Appendix 2

POLICE & CRIME
COMMISSIONER
for Leicestershire

Prevention | Partnership | Protection

Outline of People Zones

1. **What are People Zones?**

1.1.   People Zones are geographically defined areas wherein public services work collaboratively to address the key social problems for that particular area. They are focussed on "people" issues with the intention of addressing the issues that are the highest priority for the local community and the organisations that support them.

1.2.   The "mission" of the People Zones is to focus on four key outcomes as follows:

1.2.1. People are safe
1.2.2. People are well
1.2.3. People have skills
1.2.4. People have resources

1.3.   These outcomes cover the work of the key agencies delivering public services, including health, police, local authorities, fire, criminal justice agencies and many others. Agencies will achieve the aims of People Zones by maximising the safety, wellness, skills and resources of the people in each zone.

1.4.   Bearing in mind the range of agencies involved, it is clear that People Zones will be delivered in partnership. The partnership overseeing the work of People Zones is the Strategic Partnership Board (SPB).

1.5.   A key assumption is that the aims will be achieved by addressing behaviours that drive problems in local communities.

1.6.   Agencies will work collaboratively to address those behaviours – and in so doing will improve the safety, wellness, skills and resources of the community as a whole. This in turn will change the nature of demand from short term reactive services to more long term developmental services.

2. **Concept of People Zones**

2.1.   The concept of People Zones has been developed from a number of other initiatives that have been undertaken across LLR. People Zones have consciously tried to apply the learning from those initiatives and align with existing ones wherever possible. Examples include the following:

2.2.   Braunstone Blues – this initiative was funded by the PCC's SPDF fund and aligns the activities of a number of statutory services and community bodies to support the community of Braunstone.

2.3. Other SPDF projects – other SPDF projects such as the Pro-active Vulnerability Engagement (PAVE) and CSE (Child Sexual Exploitation) have adopted a similar pro-active engagement with individuals across LLR focussing on the issues of mental health and child sexual exploitation, but without concentrating on a specific geographical location.

2.4. DMU Square Mile – this initiative was set up by De Montfort University to focus on the needs of communities in a specific area of Leicester city by drawing on the voluntary activities of students and staff at the university. This has now been extended to other parts of Leicester.

2.5. Other schemes which have impacted on the development of People Zones include the Local Area Co-ordinators scheme by Public Health Leicestershire, the Integrated Locality Teams developed by the health partnership, Endeavour led by Hinckley & Bosworth Borough Council and many others. The impact of these on People Zones are considered in a separate document.

3.   How do we choose People Zones?

3.1. People Zones will be chosen via a number of factors as follows:

3.2. Demographic analysis of the area – the analysis will consider key social indicators such as: levels of well-being, levels of crimes, levels of homelessness, high demand for social care, high levels of deprivation and many more. There is no set formula to determine the appropriate demography, but the aim is to focus on demographic factors which the partnership can address.

3.3. Levels of reactive demand - Reactive demand refers to the provision of services to deal with a short term issue without addressing the underlying problem. Demand for certain public services is reasonable and effective. For instance, demand for education is extremely high amongst the parents of school age children. This is entirely appropriate and enables people to gain the skills they need to acquire resources and sustain personal well-being. Similarly demand for health vaccinations is similarly high and similarly appropriate and there are many examples along the same lines. This sort of demand enables people to live positive and healthy lives.

3.4. However, reactive demand requires public services to address behaviours which generate problems for communities. For instance, crime and anti-social behaviour undermines the safety of communities and does not have a positive developmental impact on perpetrators. Mental ill-health can similarly drive public services to respond, but often with a very limited and short term impact. Local authorities have similar problems in addressing social care issues. Fire and ambulance services are also often driven to respond to short term issues without addressing the underlying causes.

3.5. Community identified – communities are a key part of the work of People Zones and the voice of communities is intended to be important. Consultation with communities will be an important element in choosing which People Zones to establish.

Outline of People Zones V1.3

3.6.   Other factors – other factors will include the willingness of agencies to work together in particular areas and opportunities that facilitate the work of People Zones e.g. building on existing collaborative schemes or taking advantage of valuable partnership services and resource in local areas.

3.7.   In the short term we will gather and analyse the available data and choose two areas on the basis of that data. These will be contrasting areas to reflect the diverse nature of our local communities, with one based in a city area and another based in county.

4.   What benefits will People Zones achieve?

4.1.   The main benefits will be determined by the community within each People Zone in consultation with the agencies forming the People Team. Therefore the SPB has not built a fixed benefits realisation plan in advance of engaging with local communities.

4.2.   However, SPB does assume that benefits will be realised and these are currently clustered as short, medium and long term benefits.

