Legal and Governance

CULTURE AND COMMUNITIES SCRUTINY PANEL

> **Date:** **Thursday 12th November, 2020**
> **Time:** **1.00 pm**
> **Venue:** **Virtual Meeting**

AGENDA

> Please note: this is a virtual meeting.
>
> The meeting will be live-streamed via the Council's Youtube channel at 1.00 pm on Thursday 12th November, 2020

1.   Apologies for Absence

2.   Minutes - Culture and Communities Scrutiny Panel - 15   3 - 8
     October 2020

3.   Declarations of Interest

     To receive any declarations of interest.

4.   PREVENT Update   9 - 18

     The Head of Stronger Communities and the Community
     Safety Partnership Officer will be in attendance to provide
     Members with an update on the Council's contribution to the
     PEVENT agenda.

5.   Draft Final Report - Community Cohesion   19 - 40

6.   Terms of Reference - Cultural Events

     For the Panel to discuss potential Terms of Reference for its
     forthcoming review into Cultural Events.

7.   Chair's OSB Update

8.   Any other urgent items which in the opinion of the Chair, may
        be considered.

                                        Charlotte Benjamin
                                        Director of Legal and Governance Services

Town Hall
Middlesbrough
Wednesday 4 November 2020

<u>MEMBERSHIP</u>

Councillors C McIntyre (Chair), L Lewis (Vice-Chair), R Arundale, C Dodds, J Goodchild,
L Mason, J Rostron, M Saunders and J Thompson

Assistance in accessing information

**Should you have any queries on accessing the Agenda and associated information
please contact Scott Bonner, (01642) 729708, scott_bonner@middlesbrough.gov.uk**

CULTURE AND COMMUNITIES SCRUTINY PANEL

A meeting of the Culture and Communities Scrutiny Panel was held on 15 October 2020.

PRESENT: Councillors C McIntyre (Chair); L Lewis (Vice Chair); Councillors; Arundale, Goodchild, Mason, Rostron and and Saunders.

OFFICERS: S. Bonner; R. Horniman; M. Jackland and S. Lightwing

APOLOGIES FOR ABSENCE   Councillors Dodds and Thompson.

DECLARATIONS OF INTERESTS

No declarations of interest were made at this point in the meeting.

1   **MINUTES - CULTURE AND COMMUNITIES SCRUTINY PANEL - 10 SEPTEMBER 2020**

The Minutes of the Culture and Communities Scrutiny Panel were submitted and accepted as a true record.

ORDERED: That the minutes be noted.

2   **CULTURAL EVENTS AND MIDDLESBROUGH'S CULTURAL OFFER   - OVERVIEW**

The Director of Regeneration and Culture provided the Panel with information about how the Council supports and delivers cultural events.

As part of the presentation the following points were made:

- This was a very pertinent topic, especially given the different tiers of Lockdown.
- The Council delivers and funds events on a set range of objectives, which had been agreed by Executive. Those objectives were; raising the profile of the area i.e. making sure people know where Middlesbrough was and what it stood for; attracting higher footfall/ increase in dwell time - the idea being to attract people to events but to also keep visitors in those places where events are being held. This would also hopefully see those visitors spending money in the town, such as hotel stays for the bigger events as well as restaurant bookings and public transport use. This would, overall, generate economic impact from having the event. Community engagement - the aim here was to try and boost local pride and to bring communities together but importantly, this is not confined to smaller events as larger events can be about this as well.
- The role the Council played in events could differ depending on what the event was, however the Council's preference was to simply deliver support to others holding events, as this was a more efficient use of time and money.
- Support was provided to those approaching the Council with ideas, both from a technical, licensing and safety aspect. Ultimately there was a sliding scale of how much the Council was involved in certain events.
- In instances where events were held on Council land, the Council needed to grant the relevant permissions and to ensure the relevant safety standards had been adhered to. To help achieve this the Council was a member of the Independent Safety Advisory Group along with the Fire Brigade and Police. This group ensured that events are conducted in a safe manner.
- There were events that were provided by others that were funded by the Council.
- The Council only had a budget of £68,000 to hold events and 1.5 FTE working on events. Consequently, it was better that the Council offered support from the side lines rather than hold events itself.
- There were several examples of events from the usual events programme including the MELA for which the Council offered funding and advice including safety processes; the Council funded and hosted the Orange Pip Market; the Council, in conjunction with others, helped to run the Discover Middlesbrough event; Animex was

a good example of how the Council provided support to other stakeholders, in this case Teesside University; the Council tended to take the lead on Christmas events in the Town which, while expensive to run, experienced high footfall; the Council also got involved in Armed Forces day and in some of the religious events such as Nagar Kirton; in conjunction with Public Health the Council helped to hold the 10k and 5k road races. Occasionally there were events that sat outside the normal schedule, such as the Radio 1 Big Weekend. Such events required significant investment from the Council but also had a significant impact on the town as a whole.

- The Council had big plans for 2020. The Executive Member for Culture and Communities was keen to improve the visibility of Middlesbrough through the events that it holds.
- Some of the plans included the growth of the Orange Pip brand, holding more and different kinds of, events.
- There was also an intention to improve relationships with sponsors and funders.
- Unfortunately the continuing COVID Pandemic halted most of those plans and there were now several challenges for holding events.
- Social distancing meant that large scale events could no longer accommodate the same number of visitors, although some very small scale events had been able to proceed. This has had a detrimental impact on income for the Town Hall. This was especially the case as profit was usually marginal, with most of the takings at the Bar as the cost of the ticket covered the cost of the performer. Therefore, from a commercial perspective, the Council was better not to hold events during this time.
- The nature of events that were delivered, as well as how they were delivered, was increasingly dependent on managing visitor's respective bubbles.
- Due to prolonged retail closures, there was also little point in holding some events, because the added financial benefit for retailers would have been lost, especially within the food and beverage sector.
- Arts organisations had also had their income cut due to budget reductions, so there was little chance of depending on them for support. This was the same for funders, as they were usually funded by Government or their income was derived via means already affected by Covid.
- Sponsors were also reluctant to provide sponsorship opportunities as there was increased risk that they would not recoup their sponsorship offer.
- However, one of the main concerns and challenges for running events was the uncertainty of future restrictions. For example, most events were planned in a year in advance, however this was difficult given the uncertainty surrounding COVID.
- This uncertainty was coupled with not knowing how the public would feel about attending events. A great deal of research had taken place with the Council's customer base who, after the first wave, felt they would leave it a long time before returning to attend events, especially events with a relatively large audience.
- In order to host events, there was a set process of booking acts and paying for their performance or paying for space and stalls. This could be quite expensive, especially when factoring in promotion. The Council decided to take a cautious approach to holding events in order to mitigate potential abortive costs. So far, this had proven to be the prudent course of action.
- For the financial year 2020/2021 all events had been cancelled, with only small test events being held both within and outside the Town Hall.
- The Christmas programme had almost been a moving target, therefore there were plans to explore if events could be taken out to the public rather than held centrally. However the latest restrictions suggest this may not be possible either. Therefore, a suitable Christmas programme was required that supported retailers but would not cause visitors to gather in a central place. To this end, events like trails were suggested.
- It was difficult to make commitments to things that would be happening in the spring and the summer of 2021 in order to minimise abortive costs.
- The Panel were asked to consider that one of the main benefits from holding events was the economic impact they can bring, however how could this be done when gatherings were not to be promoted?
- How could plans be made for 2021/22 when there was no certainty, both on restrictions and on visitor confidence? It was also questioned if visitors would ever return to events without having concerns over personal safety.

