‘Left behind Neighbourhoods’: Performance on Levelling Up Mission 12

Mission 12: Empower local leaders and communities, especially in those places lacking local agency

OCSI

Contents

Introduction

A key focus of the APPG's Inquiry is to explore how 'left behind' neighbourhoods (LBNs) are performing on the 12 'missions' outlined in the UK Governments' *Levelling Up White Paper*[1]. The 12 missions are the key framework by which the government intends to assess progress towards levelling up aims. The purpose of this report is to establish the baseline performance in 'left behind' neighbourhoods across the levelling up missions, as well as establishing key areas for improvement, on which the White Paper is currently silent.

The *Levelling Up White Paper* produced an initial suite of headline and supporting metrics for measuring and tracking progress against each of the 12 missions. This report brings together a range of socio-economic data at a granular level for LBNs for each of the metrics identified in the paper, as well as a series of associated indicators relevant to the aims outlined in the 12 missions.

The 12 levelling up missions are grouped into four objectives, as shown in the table below.

Levelling Up Missions	
Focus Area	**Mission**
Boosting productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging	
Living Standards	1. By 2030, pay, employment and productivity will have risen in every area of the UK, with each containing a globally competitive city, and the gap between the top performing and other areas closing.
Research & Development (R&D)	2. By 2030, domestic public investment in R&D outside the Greater South East will increase by at least 40%, and over the Spending Review period by at least one third. This additional government funding will seek to leverage at least twice as much private sector investment over the long term to stimulate innovation and productivity growth.
Transport Infrastructure	3. By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.
Digital Connectivity	4. By 2030, the UK will have nationwide gigabit-capable broadband and 4G coverage, with 5G coverage for the majority of the population.
Focus Area	**Mission**
Spread opportunities and improve public services, especially in those places where they are weakest	
Education	5. By 2030, the number of primary school children achieving the expected standard in Reading, Writing and Maths will have significantly increased. In England, this will mean 90% of children will achieve the expected standard, and the percentage of children meeting the expected standard in the worst performing areas will have increased by over a third.

[1] Department for Levelling Up, Housing and Communities (Feb 2022) Levelling Up the United Kingdom

Skills	6. By 2030, the number of people successfully completing high-quality skills training will have significantly increased in every area of the UK. In England, this will lead to 200,000 more people successfully completing high-quality skills training annually, driven by 80,000 more people completing courses in the lowest skilled areas.
Health	7. By 2030, the gap in Healthy Life Expectancy (HLE) between local areas where it is highest and lowest will have narrowed, and by 2035 HLE will rise by five years.
Well-being	8. By 2030, well-being will have improved in every area of the UK, with the gap between top performing and other areas closing.
Focus Area	**Mission**
Restore a sense of community, local pride and belonging, especially in those places where they have been lost	
Pride in Place	9. By 2030, pride in place, such as people's satisfaction with their town centre and engagement in local culture and community, will have risen in every area of the UK, with the gap between top performing and other areas closing.
Housing	10. By 2030, renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and the government's ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas.
Crime	11. By 2030, homicide, serious violence and neighbourhood crime will have fallen, focused on the worst affected areas.
Focus Area	**Mission**
Empower local leaders and communities, especially in those places lacking local agency	
Local Leadership	12. By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long-term funding settlement.

Mission 12: By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long-term funding settlement.

This report profiles Left-Behind Neighbourhoods (LBNs) and comparator areas in terms of performance on Mission 12 of the *Levelling Up White Paper*. Mission 12 is intended to empower local leaders and communities, especially in those places lacking local agency.

There is one key headline metric associated with Mission 12 (shown in the table below).

Metric	Indicator	Source
Headline	Percent of the population living in an area covered by the highest level of devolution	Office for National Statistics

In addition, the Department for Levelling Up, Housing and Communities are currently exploring wider metrics to measure the empowerment of local leaders and communities. This will be further developed during the consultation process. As these subnational indicators are not yet in development they cannot be drawn upon in this analysis. However, in this paper a range of related indicators of democratic engagement are explored, including the establishment of neighbourhood plans, voter turnout rates and self-reported measures of participation in local decision making. In addition, we compare levels of local government funding as a proxy measure of the strength of local democracy.

