed by the needs of each neighbourhood. This will start with a community asset based approach that will set out the 'physical assets' i.e. religions buildings, specific shops, schools, play area, community centre etc. and the 'community assets' i.e. community groups, walking groups, after school club, quire group, boxing club etc. This piece of work has commenced.

8.1 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.

8.2 The community asset mapping exercise will involve key residents, community groups, statutory partners, voluntary sector, and service providers. It will map out the following:

- Physical assets i.e. key buildings and places within the locality that are important to the community to be completed by 31st March 2020
- People assets i.e. influential people with the locality that are actively involved in the community to be completed by 31st March 2020 and;
- Services provided in each locality, also to be completed by 31st March 2020

This mapping will identify what is currently there, where there may be overlap and also highlight any gaps in service provision.

8.3 The following table sets out the high level objectives, measures and targets:

Objectives	Measures
Improved public perception within the 2 localities	Perception survey completed in July 2020 and then 6 months later. This will then move to annual. <ol style="list-style-type: none"> 1. Perceptions of crime/ASB 2. Perception of being able to influence decision making 3. Perceptions relating to community cohesion 4. Improved community confidence in Local Authority and partners to tackle local issues
Reduction in recorded crime and ASB	Police recorded crime and ASB
Improved outcomes for Children and families	<ul style="list-style-type: none"> • Reduction in the number of Looked after Children (LAC). • Reduction in the number of children subject to sexual exploitation and criminal exploitation Increased educational attainment
Improved physical environment	<ul style="list-style-type: none"> • Cleaner environmental standards engaging with the community to share responsibility. • Reduction in the number of people raising issues that have been reported but not dealt with
Stronger communities	<ul style="list-style-type: none"> • Communities that engage and take shared ownership of local issues.
Healthier Population	<ul style="list-style-type: none"> • NHS Health Check Take-up • The number of pregnant women smoking at time of delivery (%)
	<ul style="list-style-type: none"> •

9. It was agreed in the October Executive report that the programme is managed in a

phased approach to ensure delivery is achievable as set out below:

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

In both pilot areas (Newport and North Ormesby). This has been achieved. The community safety team and the environment team are working from the 2 community hubs and regular briefings take place to ensure shared delivery. This will be enhanced further as the next phases are introduced.

- **Phase 2 – Initiate Individual and Family Support phase: 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. The proposed staffing is set out in section 7 and it will be implemented once the location has been agreed.

- **Phase 3 – Initiate Partnership Involvement phase: April 2020**

Relative to the needs of the neighbourhood. This is being developed and over the coming months.

What decision(s) are being asked for?

10. That Executive approve the recommendations. Which are to:

- a) Deliver the programme in the phased approach as set out in section 9, and
- b) To move the staffing set out in section 7.4 and 7.5 into the respective localities

Why is this being recommended?

11. 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 services

Other potential decisions and why these have not been recommended

12. The alternative is to keep the existing model of delivery which currently sees Council service areas and partners work in a consistent 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 areas that don't need it whilst other neighbourhoods are flooded by demand as the resource is spread across a wider geographic areas

Impact(s) of recommended decision(s)

13. Implementing the recommendations for this report will result in:

- a) 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
- b) A more collaborative model of support that reduces duplication and delivers an improved experience with positive outcomes.

Legal

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

Financial

15. The staffing cost of delivering the proposals outlined in this report will be covered via existing budgets as staff will be relocated to work in localities.

15.1 There will be costs associated with housing the multifaceted locality teams i.e. rent or possibly purchasing a building as well as any IT infrastructure needs however, this will be kept to a minimum by utilising existing Council buildings where possible. An option appraisal is being developed based on the staffing levels proposed in this report and the option appraisal will be taken to the Programme Board for a decision no later than 28th February 2020. This will include a full breakdown of the associated costs for each option.

Policy Framework

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

Equality and Diversity

17. An Equality Impact Assessment has been completed and was submitted with the October report.

Actions to be taken to implement the decision(s)

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

Background papers

Body	Report title	Date
Executive, MBC	Place Based Approach	8 th October 2019

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