- It was also posed if events would be allowed to be held in any format in the future.

A Member queried if regional or sub-regional solutions to the issues described had been discussed with any of the Council's neighbouring Councils.

It was confirmed that prior to COVID discussion surrounding delivery of events took place as a matter of course, on a basis of working together to avoid clashes. It was also confirmed that Teesside Councils had also made approaches to the Tees Valley Combined Authority seeking investment for events in the coming years. The Combined Authority had a significant budget for cultural events and an example of their investment had been the ongoing celebration of the railways in Darlington.

Plans to hold similar events in the other Tees Authorities were put on hold due to COVID, but it was the intention that the Tees Valley Combined Authority would focus on large scale strategic events, such as the Rugby World Cup, and leave smaller events to individual Councils.

A Member commented that as part of the centenary celebrations for the Transporter Bridge, it was intended that the bridge would become a visitor attraction, but this had not come to fruition. The Member queried if this could be explored for future years. It was confirmed that this would definitely be the case.

A Member stated that, based on what had been presented in the meeting, the delivery of Cultural Events, like other Council services, faced difficult times until some form of normality returned.

A Member queried if Cultural Services had been the recipient of additional funding from government. It was confirmed that a significant amount of money was being distributed to Arts Organisations who, in turn, provided those funds to individuals and companies that were dependent on cultural events. It was also confirmed the Council had also been a recipient of some of those funds but because of how the Council delivered events, namely in that it supported rather than directly delivered them, it was not financially burdensome on the Council if events were not taking place. However, where events did not take place, this did have a detrimental financial impact on third parties such as retailers, with no money available to replace that lost revenue.

A Member queried if Council staff, whose jobs involved delivering events, were secure. It was confirmed this was the case, as those staff were being re-allocated tasks. This also allowed staff to plan for future events, to a certain degree, for example planning for Christmas events at Newham Grange Farm.

A query was made about the general context of Cultural Events and how the impact of holding events was measured. It was clarified there was difficulty in doing so from a community perspective. There were established models, adopted nationally, that informed what the economic impact would be following an event. However, where events were held for other purposes, such as community cohesiveness, it became difficult to measure. Realistically, the only way to measure impact of this nature was to issue surveys.

A query was made if Middlesbrough could foster a longer term cultural offer rather than lots of short term one-off events. It was confirmed that even more established cultural events, such as the Railways in Darlington, were appealing to an increasingly dwindling audience, despite having an international appeal. The closest Middlesbrough had to an equivalent historical cultural base was iron and steel. However, this was really only of interest to local residents, with a lack of interest to wider audiences.

Middlesbrough did not have a natural theme that it could excel at, instead it was more likely that Middlesbrough could make more of the multi-cultural aspect of events. One example was the Mela, which was one of the strongest outside of Birmingham, but which only received a certain level of investment and therefore was of a certain size. It was posed that should the Mela receive twice or three times its current investment, a programme of events, rather than a one-off events, could be developed and therefore have a greater impact. One of the benefits

of growing multicultural themed events would be its appeal to a wider audience rather than the relatively limited audience appeal of local themes, such as Captain James Cook.

It was queried if cultural events and their future growth could feed into other Council initiatives such as Town Centre growth. It was confirmed that the Council was awaiting the results of the Future Highstreets Fund and Town's Fund bids with the cultural bloc, and events, being a strong feature in both. There was a drive to transform the Town Centre to being less retail dominant, and while there was an acknowledgement that there was a great deal that could be done, the format was unknown at this stage. An example, in light of a drive to enhance the leisure aspect of the Town, could be the introduction of e-gaming. Were a venue be created to cater for this kind of event there could be a stream of other related activities to this, particularly if there was increased utilisation of technology such as big screens. However, there was still a large degree of unknowns surrounding this.

It was commented that if a move to such events as e-gaming and the increased use technology were adopted it would allow a greater reach to people without the need to hold large scale physical events. It was also confirmed that this approach may also improve inclusiveness, but would be season dependent, namely that some events were more suited to warmer seasons. It was also confirmed that the on-going Covid Pandemic was producing a great deal of uncertainty and the Council needed to understand this better.

A Member commented that in order to look to the future that the Town should have a suitable venue that could hold large scale events, and that the Council should be more proactive in seeking to secure such a venue. In having such a venue it would give confidence to both businesses and visitors to come to Middlesbrough.
It was confirmed there was ambition in having such a venue, and that work had been undertaken in scoping the this. It was found that irrespective of location, operators of large scale venues, such as arenas, lost large amounts of money. Therefore, should a venue such as an arena be agreed this would need to fit with wider strategic objectives, as there would need to be an acceptance of those ongoing costs.

ORDERED:

1. That future celebrations of the Transporter Bridge look to make it a viable visitor attraction.
2. That the panel considers the issues identifed in the information presented.
3. That the information presented be noted.

3   **CHAIR'S OSB UPDATE.**

The Chair priovided the panel with an update from OSB held on 1 October 2020;

As part of the update the Chair made the following points:

- The Mayor was in attendance and provided the Board with an update in relation Covid and the Council's finances.
- The Board considered the Executive forward work programme.
- The Chief Executive and Director of Public Health provided an update on the Council's continuing response to the Covid 19 Pandemic.
- The Executive Member for Finance & Governance provided an update on her portfolio and what challenges and opportunities were facing her brief and provided an update on Council finances in the wake of Covid.
- An update was received from all Scrutiny Panel Chairs on their Panel's activities.

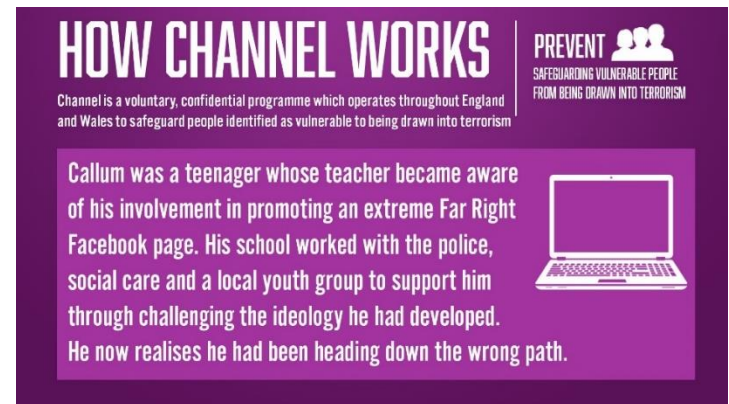**ORDERED:** That the information presented be noted.

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PREVENT update for Scrutiny November 2020

Prevent & CHANNEL

- Prevent is a safeguarding approach designed to safeguard those vulnerable in our communities from exploitation by extremists for their own ideological purposes which can result in involvement in crime.

- PREVENT and the safeguarding accompaniment CHANNEL is entirely voluntary and only works with consent of the vulnerable person at risk and takes a person centred approach in helping the individual address vulnerabilities and increase their resilience to extremist influence.

So whats this PREVENT agenda really about?

......Simple answer is its about safeguarding

HOW CHANNEL WORKS

PREVENT
SAFEGUARDING VULNERABLE PEOPLE FROM BEING DRAWN INTO TERRORISM

Channel is a voluntary, confidential programme which operates throughout England and Wales to safeguard people identified as vulnerable to being drawn into terrorism

Callum was a teenager whose teacher became aware of his involvement in promoting an extreme Far Right Facebook page. His school worked with the police, social care and a local youth group to support him through challenging the ideology he had developed. He now realises he had been heading down the wrong path.