A note about geographies, data and terminology used in this report

The information in the report is presented for 'left behind' neighbourhoods as a whole - the aggregate average score for all 225 'left behind' neighbourhoods referred to as LBNs throughout this report. The figures for LBNs are benchmarked against the national average and the average across 'other deprived areas' – these are wards ranked in the most deprived 10% on the 2019 Indices of Deprivation, but which were not identified as 'left behind' i.e. they were not ranked in the 10% of wards with the highest levels of community need, as measured by the Community Needs Index. These are referred to as Deprived non-LBNs throughout this report.

Where granular LBN-level data is unavailable i.e. where data is not released at below Local Authority level, this report uses Local Authorities containing LBNs as a proxy measure, referred to as LA-LBNs throughout this report. These LA-LBNs are benchmarked against Local Authorities which contain wards identified as Deprived non-LBNs[2] – these are referred to as LA-other deprived throughout the report.

The report also identifies individual LBNs which have the greatest identified need on key levelling up metrics.

Each of the datasets included in the report are aggregated from standard statistical geographies (Output Areas, Lower-layer Super Output Areas, Middle Layer Super Output Areas and Wards) to individual LBNs, Deprived non-LBNs and national geographies. The Output Area to Ward 2017 look-up table[3] is used to apportion and aggregate data to these geographies.

The underlying data is published in the accompanying excel 'OCSI-Data-Workbook-Levelling-Up-Missions12.xlsx' to allow you to interrogate the data presented in this report in more detail.

Appendix A details each of the underlying indicators explored in this report.

Below we explore the performance of LBNs on these measures in more detail.

Key findings

63.27% of people living in LA-LBNs are subject to an existing devolution deal, slightly below the average across other deprived areas (65.25%) but notably above the average across England (44.17%).

[2] I.e. wards ranked in the most deprived 10% on the 2019 Indices of Deprivation but which are not ranked among the top 10% on the Community Needs Index

[3] https://geoportal.statistics.gov.uk/datasets/output-area-to-ward-to-local-authority-district-december-2017-lookup-in-england-and-wales

LBNs in the counties of Essex, Kent and Lancashire make up 60% of the top ten areas without a devolution deal.

LA-LBNs have a lower concentration of neighbourhood plans (3.04 per 100,000 people) compared to LA-other deprived (3.34 per 100,000 people) and England as a whole (5.19 per 100,000 people).

LBNs have an average voter turnout in the most recent local elections of 36.05%, lower than the average across other deprived areas (39.16%) and England (46.71%).

LBNs perform less well than across other deprived areas and England as a whole across all of the key measures in the Community Life Survey relating to local democratic engagement and participation.

218 of the 225 LBNs (96.9%) have lower proportions of people taking part in any civic engagement than the England average (43.2%), while 221 of the 225 LBNs (98.2%) have higher proportions of people not taking part in a consultation about local services or issues in their local area than the England average (82.7%). 218 of the 225 LBNs (96.9%) have higher proportions of people who are not a member of a local decision-making group than the England average (91.9%).

Households in LA-LBNs received slightly lower levels of government funding per household than the average across England in both 2021 (£1,968.74 and £1,983.46, respectively) and 2022 (£2,123.70 and £2,129.65, respectively) – despite higher overall socio-economic needs. Moreover, LA-LBNs saw considerably lower funding than across LA-other deprived areas.

Proportion of the population living in areas with a devolution deal

The table below compares the devolution status in LA-LBNs, LA-other deprived and England using three broad categories: well established and complete devolution deals ('Existing Devolution Deal %), well developed plans and a high degree of local agreement in seeking devolution ('Active Devolution Talks %) and no current progress towards a devolution deal (No Devolution Deal %).

Devolution Status	LA-LBNs	LA-other deprived	England
Existing Devolution Deal (%)	63.27	65.25	44.17
Active Devolution Talks (%)	18.38	10.54	12.68
No Devolution Deal (%)	18.35	24.22	43.15

LA-LBNs are more likely to be subject to a devolution deal than the national average. Just under two-thirds of people living in LA-LBNs are part of an existing devolution deal (63.27%), slightly below the average across deprived areas (65.25%) but notably above the average across England (44.17%).