4.3.   The short term benefits are anticipated to be those that represent the most pressing immediate issues of local communities as agreed with local agencies, reflecting the reasons why those particular zones have been chosen. These will be addressed by problem solving exercises undertaken via engagement with local communities. Community Payback, and the social responsibility endeavours of local employers via business in the community (Leicestershire Cares) as well as via similar initiatives by organisations such as the local universities, will be key tools in addressing the concerns of local communities. These are anticipated to be pragmatic short term responses to community identified problems.

4.4.   The medium term benefits are aimed to address two key areas: a targeted reduction in the reactive demand for public services; and an increase in the safety, wellness, skills and resources of local communities. Alongside this another key medium term benefit is an increase in community assurance, with people in the People Zone areas feeling safer, happier, healthier and more resilient. These are measures of perception. There is not an expectation that overall demand for public services will reduce: rather that the demand will shift to more constructive uses of public services, which effectively address the underlying issues.

4.5.   In the longer term the aim is to demonstrate reductions in the key social problems identified in the initial demographic analysis. For instance, if the demographic analysis identified crime and homelessness as the key social problems then we would expect measurable reductions in these areas. In addition we would also expect an increase in the levels of community involvement and engagement in those communities, with an increase in community-led initiatives to address problems. A long term expectation is that communities will take greater responsibility for identifying and addressing their own social problems. Finally, SPB anticipates a reduction in the resources that agencies apply to address reactive demand for its services.

5.   How will we set up a People Zone?

5.1.   The process for setting up a People Zone is currently being developed, but the current steps identified are as follows:

5.2.   Identification of potential People Zone areas. These are areas with high levels of "people" problems as identified above.

5.3.   Demographic and reactive demand analysis. This involves identifying the key issues relevant to the area.

5.4.   Engagement with partners in the area to assess appetite and capability for engaging in collaborative work.

5.5.   Establishment of People Zone Champion Team. This team will be drawn from all agencies and will contain committed individuals who understand the concepts of People Zones and can stimulate development of collaborative working and engagement with communities at the local level and drive commitment within their own organisation. The intention is that the Champion Team operates across the whole of Leicester, Leicestershire and Rutland and supports, stimulates and drives the work in each local People Zone. The Champion Team will maintain the energy and commitment, will capture ideas, identify opportunities for further collaborative work and will turn ideas into practice. The Champion Team will not be part of any particular People Zone, but will help to make each one a success by supporting, mentoring, advising and assisting the local People Team. Agencies will be asked to identify a person who can adopt that leadership role within their own organisation.

5.6.   Agreement by SPB of actual People Zone(s) to establish.

5.7.   Analysis of agency roles/services/structures and meetings – the project manager will identify the existing roles e.g. Neighbourhood Police Officers, Street Wardens, Health Visitors, Case Managers, Local Area Co-ordinators etc that currently operate at the local level and will map the existing services and meeting structures that currently drive work with people in the People Zone.

5.8.   Development of the local People Team – at the same time the People Team will be formed, drawing on the analysis of roles services etc identified above. The People Team can be a virtual team, but the expectation is that it meets regularly and that meetings particularly take place frequently at the outset to build relationships and establish collaborative working practices.

6.   How will the agencies work together?

6.1.   The development of People Zones is focussed on achieving benefits for the people of local communities – but the conscious aim is also that the work is undertaken collaboratively across as many partners as possible. The intention is that People Zones will drive an unprecedented level of integrated work across public services.

6.2. To that end a high level operating model has been described, which will be delivered by all partners working together. The model is people-focussed: it is about working directly with the people of local communities, either on a one to one basis or in groups.

6.3. Six operating tools have been identified that will shape how agencies work with the people of local communities. These tools are currently deployed by all agencies, but have not been articulated in the same fashion as below. The tools are as follows:

6.4. Human interaction – the model recognises that unstructured, positive, human interaction has a benign impact on the people who are engaged with. Generally speaking agencies are trying to have an impact on the behaviour of individuals in local communities and interaction can shape that behaviour in a positive direction.

6.5. Community Integration – many of the people that agencies engage with are socially excluded to varying degrees. These people do not derive the benefits of being part of communities supported by networks of individuals who can support them. Largely speaking their networks are very limited and often consist of other individuals who are similarly socially excluded and who influence their behaviour in unhelpful ways. This tool assumes that agencies will maximise the integration of individuals within local communities and enable those communities to have a positive impact on their behaviour.

6.6. Treatment – treatment is described as the most conventional current tool deployed by agencies in working with individuals. Treatment is a defined intervention that is usually time limited, is deployed in a consistent fashion and has clearly defined aims. It encompasses an operation in a hospital as well as a group work programme delivered by a youth offending team. Treatment tends to be remedial: it attempts to address a diagnosed problem, whether that is the removal of a tumour or an attempt to change anti-social attitudes. Treatment generally assumes, therefore, that something is wrong and intervention is required to remedy the wrong. That is not always the case. For instance, education could be described as a form of treatment that is delivered to enable the development of the individual, without the recognition of an established problem.