Local Authority Response

- Middlesbrough Operational PREVENT Group
- Action plans designed to reduce the risk by increasing resilience and awareness
- Training and awareness raising
- Promotion of the safeguarding nature of PREVENT

Middlesbrough
moving forward

Middlesbrough Operation Group

- Middlesbrough Operational group is a multi agency group combining local authority departments working with vulnerable services such as children's social care, external organizations including educators such as Middlesbrough college in a partnership approach to PREVENT.

- The group develop and lead on action plans each year designed to promote risk awareness to professionals and others whom support/care for those vulnerable in our communities whilst promoting the safeguarding nature of PREVENT.

- In addition to Scrutiny the work and actions of PREVENT are also overseen by:

- CQC

- Ofsted

- Office of the Policing Crime Commissioner

- Community Safety Partnership

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moving forward

2019/2020-Example actions

- Development and promotion of the travel to conflict zones plan with awareness, promotion ,safeguarding social media promotion and development of a web page for advice regarding travel to conflict zones safeguarding

- Working with Probation services around resilience of service users pre and post release to ensure identification and support for any clients at risk

- Supporting Registered social landlords, third sector services working with most vulnerable to recognise the risk and understand the referral pathway

- Safer giving promotion project in respect to charities and giving appropriately

- Regular promotion of the Act Now campaign to increase resilience through social media and directly to significant partners

- Joint social media campaigns with both CRC Probation & NHS looking at vulnerably of specific client groups to increase engagement

- Bespoke educational packages developed for use by schools, colleges and youth sector around fake news and being able to identify it

- Online resilience and online safety roadshows in retail and hospital open spaces with members of the public

- Development of a PREVENT Online resilience advice page on the councils Prevent website

- Development of an accompanying PROTECT page for businesses and organizations to promote PROTECT and ACT now resources

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moving forward

Example project

A recent project was specific focus of the adult LD community and building resilience to the extremist narrative online whilst raising awareness and promoting the safeguarding ethos of PREVENT

Numerous Actions were completed including:

- Mate Crime and PREVENT awareness leaflets designed for parents/carers and clients
- Specific PREVENT leaflet for Adult LD service users
- Awareness sessions with MBC and commissioned service staff supporting clients in the community including the Workshop to raise awareness of PREVENT and the Extremism online risk
- Safe Spaces engagement products produced and provided to relevant services along with the Mencap produced digital resilience product to assist with increasing service users resilience to online threats
- Prevent/Online Risk awareness roadshows

MATE CRIME

'Mate crime' is when someone pretends to be your friend because they want something from you.

They do things like:

- Bully you or ask you to do things for them.
- Use stuff that belongs to you without asking you.
- Borrow something from you but never give it back.
- Take your money - usually without you knowing.

TERRORISM

'Terrorism' is used to change the way people think about politics and beliefs.

They do things like:

- Pretend to be your friend, making you feel safe and wanted.
- Make you do things that you wouldnt have done before you met them.
- Get you to be unkind and hurt other people.

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Training & Support

- The PREVENT lead provides training and support to internal departments on their statutory duty, commissioned services and the third sector on a variety of aspects including:

- Communication of new and emerging concerns and vulnerabilities
- Delivery of face to face training and guidance
- Advice on appropriateness of referrals
- Support on embedding processes for PREVENT/CHANNEL
- Provision and support of delivery of Home office e learning products relating to both PREVENT and CHANNEL
- Direct support to children/Adult Safe guarding/Children missing in education/VEMT and other services working with high risk categories

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Training and Support

The PREVENT lead supports all schools in Middlesbrough providing:

- WRAP 3 training (minimum 1 DSL per school)
- Provision of all suitable and relevant products for PREVENT and associated PREVENT products such as Digital resilience products for young persons
- Provision of Written guidance for schools related to safeguarding concerns regarding PREVENT including emerging concerns
- Provision of face to face and virtual PREVENT training and written guidance for school governors
- Advice and guidance to schools in partnership with MBC safeguarding lead to schools on PREVENT related issues

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Awareness raising

- A large proportion is raising professionals awareness of the agenda not only within the authority but externally with third sector and partners as many do not understand the safeguarding nature of PREVENT.

- Interventions include awareness sessions with schools, community groups, commissioned services, third sector training, social media campaigns on debunking myths and misinformation around the agenda and promotion of its safeguarding ethos.

- Working with schools we have been also able to work with parents around themes which relate to PREVENT to increase resilience which include online risk, isolation and feelings of disempowerment which are aspects extremists seek to target to exploit those most vulnerable.

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CHANNEL

- CHANNEL across Cleveland is bespoke as our regional figures are low in comparison to other areas.

- The CHANNEL panel is made up of multi disciplinary professionals whom all work towards assisting the vulnerable young person or adult build their resilience to the extremist narrative whilst moving them away from the risk

- CHANNEL operates on a consensual basis and can only operate on that basis, the individual has to consent to be willing to consider or facilitate the positive change in themselves, similar to that of an individual whom may seek help in a counselling relationship-they enter into a consensual relationship with a therapist to seek positive change for themselves.

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MIDDLESBROUGH COUNCIL

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DRAFT
**FINAL REPORT OF THE CULTURE AND COMMUNITIES SCRUTINY PANEL –
COMMUNITY COHESION AND INTEGRATION**

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CONTENTS

AIM OF THE INVESTIGATION

1. The aim of the investigation was to examine community cohesion in Middlesbrough and what work was being undertaken by the Council and its partners to support and develop this.

MAYOR'S VISION

2. The scrutiny of this topic fits within the following priorities of the Mayor's Vision:

    *   Making Middlesbrough look and feel amazing.
    *   Tackling crime and anti-social behaviour head on
    *   Ensuring Middlesbrough has the very best schools

COUNCIL'S THREE CORE OBJECTIVES

3. The scrutiny of this topic aligns with the Council's three core objectives as detailed in the Strategic Plan 2020-2023[1]:

    *   People - We will work with local communities to redevelop Middlesbrough's disadvantaged estates, and introduce locality working with our partners, placing services at the heart of communities.

    *   Place - We will make Middlesbrough look and feel amazing, working closely with local communities to make sure that our roads, streets and open spaces are well-designed, clean and safe, and revitalising unused buildings and heritage assets.

    *   Business - We will create positive perceptions of our town on a national basis, improving our reputation, and attracting new investment, visitors and residents.

TERMS OF REFERENCE

4. The terms of reference for the scrutiny panel's investigation were as follows:

    A) To examine the factors affecting community cohesion.

    B) To determine how community cohesion is measured in Middlesbrough and to receive relevant statistical information.

    C) To examine the work that the Local Authority and its partners are undertaking to promote community cohesion and integration.

    D) To identify best practice and evidence-based approaches to build and strengthen cohesive communities.

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[1] Middlesbrough Council's Strategic Plan 2020-2023

BACKGROUND INFORMATION

5. Community Cohesion can have different meanings depending on the context in which it is placed. However, for the purposes of this review, the Community Cohesion agenda was largely shaped following the so called "North Town Riots" in Oldham, Burnley and Bradford in 2001. Caused, largely, by racial tensions a national report, led by Ted Cantle, found people were living parallel and polarised lives. It found residents from White and Asian communities essentially lived in separate communities. The report contained 67 recommendations covering a variety of factors that needed to be addressed to reinforce social cohesion. [2]

6. Following this, the LGA issued *Guidance on Community Cohesion*, containing the following definition of Community Cohesion:

   • There is a common vision and a sense of belonging for all communities The diversity of people's different backgrounds and circumstances are appreciated and valued;
   • Those from different backgrounds have similar life opportunities; and
   • Strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods.[3]

7. While the impact of the Cantle report's recommendations are debated, Middlesbrough has taken those principles and built upon them.