This gap is likely to increase in the short term as a higher proportion of people in LA-LBNs are living in areas with plans to seek devolution (18.38%) than the average across England (12.68). Should these talks be successful more than 80% of people in LA-LBNs will be covered by devolution deals, compared with just over half of people across England as a whole.

The table below compares areas in England on their proportion of Local Authorities with existing devolution deals across the country.

Area	Proportion of England LAs with an existing devolution deal (%)
Greater London	35.48
Greater Manchester	10.75
North Yorkshire	8.60
Cambridgeshire	7.53
West Midlands	7.53
Merseyside	6.45
Tees Valley	5.38
West Yorkshire	5.38
South Yorkshire	4.30
North of Tyne	3.23
West of England	3.23
Cornwall	2.15

Of the local authorities in England, 54.83% of those with an existing devolution deal are in the counties of Greater London, Greater Manchester and North Yorkshire. This is slightly different from 2021 when London, Greater Manchester and the West Midlands were responsible for almost two-thirds of the English population covered by a devolution deal[4].

The table below shows the ten Local Authorities with the highest number of LBNs **not** covered by a devolution deal. As shown, LBNs in the counties of Essex, Kent and Lancashire make up 60% of the top ten without a devolution deal. Tendring in Essex has the highest number of LBNs with no devolution (8), followed by Stoke-on-Trent in Staffordshire (6) and Thanet in Kent (5).

Local Authority	County	Number of LBNs
Tendring	Essex	8
Stoke-on-Trent	Staffordshire	6
Thanet	Kent	5
Basildon	Essex	4
Allerdale	Cumbria	2
Havant	Hampshire	2
Swale	Kent	2
Burnley	Lancashire	2
Rossendale	Lancashire	2
Northampton	Northamptonshire	2

Neighbourhood plans

Neighbourhood plans aim to empower communities in shaping the areas in which they live and work and in supporting new development proposals. The intension of the policy is to devolve power to communities to enable them to develop a shared vision for their neighbourhood and shape the development and growth of their local area.

The table below shows the total number of neighbourhood plans for LA-LBNs, LA-other deprived and England, as well as the amount of neighbourhood plans per 100,000 people. LA-LBNs have a lower concentration of neighbourhood plans (3.04 per 100,000 people) compared to LA-other deprived (3.34 per 100,000 people) and England as a whole (5.19 per 100,000 people).

Area	Total number of neighbourhood plans	Neighbourhood plans per 100,000 people
LA-LBNs	579	3.04
LA-other deprived	1,063	3.34
England	2,936	5.19

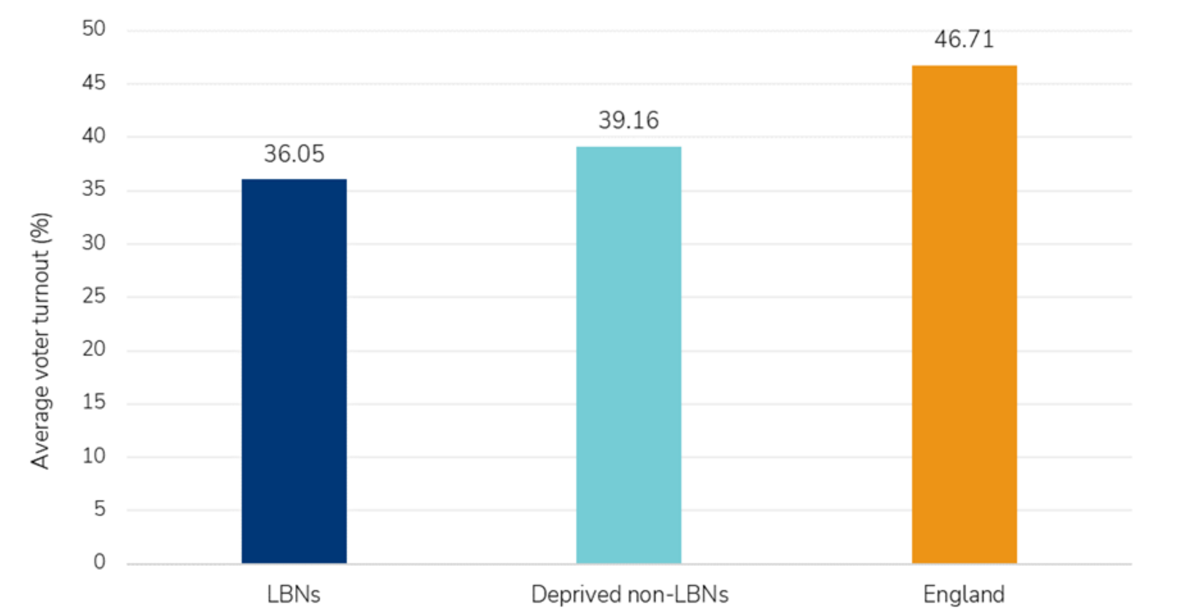
The table below shows the five local authorities without any neighbourhood plans which contain the highest number of LBNs. As shown, the local authorities of Halton and Sunderland both contain 8 LBNs, equating to the highest number of LBNs in any local authority without a neighbourhood plan. Two local authorities in North Yorkshire (Middlesbrough and Redcar and Cleveland) contain the next highest number of LBNs (5 and 3, respectively), followed by Sandwell in the West Midlands which contains 2.