6.7. Control – all agencies engage in controlling exercises to some degree. For instance, all agencies are committed to inter-agency safeguarding arrangements that often require a level of control over the activities of individuals that they engage with. However the level of control varies from one organisation to another. For instance, those organisations responsible for upholding and enforcing the law are much more likely to exercise control over individuals than agencies which often treatment and support on a purely voluntary basis.

6.8. The above tools are not discrete: they overlap considerably. Positive human interaction can occur at any time, even when exercising control over an individual. Nevertheless, there is a tendency for treatment and control activities to be exercised in remedial fashion, responding to pre-identified problems with individuals in communities. The assumption is that treatment and control therefore tend to be reactive in addressing problems rather than enabling long term development. In contrast, human interaction and integration tend to be prevention, enabling human development without the assumption of any existing deficit.

Outline of People Zones V1.3

6.9. People Zones aim to be preventive in nature and therefore will deploy a greater proportion of unstructured human interaction and integration in their delivery than is currently the case with existing service delivery.

6.10. Shaping the environment – the environment clearly has an impact on the behaviour of individuals and shaping the environment is a potential tool that can be deployed by People Zones. For example, the unpaid work of offenders can be deployed to enhance the aesthetic appearance of local areas by planting flower beds and clearing rubbish from areas. The assumption is that this will have a positive impact on local people.

6.11. Believing is being – similarly, the messages that agencies convey can have a positive impact on the way in which individuals and communities feel about themselves. Positive messages and the celebration of positive achievements can have a powerful impact on the way in which people behave. People Zones therefore assume that communications will be structured and co-ordinated to have a positive impact on the attitudes of local people.

6.12. These are the tools available to partners in delivering People Zones. We shall now look at who deploys those tools.

7. Who are the providers?

7.1. All public services are potentially involved in the delivery of People Zones. Given the breadth of the operating model it is hard to envisage any public service not being relevant. However, it is particularly relevant to those organisations who engage with communities and the people of those communities in delivering their services.

7.2. Third sector organisations – the assumption behind People Zones is that there is currently a rich tapestry of services operating in local communities at the present time, but that these services currently operate independently of one another. Third sector organisations currently operate in many of the communities across LLR addressing the issues that People Zones are concerned with. These include drug and alcohol treatment, education, mental health support, access to employment, support for the homeless and many, many more. These organisations are clearly relevant to the aims of People Zones; the aim is to integrate their work with public sector partners much more effectively.

7.3. Community bodies – local communities currently deliver a considerable number of local services and provide volunteers to address local problems, such as food banks to alleviate the problems of poverty and Neighbourhood Watch to maximise the safety of communities against crime. In particular People Zones will value the work of community volunteers and the organisations that co-ordinate the activity of volunteers. All of these services are relevant to People Zones, the aim being to integrate them much more effectively than is currently the case.

7.4. Local businesses – Leicestershire Cares aims to engage with local businesses to maximise the positive impact those businesses can have on local communities. People Zones will aim to draw on this work and ensure that it supports the endeavours of local communities.

7.5. Communities – bearing in mind the above, it is clear that People Zones value the input of everyone in local communities: essentially everyone is potentially a provider of services in the People Zone model – the aim is simply to ensure that the input of all local people and services is co-ordinated and directed to achieve the aims of local communities.

8. Timescale for development

8.1. People Zones have set themselves a challenging timescale to begin work with local communities. The aim is to drive things forward at pace, drawing on the energy and commitment of local organisations. The actual timescale is as follows:

8.2. Phase 1: April to July 2018 – turning concept to reality. The aim of this phase is to turn the concept of People Zones into something that can be deployed in local communities to make a difference. It includes the preparation of the demographic and demand analysis; the choice of initial People Zone areas; the creation of a People Zone Champion Team and the engagement with relevant local organisations.

8.3. Phase 2: July 2018 to September 2018 – building the People Team. The aim of this phase is to create the local teams consisting of existing roles in local areas. The assumption is that there will be at least two teams operating in two areas across LLR, one in a city based urban environment and another operating in the county addressing market town/rural issues.

8.4. Phase 3: October 2018 to March 2019 – delivering the People Zone. This phase will involve working directly with local communities and enabling the creation of local community resources to sustain the initiative over the longer term. The People Zone will begin with a launch event bringing together local people with the organisations that are currently involved in delivering services. It will involve consultation with local people throughout.

8.5. Phase 4: April 2019 to December 2019 – review, refine, improve, extend. This phase involves learning from the initial pilots and refining the model in line with that learning. Assuming the learning demonstrates positive benefits then People Zones will be extended to other areas across LLR; a quality improvement cycle will be implemented at this phase.

9. Governance

9.1. Bearing in mind the speed of initial establishment outlined above, the development of People Zones is being developed entirely through the governance of the SPB. There is no assumption that People Zones will be developed via the governance of individual member organisations.

9.2. In addition to the SPB and the SPB Executive meeting, the development of People Zones will also be overseen by the weekly management of the SPB Project Team.

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