8. In order to support a cohesive community, Middlesbrough defines itself as a place where everyone:

   ● Lives in cohesive communities, feels safe and are protected from harm;
   ● Gets on well with each other;
   ● Is proud of where they live;
   ● Is active in their communities and engaged in local democracy and;
   ● Has access to high quality, joined up services which safeguard our most vulnerable.

9. To help deliver this, the Community Cohesion Pathfinder Programme was introduced in 2003 to "pioneer community cohesion programmes in their geographical areas".[4] As one of 14 Councils to be a "Pathfinder", Middlesbrough received funding to assist with this programme.

10. Funding for the Pathfinder Programme focused on work with diverse communities, schools and wider partners both from public and voluntary sectors with results stating,

   "no serious racial tensions, but a range of issues associated with deep-seated and extensive deprivation, with 70 per cent of the town's population living in deprived wards. The exception to a generally harmonious racial situation is the harassment and humiliation that appears to be a common experience for asylum seekers."[5]

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[2] Ratcliffe, P. (2012). 'Community cohesion': reflections on a flawed paradigm. Critical Social Policy, 32(2), p3 pp. 262-281.

[3] LGA, 'Community Cohesion – an action guide' 2002 p7

[4] Community Cohesion Pathfinder Programme – The first six months (Home Office & Vantagepoint Management Consultants) 2003, p1

[5] Blackman *et al*, "A Better Place to Live: Social and Community Cohesion in Middlesbrough" (Social Futures Institute – Teesside University), 2004, p5

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11. The report also noted that most of the Council's projects that aimed to address social cohesion met their objectives.

12. Overall the report found that "the main lesson learned from Middlesbrough's Community Cohesion Pathfinder is that face-to-face contact between groups of people who rarely meet is the best way of breaking down cultural barriers."[6]

13. Following the Pathfinder initiative, the Council set up the Middlesbrough Cohesion Partnership (the Partnership), led by the then Mayor, Ray Mallon, representing a range of stakeholders from Health, faith, disability, LGBT and age related groups as well as the Police and Teesside University. While the Partnership was initially very successful, there was an increased perception the Partnership was the responsibility of the Council. Following the austerity agenda and resulting Council restructures, ongoing support for the Partnership became untenable and it was dissolved.

TERM OF REFERENCE A
TO EXAMINE THE FACTORS AFFECTING COMMUNITY COHESION

14. There are a myriad of factors that affect community cohesion including economic, demographic and ethnographic factors. However, by examining the work carried out by the Council in pursuance of the community cohesion agenda the factors affecting community cohesion can be extrapolated, both quantitatively and qualitatively.

Refugee and Asylum Seeker Support (RAAS)

15. One of the first initiatives to address community cohesion has been Middlesbrough's approach to resettlement of Refugees and Asylum Seekers (RAAS) since 2004.

16. The Panel had previously expressed their concern about the welfare of Asylum seekers in the Town and how it could challenge the seemingly unequal distribution of Asylum seekers in Middlesbrough.

17. Middlesbrough Council help to support Asylum seekers via the North East Migration Partnership and the Local Authority Asylum Seeker Liaison Officer Project (LAASLO). Although the number of Asylum seekers in Middlesbrough is small with 580 (or 4 in every 1,000 of the population as of December 2019), this does make up 13.5% of the Asylum seeker community in the North East.

18. Nevertheless, while a small proportion of the population, they remain vulnerable, having distinct characteristics and support needs.

19. At the commencement of national asylum dispersal in 2000/2001 the Council had employed a dedicated Asylum and Refugee Support Team. Initially, it was the Council's responsibility to house people classed as RAAS, for which it received funds accordingly. However, from 2012 this role was contracted to the private sector; with Jomast (and latterly Mears Housing) being sub-contractors of the national contractor, G4S.

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[6] Ibid, p7

20. Central Government initially provided 'enabling' funding for wider integration and support for RAAS directly to local Councils. This was changed when a number of Strategic Migration Groups (SMG) were established across England and Wales. SMG acted as forums for local authorities, statutory agencies and the voluntary sector could discuss how migration in all of its forms impacted the regions. Initially hosted by Newcastle City Council, Middlesbrough Council began hosting the migration group in 2015 following a petition to the Home Office in light of increased numbers RAAS being located in the Town.

21. Coupled with this process, the Council also acknowledged there was significant barriers in engaging with the Town's faith groups and began working with the Middlesbrough Inter-faith network, established to represent all faiths across Middlesbrough.

22. Having an ethos that touched on issues surrounding poverty, social isolation and mental health, the Network was awarded £20,000 for community groups to submit bids for. Unfortunately, the Council's ability to maintain its current levels of commitment to the Network is under review owing to its time intensive nature.

23. The Council has also developed new teams and mechanisms to build on existing work including:

   - Ethnic Minority Achievement Team (EMAT)
   - North East Strategic Partnership (NEMP)
   - Controlling Migration Fund (CMF)
   - Stronger Communities Middlesbrough (SCM)

EMAT

24. Middlesbrough's EMAT is based in Newport HUB and comprises a range of professionals. It works within schools to assist students who have English as Another Language (EAL) and to promote educational attainment of BAME students. The EMAT also assist students from Traveller communities, whether that be from within school or via Virtual School.

North East Migration Partnership (NEMP) – discussed in detail at Terms of Reference C

25. NEMP is hosted by Middlesbrough and acts as a link between Councils across the North East and the Home Office. Within NEMP there are thematic sub-groups, including the Regional Chief Executives sub group, VCS group, and the North East Directors of Public Health network. NEMP have also established local inter agency-groups.

26. The Council's former Strategic Cohesion and Migration Manager Chaired the Middlesbrough Multi-Agency Migration sub-group. This was an opportunity for those on an operational level working with RAAS to discuss and resolve local issues and concerns. Any unresolvable issues at the local level is escalated to a Regional level and, potentially, Government.

27. The group meets four times a year with representatives including the Home Office, Mears Housing and other key partners from both voluntary and public sectors.

5

Controlling Migration Fund (CMF) Programme

28. The Controlling Migration Fund (CMF) was launched in November 2016, to help local authorities mitigate the impacts of migration on communities in their area. Comprising two elements, and lasting between 2016 and 2020, Councils could bid for money from a fund totalling £100 million, as well as being able to draw on £40 million of Home Office Immigration Enforcement staff time.[7]

29. Successful bids were submitted, for which three projects securing funds in Middlesbrough, all of which were independently evaluated by the University of Birmingham;

- *Data mapping (discussed in detail in Terms of Reference B*). Due to a lack of contemporary, and reliable, statistical data about Middlesbrough's population the Council commissioned Teesside University to collate all publicly available data in regards to the Town's communities. As a result, a report and a toolkit have been produced with training on relevant data collection to be delivered to key Council staff as well as external partners, including the voluntary sector.