LA-LBN	County	Number of LBNs
Halton	Cheshire	8
Sunderland	Tyne and Wear	8
Middlesbrough	North Yorkshire	5
Redcar and Cleveland	North Yorkshire	3
Sandwell	West Midlands	2

Voter turnout

The chart below shows the average voter turnout rate (%) at the most recent Local Council Elections[4] across LBNs, Deprived non-LBNs and England.

Average voter turnout (%) in LA-LBNs, LA-other deprived and England



Source: Electoral Commission 2022

[4] Not all areas sit local elections at the same time so the turnout rate is showing for the most recent election held in each ward. However, year on year turnout has been upweighted to the average turnout in 2022 to mitigate against variations in national turnout across different years which can be affected by external factors including the socio-political context, weather conditions or whether the local election is concurrent with other elections (for example, turnout is generally higher when general elections coincide with local ones).

As shown, LBNs had a lower voter turnout (36.05%) compared to Deprived non-LBNs (39.16%) and England (46.71%).

The table below lists the ten LBNs with the lowest average voter turnout at the most recent Local Council Elections. As shown, Marfleet in Kingston upon Hull has the lowest voter turnout of all LBNs, with 17.8% of all registered voters participating in the latest local election. Of the ten LBNs with the lowest voter turnout, 60% of these are located in the local authority of Kingston upon Hull.

'Left behind' neighbourhood	Local Authority	Average voter turnout (%)
Marfleet	Kingston upon Hull, City of	17.8
Bransholme East	Kingston upon Hull, City of	19.1
Warren Park	Havant	20.1
Southcoates East	Kingston upon Hull, City of	21.3
Orchard Park and Greenwood	Kingston upon Hull, City of	22.6
Longhill	Kingston upon Hull, City of	22.8
Southcoates West	Kingston upon Hull, City of	23.1
Shard End	Birmingham	23.2
Grange	Halton	23.5
Lee Chapel North	Basildon	23.5

Self-reported metrics of democratic engagement

The Community Life Survey provides a range of data on the extent to which the local community participates and engages in local democratic processes. Unfortunately, the sample size of the survey is insufficient to provide data at below national level. However, the 2015/16 and 2017/18 iterations of the Community Life Survey are published with the associated Classification for Output Areas (2011 OAC)[5] of each respondent in the survey. Using the 2011 OAC it is possible to allocate response rates to Output Area level based on their OAC group membership.

The following topics in the survey provide valuable insights into the variations in local democratic and civic engagement across different types of neighbourhoods:

- People who have not taken part in a consultation about local services or issues in their local area.
- People who are not a member of a local decision-making group e.g. group set up to regenerate the local area, tackle crime problems, making decisions on local health or education services, tenants' group decision making committee, group making decisions on local services for young people or the local community.
- People who have not been personally involved in helping out with local issue/activity
- People who have not taken part in community groups clubs or organisations e.g. children's education/schools, youth/children's activities, education for adults, Sport/exercise (taking part, coaching or going to watch), religion, politics, health, disability and social welfare, older people, safety, first aid, the environment, animals, justice and human rights, local community or neighbourhood groups, citizens groups, hobbies, recreation/arts/social clubs.
- People who have not taken part in any civic engagement.
- People who have not been engaged in formal or informal volunteering in the last month.
- Can influence decisions affecting the local area.