- *Education -* working within schools had seen changes within student profiles. This included recruiting teaching assistants, delivering language support as well working with partners. The Education project aimed to address challenges of accommodating increases in International New Arrival children. The project played a significant role in bringing communities together, as well as developing a sustainable programme that Middlesbrough schools can use should they experience resource and integration-related challenges.

  Schools within the project's remit were predominantly within Newport and North Ormesby wards, with those schools delivering training to other schools on mitigating and managing the impact/ of similar pressures.

- *Stronger Communities Middlesbrough (SCM) -* looking at cohesion and integration and working within 3 priority wards (Thorntree & Brambles Farm, North Ormesby and Newport) across Middlesbrough (see below).

Stronger Communities Middlesbrough (SCM)

30. One of the more significant community projects borne from the Controlling Migration Fund was Stronger Communities Middlesbrough (SCM). SCM aimed to support residents, facilitate a process of integration and foster an environment that residents could live in with shared rights, responsibilities and opportunities. SCM's work focussed on three priority Wards; North Ormesby; Newport and Thorntree and Brambles Farm.

31. While all three wards shared similar challenges socio-economically, residents in Thorntree and Brambles Farm expressed concern about levels of immigration in Middlesbrough.

32. The SCM team consisted of one full time and two part time members of staff. The project was awarded £300,000 over two years, largely for staff salaries (including £10,000 to internal finance department) the £60,000 grant program, and related activities.

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[7] Ministry of Housing, Communities and Local Government "Controlling Migration Fund Prospectus" 2018 p4

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33. SCM's work encompassed three key "strands" of activity:

    1. Improving community cohesion and integration;
    2. Improving tension monitoring and conflict resolution practices across Middlesbrough;
    3. Welcome new communities to Middlesbrough.

34. Within these "strands" the following thematic actions had been carried out:

Community Cohesion and Integration

- Engaged with communities and organisations;
- Worked in partnership with local services, internal and external agencies;
- Hosted seven community conversations;
- Delivered four funding workshops;
- Launched Middlesbrough City of Kindness event;
- Identified residents for Advisory groups in each ward;
- Organised a number of events and workshops including; Newport HUB Islamic Diversity Centre community lunch (to break down the myths about Muslims);
- NUR fitness celebration event;
- International Women's day 2019 and;
- Supported residents with small grants to deliver culture cooking together and creative song writing/ poetry workshops.

35. These events have been key to breaking down barriers and improving resident's understanding of different faiths.

36. The above actions led to some important successes:

- Community conversations that focused on supporting unity and providing a safe space for local residents to discuss their experiences;

- The Middlesbrough City of Kindness event, launched in November 2018 with the strapline, *Our Communities Our Middlesbrough* and *#kindboro*. Local businesses donated refreshments and the event which brought together residents and key partners from the three priority wards, with participants signing pledges including random acts of kindness;

- A number of Funding Workshops were held designed to give residents the confidence and knowledge to apply for funding worth £60,000;

- Youth Talent Show (funded via SCM grant) used music and culture to engage young people across Middlesbrough.

37. One of the Council's principle aims was to improve the way in which community tensions and issues were identified, recorded and responded to. To this end a robust multi-agency response was required which would place residents at the heart of tackling hate crime, as well as supporting vulnerable communities. To affectively monitor community tensions, a monitoring action plan has been created that captures any issues identified by the Council or its partners. In response to the Covid pandemic a communications plan was also

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implemented as some communities felt they were being forgotten. Communications are tailored to different audiences to ensure relevant information is sent to the relevant community.

38. To assist with this process several initiatives were undertaken including:

    ● Undertaking a review of internal Community Tension Monitoring processes;
    ● Developing a new Middlesbrough Council online reporting mechanism;
    ● Developing e-learning packages for all staff and;
    ● Commissioning an external facilitator who delivered two workshops for front line practitioners and for youth workers across the town.

Welcoming New Migrants to Middlesbrough

39. Consultation with residents and relevant interest groups was carried out in order to undertake important initiatives to welcome new migrants to Middlesbrough.

40. For example, Orientation Workshops have been developed which have identified and supported 17 volunteer translators speaking 25 different languages to provide assistance to new migrants. Work has been carried out in priority Wards – Central and Newport specifically - with partnerships formed with Cleveland Police and volunteer translators as well as councillors, Community Safety Officers, PSCO's, Street Wardens and other key partners being invited to each session.

41. To date 16 orientation sessions have been delivered, engaging over 400 residents who spoke more than 25 languages. The sessions also helped to recruit 17 volunteer translators with 10 volunteers having completed levels one and two Translators' Accreditation Courses. A Volunteer Policy has been devised to that will support volunteers from newer communities.

42. Importantly, the Council has been identified as exercising good practice by regional partners in this regard.

43. Support and advice has also been provided to new migrants on a range of different matters, including registering with a GP/dentist, how to appropriately access emergency services and how to be a good neighbour. The Police have also delivered sessions on UK laws including knife crime, prostitution, equality, inclusion and hate crime. Each session included a number of key stakeholders including Ward Councillors, Street Wardens, PCSO, Community Safety Officers and MP's Case Workers.

Volunteers

44. As with all community activities, volunteers are a key resource with volunteering being promoted within different communities. Volunteers have been encouraged to gain translation/ accreditation qualifications which has seen an increase in volunteer numbers, particularly from RAAS communities. As such, 22 RAAS volunteers now work with various teams across the Council as well volunteer guidelines being adopted by key partners across South Tees to recruit volunteers from diverse communities.

45. In recognition of their work, three SCM volunteers were nominated for Middlesbrough Civic Champions awards. The SCM team also won Middlesbrough Council's Team of the year in

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2019 as well as the Community Safety award at the Tees Valley BME Achievement Awards 2019.

46. SCM has now moved into Phase two CMF, which will focus on working with priority school communities:

- Abingdon (primary);
- Sacred Heart (primary);
- North Ormesby (primary);
- Ayresome (primary);
- Breckon Hill (primary);
- Unity City Academy (secondary) and;
- Outwood Acklam (secondary).

47. When working with schools the SCM team will develop orientation packs for International New Arrivals and deliver training for key community connectors on where to report problems as well as establish and support Advisory Groups

48. As described above, project funding expired in September 2020, therefore the activities above are designed to be sustainable to ensure community cohesion work can be maintained with limited Council support.

TERM OF REFERENCE B
TO DETERMINE HOW COMMUNITY COHESION IS MEASURED IN MIDDLESBROUGH AND TO RECEIVE RELEVANT STATISTICAL INFORMATION.

49. To understand Middlesbrough's demographic position the Panel requested information relating to a data mapping project undertaken as part of the Controlling Migration fund (CMF). Carried out by Teesside University, its aim was to better understand Middlesbrough's cultural makeup, the scale and impact of recent demographic changes, any associated challenges this brought, and to act as an evidence base to secure additional funding from Government.

50. Teesside University worked with partners including Cleveland Police, Public Health, the Voluntary and Community Sector, local schools and all Council departments to map all known data across those organisations. As well as providing a demographic overview, the exercise also helped determine the demand on services and how organisations can best respond to these demands.

51. The data mapping exercise has been recognised as best practice by MHCLG (Ministry for Housing, Communities and Local Government) as well as subsequent work on creating a data mapping toolkit. MHCLG were keen to share this learning nationally with other local authorities experiencing similar demographic changes.

52. It is recognised that since the last census of 2011 there has been significant demographic changes within the Town particularly regarding increases of migrants and international arrivals.

<u>Middlesbrough's International Population</u>

53. The Data Mapping exercise found that Middlesbrough's non-UK born and non-UK populations had increased from 8% in 2011 to 11% in 2019. This increase included:

- Economic migrants
- Asylum seekers and refugees
- International students

<u>Potential Challenges found by Data Mapping</u>

54. From the data mapping exercise, three key factors were identified:

- Socio-economics: migrants mainly reside in areas already experiencing multiple pressures e.g. significant levels of anti-social behaviour, higher levels of domestic abuse, unemployment and crime within the settled community, which contribute to increases of hate crime reports (with international new arrivals predominantly falling victim to hate crime).

- Views about community change: there have been tensions in terms of public space, environmental issues and cultural differences. There are some far-right views in the Town and within the community there were pockets of community tensions between International New arrivals and the settled community.

- Housing: Low cost private housing was commonly identified as a 'pull' factor to central areas; Middlesbrough's response to the Integrated Communities Green paper, outlined that asylum seekers were generally placed by the Home Office in areas of cheap housing.

55. Middlesbrough's settled population is declining, potentially having serious implications for Council funding levels. Indeed, more UK-born young people leave Middlesbrough owing to a lack of prospects, however an increase in International New Arrivals appears to help to keep population levels stable.

56. Increasing numbers of non-UK born children has proven challenging for schools already at or above admission capacity. It is difficult to plan school intake, however the EMAT (Ethnic Minority Achievement Team) try to ensure every international arrival family registers with them, allowing them to determine what services are required and to forecast school intake numbers.

57. In terms of school admissions and education; the Panel learned there are particular challenges with supporting and accommodating the Roma/Traveller community. For example, family may have an extended absence of leave/ move away without informing the school. However, a school place must be kept open for 28 days, adding further pressures. Whilst the percentage of Travellers was very small across Middlesbrough, the above factors nevertheless cause significant pressures on teaching staff and school place availability.

58. Generally Council services face pressures as a result of demographic change, particularly around housing and environmental services due to language barriers and different cultural and social practices. For example, in the 2011 census, 1.6% of international arrivals were unable to speak English with 78 main languages spoken across the town. It was also found

that there was an inappropriate use of services, such as attending A & E for general health conditions (as this would be the norm in their home country).

59. From the data mapping exercise an area of concern for the Panel was the identification of mental health issues. Due to the limited amount of intermediate level mental health services available, including specialist support, this could lead to additional problems for community cohesion and integration.

Opportunities

60. Whilst the Council has no control over where international arrivals are placed, the new local housing provider contracted by the Home Office (Mears Housing) is working with the Council and listening to concerns over distribution spread and numbers.

61. Whilst there were tensions reported in some communities, the Panel were advised that Middlesbrough had always been built on migration and had generally always been seen as a welcoming Town.

62. The data also revealed positive contributions from migration. For example, an increase in skilled workers arriving in the UK and international students bringing qualifications in tech (forging links to BOHO) as well as facilitating a growing level of cultural acceptance. Migration also helped to plug skill gaps, with a large number of International New Arrivals providing vital roles in the NHS, for example.

63. Statistics also showed that by the time International New Arrival children leave key stage four, there are out performing settled children and contributing to increased educational attainment in schools. Evidence suggests that non UK-born children are also more engaged in education, have a more culturally tolerant outlook and, town wide, their educational attainment is higher. Schools have also seen positive outcomes in terms of increased global awareness with UK born children benefitting from learning different languages (some schools have over 30 languages).

64. It was indicated that situations creating service pressures can be tackled via improved orientation of new arrivals into the Town as well improved cohesion work to increase cultural understanding and acceptance between communities.

65. The Panel learned of the benefits from better community data, including:

- Accurate and up to date demographic information available for managers. From this, managers can implement SMART plans for services and allocate resources that are more reactive to service users.

- Better targeting of services and special measures into 'hotspot' areas - there is now a move towards locality based working to identify what the challenges are within a specific area. This issue is discussed as part of Terms of Reference D below.

- Provides accurate, robust, evidence for funding/ grant applications through identification of service demand.

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66. With specific grant funding ceasing after 2020, Government has advised that a degree of self-sustainability is required for projects to continue beyond 2020. To achieve this several plans have been put in place for Schools to provide training to other schools on addressing capacity and integration challenges as well as the Council delivering roadshows with key partners on how data mapping can present the key findings.

67. The data mapping exercise helped to identify tangible themes that could be enacted to improve outcomes related to community cohesion. These included:

- An improvement to local data collection through coordinated and consistent approaches across council departments and with public sector partners.

- Develop a dashboard of data sources, training and tools and undertake regular analysis and reporting including the development a 'best practice' toolkit.

- That the Council and partners incorporate international migration as a theme in strategic needs assessments and continue to deliver orientation programmes and community based cohesion work (via Stronger Communities Middlesbrough).

TERM OF REFERENCE C
TO EXAMINE THE WORK THAT THE LOCAL AUTHORITY AND ITS PARTNERS ARE UNDERTAKING TO PROMOTE COMMUNITY COHESION AND INTEGRATION

68. Partnership working is crucial to developing community cohesion. To this end, the Panel received information relating to how the Council and its partners undertake work to achieve further cohesion and integration.

Cleveland Police

69. The lead for Community Cohesion based operations is the Chief Inspector for Community Engagement. Within his remit were the following departments:

- Community engagement team;
- Crime prevention;
- Early Intervention Officers;
- Hate crime investigation;
- Mental Health Liaison and;
- Offender management team.

70. Cleveland Police acknowledges that, in terms of community policing, it had lost touch with a number of its communities in recent years. While there were a number of factors associated with this breakdown, the most significant was attributed to the removal of Neighbourhood Policing.

71. Recently Neighbourhood Officers had been redeployed to Response Teams to cope with increased demand. However, this had largely removed the presence of officers in communities, resulting in a lack of confidence in the police amongst some communities. This was coupled with a lack of on-the-ground intelligence about community issues.

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72. Such conclusions were supported by the findings of Her Majesty's Inspectorate of Constabulary (HMIC) report that identified Cleveland Police did not sufficiently engage with, or listen to, local communities. In response, the recently appointed Chief Constable has promised to introduce a number of initiatives, including the reintroduction of Neighbourhood Officers. Whilst exact details have not been finalised, the intention was to reintroduce Neighbourhood Officers from April 2020 with the hope of deploying one Neighbourhood Officer per Ward, based centrally or within Coulby Newham. As a result of the Covid Pandemic this process had not been fully completed, but the intention remains.

73. Importantly, the reintroduction of Neighbourhood Officers would be in addition to existing PSCO provision, and further complimented by the increase in Neighbourhood Wardens, following successful funding bids to the Tees Valley Combined Authority. The increase in Neighbourhood Safety presence would not be confined to a select number of areas, but would be adopted on a town-wide basis.

74. A further method to develop community was the introduction of the Community Engagement Team, consisting of five uniformed officers and two Community and Diversity Officers. The team's primary aim is to reach out to every community in Middlesbrough, and the wider Cleveland Force area, to build better relationships, learn about community dynamics, and address any concerns, needs and demands.

75. The Police would work closely with local Councillors, the Council's Community Safety Teams and neighbouring Councils to achieve the best results. It was also hoped the Safer Community Partnership would be rejuvenated, thereby providing a platform to discuss issues within the community with all key partner agencies.

76. Coupled with these initiatives, Independent Advisory Groups (IAGs) would also be refreshed, which were required for each Police Force across the UK. The IAGs acted as a sounding board for the Police and Police and Crime Commissioner to consider best approaches to issues raised, such as racist graffiti in an area, hate crime and so on.