[5] The OAC is produced as a collaboration between the Office for National Statistics and University College London - https://data.cdrc.ac.uk/dataset/output-area-classification-2011#:~:text=The%202011%20Classification%20for%20Output,Statistics%20and%20University%20College%20London.

The table below compares the performance of LBNs, Deprived non-LBNs and England on each of these measures.

Engagement and participation indicators			
	LBN	Other deprived areas	England
Not taken part in a consultation about local services or issues in your local area	87.1	86	82.7
Not a member of a local decision-making group	93.9	93.4	91.9
Not been personally involved in helping out with local issue/activity	86.7	86	82.8
Not taken part in community groups clubs or organisations	21	20.2	16.6
Taking part in any civic engagement	37.7	39.3	43.2
Can influence decisions affecting the local area	27.6	30.2	31.3

LBNs perform less well on key measures of engagement than across other deprived areas and England as a whole across all of the key local democracy engagement measures included in the survey.

218 of the 225 LBNs (96.9%) have lower proportions of people taking part in any civic engagement than the England average (43.2%).

The table below shows the 10 LBNs with the lowest proportion of people taking part in any civic engagement. The lowest rates of civic engagement were in St Helens in Barnsley, with 31.9% of people taking part in any civic engagement over the last 12 months.

'Left behind' neighbourhood	Local Authority	% taking part in any civic engagement
St Helens	Barnsley	31.9
Barrow Island	Barrow-in-Furness	32.2
Bondfields	Havant	32.3
Horden	County Durham	32.8
Shirebrook North West	Bolsover	32.8
Redhill	Sunderland	32.9
Trimdon and Thornley	County Durham	33.1
Moss Bay	Allerdale	33.1
Craghead and South Moor	County Durham	33.3
Halton Castle	Halton	33.7
Source: Community Life Survey 2015/16 and 2017/18		

The table below shows the 10 LBNs with the highest proportion of people **not** taking part in a consultation about local services or issues in their local area. 221 of the 225 LBNs (98.2%) have higher proportions of people not taking part in a consultation about local services or issues in their local area than the England average (82.7%).

The lowest rates of participation were in Horden in County Durham, with 90.2% of people not taking part in a consultation about local services or issues.

‘Left behind’ neighbourhood	Local Authority	% not taking part in a consultation about local services or issues
Horden	County Durham	90.2
St Helens	Barnsley	90.1
Craghead and South Moor	County Durham	89.6
Redhill	Sunderland	89.6
Southcoates West	Kingston upon Hull, City of	89.5
Shirebrook North West	Bolsover	89.5
Moss Bay	Allerdale	89.4
Page Moss	Knowsley	89.3
Grangetown	Redcar and Cleveland	89.1
Trimdon and Thornley	County Durham	89.1
Source: Community Life Survey 2015/16 and 2017/18		

The table below shows the 10 LBNs with the highest proportion of people who are **not** a member of a local decision-making group[6]. 218 of the 225 LBNs (96.9%) have higher proportions of people who are **not** a member of a local decision-making group than the England average (91.9%).

The lowest rates of membership of local groups were in Southcoates West in Kingston upon Hull, where 97.5% of people were **not** a member of a local decision-making group.

‘Left behind’ neighbourhood	Local Authority	% **not** a member of a local decision-making group
Southcoates West	Kingston upon Hull, City of	97.5
Horden	County Durham	96.5
Craghead and South Moor	County Durham	96.5
Page Moss	Knowsley	96.4
Stacksteads	Rossendale	95.6
Aycliffe West	County Durham	95.6
Barrow Island	Barrow-in-Furness	95.5
St Oswald	Sefton	95.4
Bransholme West	Kingston upon Hull, City of	95.4
Annfield Plain	County Durham	95.4
Source: Community Life Survey 2015/16 and 2017/18		

Local government funding

The chart below compares ‘Core spending power’ per household across LA-LBNs, LA-other deprived and England.