77. Communication is an essential part to reporting crime and anti-social behaviour. It was found that some members of the community may not feel comfortable calling the police, but making contact through social media sometimes removed that inhibition. Consequently, the Police have placed increased emphasis on social media platforms such as Twitter and Facebook.

78. In order to understand community concerns and remove barriers, Cleveland Police's Community and Diversity Officer (a civilian role), works closely with the community/ voluntary sector passing on referrals from partner agencies, where a home visit is required. Initially, the role was focussed on the refugee and asylum seeker community, but now broadened its remit to include all strands of diversity issues. Results from home visits and wider conversations have been positive, with a specialist officer assigned to investigate a case if appropriate.

79. Importantly, the Engagement Team is extremely supportive of all communities and wants to ensure all voices are heard and feel valued. To this end they work to ensure communities know who the key contacts are both within Neighbourhood Policing, PCSO provision, and the wider Police Force.

80. The Police and Crime Commissioner's Office also plays an important role in building community relationships that help to secure community cohesion. For example the Police and

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Crime Commissioner's Consultation and Engagement Officer ensures all communities are engaged across the Cleveland Force area.

81. The Police and Crime Commissioner is passionate about ensuring all voices are heard and operates a *'Your Force, Your Voice'* initiative. Part of this initiatives is to target specific 'hard to hear' groups, who may otherwise be underrepresented such as refugees and asylum seekers, (through the Regional Refugee Forum) and the LGB&T community, (through Hart Gables).

82. As part of the mechanisms to build community relationships the Police, and the Police and Crime Commissioner's Office, are held to account by several scrutiny processes, including a Stop and Search Scrutiny Panel. Use of the stop and search function, arguably, impacts upon some sectors of the community disproportionally, including young people and the BAME community. For this reason, Cleveland Police has a Young Person's Stop and Search Scrutiny Panel and a BAME Stop and Search Scrutiny Panel.

83. Previously the Government announced that Stop and Search was being overused, which led to a sharp decline in its use. Work is ongoing within Cleveland Police to increase the targeted use of stop and search. Frontline officers have undergone training on the correct use of this function, as it needs to be used under the correct circumstances, be lawful and proportional.

84. The Panel also heard that the OPCC's Equality, Diversity and Inclusion Manager leads on the *Everyone Matters* programme, which is carried out by a relatively new team consisting of five Officers, two Managers and three Equality, Diversity and Inclusion Officers.

85. The team adopts a change management approach around Cleveland's people, partners and communities. *Everyone Matters* was introduced by the Police and Crime Commissioner, but has been reconfigured and developed since the recommendations made by HMIC. Best practice guidance from the National Chiefs Council outlines the importance of having good data on our communities, including geo-demographic information which can be used to create community profiles.

86. While increased community police presence was critical to improve community cohesion, it would take time to achieve but future updates would be provided as requested.

North East Migration Partnership (NEMP)

87. In an effort to coordinate migration issues, Migration Partnerships exist in every English Region, with Scotland and Northern Ireland having national partnerships. The North East Migration Partnership (NEMP) was formed in January 2015 as a result of the rising Asylum Seeker numbers in the Region. NEMP has Lead Officers and Members for each Local Authority with Middlesbrough's being the Director of Environment and Commercial Services and the Executive Member for Culture and Communities and Education respectively. Middlesbrough Council currently hosts the NEMP.

88. Together with Local Authorities, Police, Department of Work and Pensions and Voluntary and Community Sector organisations NEMP, acts as a strategic board, works as a critical friend of the Home Office, producing light touch reports, mid-year and end-of-year report as well as regular review calls. The Panel were advised that there are six staff members within NEMP who are fully funded by the Home Office. Governed and monitored by the Home Office,

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NEMP had recently been granted three year indicative funding (subject to review).

89. NEMP coordinates all Refugee and Asylum Seeker (RAAS) programmes and acts as a single point of contact to improve data, information and communication around RAAS issues as well as inform policy and guidance.

90. Statistically, as of September 2019, Middlesbrough had 595 asylum seekers. Regionally, the numbers of Asylum seekers in the North East has remained the same for the last two years, whereas the numbers nationality have increased.

91. NEMP also delivered key projects which encourage community cohesion, which include;

Middlesbrough Welcome and Orientation Pilot

92. Delivered in partnership with Middlesbrough and Cleveland Police, the pilot used volunteer interpreters to work with International New Arrivals around what was acceptable when accessing emergency services in the UK. Work illustrating how to best access emergency services identified some health concerns of those seeking asylum, whereby large numbers of asylum seekers had poor dental health with many suffering from mental health issues. Importantly, however, Middlesbrough had facilities in place to help deal with such concerns including a dedicated asylum seeker doctor's surgery which was complemented by the arrivals clinic in Stockton.

93. The pilot had been so successful that NEMP applied for funding through the Controlling Migration Fund (CMF) and were awarded £150,000 to develop a regional induction programme. This would have specific modules on health, parenting, and positive relationships and about the local area.

94. The programme would also look at developing a digital induction. A Refugee and Asylum Seeker Orientation Task and Finish group had also been created and the Refugee and Asylum Seeker Consultation Group had been created for service user input. NEMP were also working with the Voluntary and Community Sector organisations to make the sessions sustainable, and training community interpreters.

Employment Routeways

95. Formed in conjunction with the DWP and the VSC, the project was used by the DWP and Local Authorities to help prepare people for employment by providing ESOL classes to ensure standards of English were employment ready. Work is continuing on the development of a dedicated website to map all services for refugees and asylum seekers. This will allow service users to search for activities and resources, such as ESOL classes and social activities, in their local area and beyond. Induction and welcome sessions would be available on-line with videos and interactive exercises.

Vulnerable Persons Resettlement Scheme (VPRS)

96. Also known at the Syrian Resettlement Scheme, the VPRS was introduced by the Home Office to assist resettle 20,000 vulnerable persons from the Middle East and North Africa by March 2020. The North East have assisted 8% or 2,000 refugees under the VPRS. Scotland have the biggest percentage of VPRS within the UK at 16%, and the East Midlands with the

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smallest percentage of VPRS within the UK at 4%.

97. The VPRS is a voluntary scheme with Local Authorities given the choice whether they wish to participate. The programme is fully funded and allows local authorities to develop systems and support, with most North East Councils taking part. A breakdown of the number of refugees per Council Area are as follows:

- Newcastle- 500
- Gateshead- 400
- Redcar and Cleveland- 250-300
- Hartlepool- 180- 200

98. Although the programme was funded, there would nevertheless be challenges going forward, especially as those being resettled were likely to be the most vulnerable and therefore could add additional pressures to Local Authority services, at least initially. In addition while Local Authorities determine how many families to take per year, they tend to be extended families and soon grow once they settle.

99. The Panel noted that Middlesbrough was currently not part of the scheme but it was likely a paper would be submitted to Executive in the near future and fully supported the work of the VPRS.

Unaccompanied Asylum Seeking Children (UASC)

100. Largely, UASC arrive into Local Authority Care through Government schemes such as the Vulnerable Children's Resettlement Scheme (VCRS), Dubs or National Transfer Scheme.

101. Local Authorities are provided with funding for every looked after UASC at a rate of £798 per week up to age 17, and £200 per week for care leavers age 18 and over. The Department for Education publishes annual statistics on the number of UASC looked after by Local Authorities in England with the latest data accurate as at 31st March 2019. The latest statistics outlined that the total number of UASC in England increased by 11% to 5,070, representing around 6% of all children looked after.

102. Key facts from the project were:

- Most UASC are male (90%) and are aged 16 and over (85%);

- The top regions in England to host UASC were: London (34%), South East (19%), East of England (11%) and West Midlands (10%);

- The North East has the lowest number of UASC in England with a total of 40 and represents less than 1% of the total;

- In this region only Redcar and Cleveland (10 UASC), Newcastle (9 UASC) and Hartlepool (7 UASC) have more than 5 UASC and participate in the scheme.

103. It was noted that Middlesbrough does not currently participate in UASC, and that there were no definite plans to do so in the near future.

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Public Health

104. Working jointly between Middlesbrough and Redcar and Cleveland, Public Health South Tees primary aim is to improve Health and Wellbeing, it operates an asset based approach, working directly with communities, learning about their health needs and tailoring public health services accordingly.

105. Through the *Making Every Contact Count* (MECC) initiative, tangible results can be achieved even through small interactions by directing people to smoking cessation, drug and alcohol services or general signposting. The MECC initiative also contributed to five ways of wellbeing in which information collected when interacting with Public Health connects them with local communities, volunteering and learning new skills. Development of a website was underway to help target specific communities to specific services.

TERM OF REFERENCE D
TO IDENTIFY BEST PRACTICE AND EVIDENCE-BASED APPROACHES TO BUILD AND STRENGTHEN COHESIVE COMMUNITIES.

106. To build on the initiatives and join arrangements identified above, the Council have instigated a policy of Placed Based Working. Its intention is the creation of a "joined up system…to address the underlying causes of community problems"[8]. It is hoped to empower local communities to take charge of their own future.

107. Using Wigan Council's *Deal for the Future* initiative as an example of best practice, Place Based Working, or Locality Working, involves the co-location of several statutory services out of the Town Centre and into the relevant locality. In Middlesbrough's case, this includes services such as Community Safety, Area Care, Education, Asylum Support, Libraries and Hubs, Adult and Children Social Care (including Mental Health Support) Early Help and Youth Offending. Dependent on community need, co-location may also include Housing providers, Police and Fire Services as well as commissioned services such as drug and alcohol support and homelessness support.

108. In putting communities at the heart of Council activity, a Place Based approach allows links to be made with other community based initiatives such as Empower.

109. The Council's Head of Stronger Communities advised the Panel that two pilot areas had been identified. Identification of those pilot areas followed a significant baseline data mapping exercise using a number of quantitative and qualitative methods. Ongoing analysis was being carried out to further understand what assets communities had, including physical (such as Schools and Churches) and people (such as community activists). By doing this it is hoped that services can be effectively targeted and residents can fully engage in their wider communities.

110. The Wards identified as pilot areas following the exercise were Newport and North Ormesby as both appeared to experience significant problems relating to racially motivated crimes; anti-social behaviour; female victims of violent crime and alcohol and substance misuse. The

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[8] Middlesbrough Council Executive report, 8 October 2019, p2

pilot is currently in the first year of its two year lifespan.

111. Implementation of Locality Working was scheduled to take place over three phases; Phase 1 -Enforcement and Environment (whereby workers from those Services would be co-located); Phase 2 - Individual and Family Support (whereby Looked After Children and Asylum Support services would be co-located depending on community need) and Phase 3 - Partnership Involvement (whereby key partners will be engaged). Due to the ongoing Covid situation, the overall implementation of Locality Working has slipped, but progress has been made. For example, Phase 1 has now been completed with staff now located in their respective Hubs. Coupled with this, Data Modelling and Resource Allocation has taken place in preparation for Phases 2 and 3.

112. The success of Locality Working will be measured via a number of metrics, which will inform wider Council strategies. Some of those metrics will be a perception survey issued six months apart with a view to it becoming annual. It will ask residents about their perceptions to influence decisions; community cohesion and confidence levels in the Council and its partners to tackle local issues. This will be complemented with information relating to recorded rates of crime and Anti-Social Behaviour as well as health indicators such as the percentage of pregnant women smoking at the time of delivery.

CONCLUSIONS

113. The scrutiny panel reached the following conclusions in respect of its investigation:

114. The Council's community cohesion related initiatives have adhered to the principles of the Cantle Report, attempting to break down barriers that are based, largely, on cultural differences.

115. The Council has done well to secure significant project funding from the Controlling Migration Fund, but it must now focus on making those projects self-sustaining.

116. It is critical that the Council, and its partners, have access to reliable, accurate and up-to-date quantitative and qualitative data. This enables services to be direct service using SMART principles.

117. Communities should not be seen, or treated, as passive recipients of Council services. Instead, they should be empowered to have more input into decision making and service delivery are in their respective localities.

118. Middlesbrough's demographics have changed considerably over 10 years. This has presented significant challenges for services across the Council. However, this change has also presented opportunities that the Council is trying to capitalise on.

119. The reintroduction of Neighbourhood Policing and an increase in Street Warden provision will be critical in understanding community tensions and need.

120. Effective partnership working is paramount for community cohesion initiatives to be effective. Place Based Working will help to coordinate and facilitate this.

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RECOMMENDATIONS

121. That the Council develop a Community Cohesion Strategy for Middlesbrough that:

- Ensures all aspects of community cohesion work is co-ordinated and monitored.

- Informs the Council's existing social regeneration agenda and is monitored through existing performance reporting processes.

- Is in place by the end of 2022/23.

122. Given recent staffing changes, as well as the discontinuation of funding for key projects after 2021 and the uncertainty brought about the Covid-19 pandemic, the Council should look to ensure the current Strategic Cohesion and Migration Manager is sufficiently supported via a robust staffing structure beyond 2021.

123. That the Executive consider including Middlesbrough in the Refugee Resettlement Scheme.

124. To assess progress against its objectives, the Panel should receive an update on the progress of Place Based Working no later than November 2021.

ACKNOWLEDGEMENTS

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- Wilson, Sarah
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ACRONYMS

BAME - Black, Asian and Minority Ethnic
CMF - Controlling Migration Fund
DWP - Department of Work and Pensions
EMAT - Ethnic Minority Achievement Team
HMIC - Her Majesty's Inspectorate of Constabulary
IAG - Independent Advisory Groups
LAASLO - Local Authority Asylum Seeker Liaison Officer Project
LGA - Local Government Association
LGBT - Lesbian, Gay, Bisexual and Transgender
MECC - Making Every Contact Count
MHCLG - Ministry for Housing, Communities and Local Government
NEMP - North East Strategic Partnership
OPCC - Office of the Police and Crime Commissioner
PCSO - Police Community Support Officer
RAAS - Refugee and Asylum Seekers
SCM - Stronger Communities Middlesbrough
SMG - Strategic Migration Groups
SMART - Specific, Measurable, Attainable, Realistic and Timely
UASC - Unaccompanied Asylum Seeking Children
VPRS - Vulnerable Persons Resettlement Scheme

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COUNCILLOR C MCINTYRE
- CHAIR OF CULTURE AND COMMUNITIES SCRUTINY PANEL

The membership of the scrutiny panel is as follows:

Culture and Communities Scrutiny Panel 2020-2021
Councillors C McIntyre (Chair), L Lewis, (Vice-Chair), R Arundale, C Dodds, J Goodchild, L Mason, J Rostron, M Saunders, J Thompson.

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