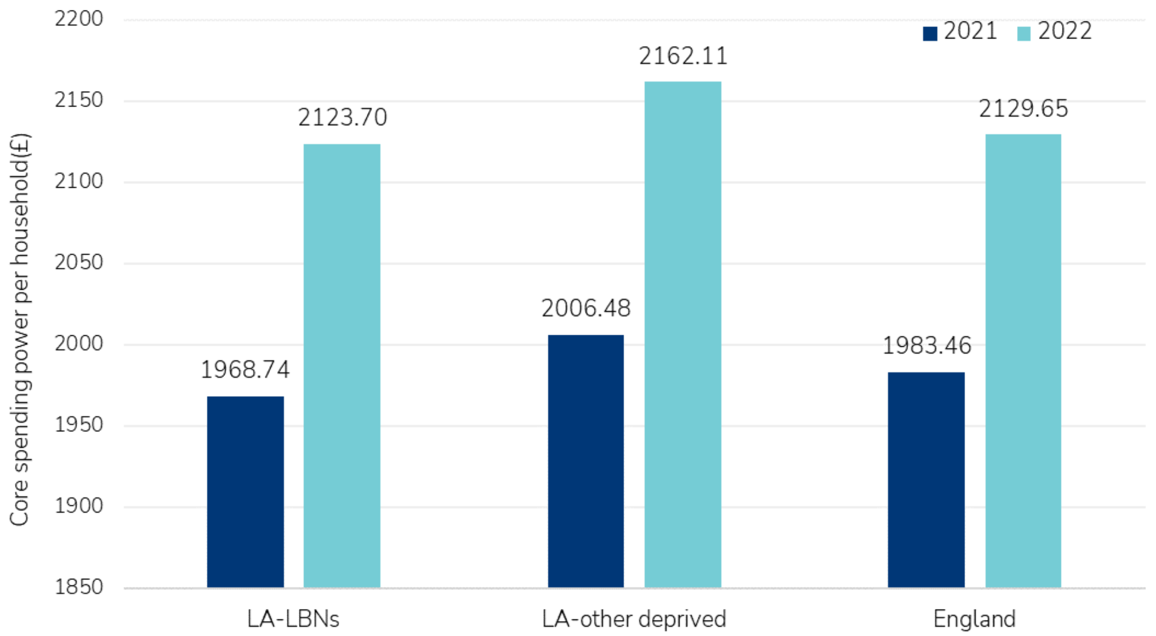
Core spending power encompasses funding from key government funding streams[7] including:

[6] For example, a group set up to regenerate the local area, tackle crime problems, making decisions on local health or education services, tenants' group decision making committee, group making decisions on local services for young people or the local community

[7] The figures presented in Core Spending Power do not reflect the changes to Settlement Funding Assessment made for authorities with increased Business Rates Retention arrangements. For information about authorities with increased Business

- Settlement Funding Assessment
- Compensation for under-indexing the business rates multiplier
- Council Tax Requirement excluding parish precepts
- Improved Better Care Fund
- New Homes Bonus
- New Homes Bonus returned funding
- Rural Services Delivery Grant
- Transition Grant
- Adult Social Care Support Grant
- Winter Pressures Grant
- Social Care Support Grant
- Social Care Grant[8]
- Market Sustainability and Fair Cost of Care Fund
- Lower Tier Services Grant
- Services Grant

Funding per household across 2021 and 2022 for LA-LBNs, LA-other deprived and England



Source: Department for Levelling Up, Housing and Communities 2022

Households in LA-LBNs receive slightly lower levels of government funding per head than the average across England in both 2021 (£1,968.74 and £1,983.46, respectively) and 2022 (£2,123.70 and £2,129.65, respectively) – despite higher overall socio-economic needs. Moreover, LA-LBNs saw considerably lower funding than across LA-other deprived areas in both years.

Rates Retention arrangements please refer to the Explanatory Note. For Settlement Funding Assessment figures after adjustments for authorities with increased Business Rates Retention arrangements please see the Key Information for Local Authorities table. Council Tax for Greater Manchester Combined Authority has been updated to reflect only the fire element of the General Functions precept as published by the Mayor. These calculations do not include the £20 cash precept flexibility for the Greater London Authority.

[8] Adjustments have been made to Social Care Grant and improved Better Care Grant allocations to correct for historic errors in council tax reporting by a small number of local authorities.

The table below lists the five Local Authorities containing LBNs with the lowest amount of funding per household in 2021 and 2022. Although funding still increased over the year, households in Bournemouth received the lowest amount of funding per household in 2021 (£1,692.29) and 2022 (£1,827.05). Worcester, Warrington and West Northamptonshire were also all in the top five Local Authorities containing LBNs receiving the lowest amount of funding per household across both years.

Year	Local Authorities containing LBNs	County	Core spending power per household (£)
2021	Bournemouth	Dorset	1,692.29
2021	Worcester	Worcestershire	1,724.55
2021	Warrington	Cheshire	1,727.55
2021	West Northamptonshire	Northamptonshire	1,734.30
2021	Chesterfield	Derbyshire	1,734.99
2022	Bournemouth	Dorset	1,827.05
2022	West Northamptonshire	Northamptonshire	1,845.82
2022	North West Leicestershire	Leicestershire	1,847.52
2022	Warrington	Cheshire	1,850.39
2022	Worcester	Worcestershire	1,866.96

Appendix: Indicator metadata

Indicator	Description	Source and Date
Proportion of the population living in areas with a devolution deal	Devolution status using three broad categories: well established and complete devolution deals ('Existing Devolution Deal %), well developed plans and a high degree of local agreement in seeking devolution ('Active Devolution Talks %) and no current progress towards a devolution deal (No Devolution Deal %).	Department for Levelling Up, Housing and Communities 2022
Average number of neighbourhood plans	This data on the average number of neighbourhood plans is based on research by DLUHC of known designated neighbourhood planning areas across England. It covers: • The name of the neighbourhood planning area, • The local authority (using LA's in operation since April 2021) • The latest stage of progress in developing a neighbourhood plan • Referendum results This information is already public and brings together data spread across several hundred local authority websites for neighbourhood planners and researchers to use as a resource. This is based on DLUHC research of local authority websites, and may contain inaccuracies. Data as taken from the Neighbourhood planning internal research dated 4th November 2021.	Department for Levelling Up, Housing and Communities 2021
Community Life Survey	The Community Life Survey provides a range of data on the extent to which a community feels connected to their neighbourhood, the strength of community networks and levels of social connectedness.	Community Life Survey 2015/16 and 2017/18
Voter turnout	Valid votes turnout (%) at the most recent Local Council Elections. Note, there is some local variation in the frequency and dates of local elections, with different parts of the country going to the polls at different times and at different intervals. Caution is therefore advised when drawing direct comparisons between local areas, as the socio-political context and weather conditions vary from year to year with associated impacts on turnout rates. Another factor affecting turnout is whether the local election is concurrent with other elections (for example, turnout is generally higher when general elections coincide with local ones. We have included suggested steps to mitigate against this by	Electoral Commission 2022

	adjusting estimates from previous years to the 2022 average turnout.	
Core spending power	Core spending power encompasses funding from key government funding streams[9] including: • Settlement Funding Assessment • Compensation for under-indexing the business rates multiplier • Council Tax Requirement excluding parish precepts • Improved Better Care Fund • New Homes Bonus • New Homes Bonus returned funding • Rural Services Delivery Grant • Transition Grant • Adult Social Care Support Grant • Winter Pressures Grant • Social Care Support Grant • Social Care Grant[10] • Market Sustainability and Fair Cost of Care Fund • Lower Tier Services Grant • Services Grant	Department for Levelling Up, Housing and Communities 2022

[9] The figures presented in Core Spending Power do not reflect the changes to Settlement Funding Assessment made for authorities with increased Business Rates Retention arrangements. For information about authorities with increased Business Rates Retention arrangements please refer to the Explanatory Note. For Settlement Funding Assessment figures after adjustments for authorities with increased Business Rates Retention arrangements please see the Key Information for Local Authorities table. Council Tax for Greater Manchester Combined Authority has been updated to reflect only the fire element of the General Functions precept as published by the Mayor. These calculations do not include the £20 cash precept flexibility for the Greater London Authority.

[10] Adjustments have been made to Social Care Grant and improved Better Care Grant allocations to correct for historic errors in council tax reporting by a small number of local authorities.