

**REPORT TO:** Executive Board

**DATE:** 4<sup>th</sup> December 2008

**REPORTING OFFICER:** Strategic Director, Corporate and Policy

**SUBJECT:** Neighbourhood Management

**WARDS:** Appleton, Castlefields, Halton Lea,  
Kingsway, Riverside, Windmill Hill

## **1.0 PURPOSE OF THE REPORT**

1.1 To consider the development of neighbourhood management in Halton up to and beyond the end of Government funding in March 2010.

## **2.0 RECOMMENDED: That**

- (1) The Halton Neighbourhood Management Partnership develop a detailed business case for Neighbourhood Management after 2010, and Corporate Services PPB review this.
- (2) the Council supports the continuation of present Neighbourhood Management arrangements at least until March 2010.
- (3) It is confirmed that the Council will retain and fund Area Forums under any future arrangements.

## **3.0 WHAT IS NEIGHBOURHOOD MANAGEMENT TRYING TO ACHIEVE?**

Since 2006 Halton has received government funding to develop neighbourhood management in those areas of the Borough that fell within the 3% most deprived under the 2004 Index of Multiple Deprivation. Since April 2008 this has been part of Halton's Area Based Grant allocation, and continues until March 2010.

Work is being focused in three pilot neighbourhoods, each of which fell within the above category; Central Widnes, Hallwood Park & Palace Fields and Castlefields & Windmill Hill.

Neighbourhood management is designed to help close the gap between our most deprived neighbourhoods and the rest of the Borough, with regards to health, education, employment and crime

Over the years, many programmes have come and gone without lasting impact on health, education, employment, or crime and safety. That is not to say that they have not made a difference – many areas have been physically transformed – but they have had less impact on deep-seated deprivation. It may be the case that individuals and households which become more affluent move out, so that individuals' quality of life has been improved, but neighbourhood statistics have

not. However, research suggests that in such cases residents remain within a mile or so of their original home.

Neighbourhood Management therefore seeks to take a different approach. The aim is that working with residents and partners, existing service delivery mechanisms which are demonstrably not having sufficient impact will be changed to reflect the requirements of the local community. Neighbourhood Management is not about projects and grants but is aimed at smarter use of existing mainstream resources. It should deliver more bang for the existing buck.

#### **4.0 GOVERNMENT FUNDING AND GUIDANCE**

The Government tested this approach through two rounds of Neighbourhood Management pilots (35 in total). They commenced in 2002 and 2004 and are funded for 7 years. In 2006 this approach was extended to all areas with hotspots of deprivation through Neighbourhood Element Funding (but funded for 4 years only, 2006/7 to 2009/10). Halton received funding for one neighbourhood, but taking account of existing provision, we were able to stretch it across three neighbourhoods. The Government funding model assumed that nearly all of the grant would be directed to staffing, but recognising existing provision (for example PCSOs and Wardens), and concerns that money should go into services with the neighbourhoods, almost half of Halton's neighbourhood element has been available to fund direct interventions. In some ways this had been a disadvantage, because it reinforces the short-term project-based mentality.

#### **5.0 EVALUATION OF THE NATIONAL NEIGHBOURHOOD MANAGEMENT PATHFINDER PROGRAMME**

In October this year CLG published the final evaluation of the national neighbourhood management pathfinder programme. The pathfinder partnerships have been operating considerably longer than here in Halton, and therefore are more established and have been able to start tracking change from their starting baselines in 2001.

***Engaging communities;*** The evaluation team found that;

'the number of residents engaged has steadily increased and this has benefited service providers by providing them with access to local 'intelligence' on needs and views on services, better access to 'hard to reach' groups and improved consultation.' (Page 5)

***Influencing Services*** The evaluation team found that;

'.....consistent engagement with a wide range of service providers over a number of years – including services beyond the local authority and 'grime and crime'.

**Impact** Because of by its very nature, neighbourhood management focuses on relatively small-scale (in terms of spending) yet often very complex strategic interventions it will always be difficult to evaluate and identify measurable impact over very short timescales. However, the Evaluation Team found positive measurable impact across areas such as resident satisfaction, satisfaction with policing & environmental services and influence on local decision making.

However, perhaps a much more significant impact that bodes well for the future found the team was that;

*'...improved working cultures and innovative practices within service provider organisations .....the implications of which are likely to be felt beyond the boundaries of each pathfinder.'*

## **6.0 WHAT HAS BEEN ACHIEVED SO FAR?**

It is still far too early to look for improvements in outcomes or the narrowing of gaps in Halton. The Neighbourhood Management Team was not in place until November 2006 and the governance arrangements were completed by March 2007. Therefore, 2007/8 was the first full year of operation and during this formative period it is unlikely that the activities that took place affected outcome indicators for that year. Indeed, some interventions, such as the Men's Health Programme, will take years before there is any impact on mortality rates.

Activities in the first years tended to be short term, cleaner/greener approaches – Clean Ups, Fun Days etc. These activities address some immediate concerns expressed by the residents and members, and build cohesion, engagement and awareness.

Changing service-delivery on bigger issues will take longer. A series of thematic partnership groups have been established in each neighbourhood to develop ideas for health, skills, employment etc. Action plans have now been drawn up for each neighbourhood. Some early progress has already been achieved in health – the Men's Health Programme has improved access to screening for that group, and health facilities in Windmill Hill are to be developed.

Achievements to date could be summarised as follows:

### **1. Building the Foundations**

- improved networking and information sharing among the partners
- partners' targets and objectives are beginning to be aligned
- improved engagement of residents and groups
- recognition locally, and amongst service providers

2. Impact –**Crime** Between 2005 and 2008 the ‘gap’ in the fear of crime between the three NMAs and the Borough as a whole closed by 9.3% (Daytime) and 15.3% (darkness).

|                               | 2006 |      | 2008 |      | Change<br>+/-% |       |
|-------------------------------|------|------|------|------|----------------|-------|
|                               | D    | N    | D    | N    | D              | N     |
| Central Widnes                | 76   | 31.1 | 91.2 | 50.0 | +15.2          | +18.9 |
| Hallwood Park & Palace Fields | 82.1 | 33.3 | 84.6 | 43.5 | +2.5           | +10.2 |
| Castlefields & Windmill Hill  | 80.9 | 34.0 | 91.4 | 54.8 | +10.5          | +20.8 |
| ALL N'hood Man Areas          | 79.3 | 33.0 | 89.8 | 49.9 | +10.5          | +16.9 |
| HALTON (Baseline 2005)        | 92.6 | 55.4 | 93.8 | 57.0 | +1.2           | +1.6  |

**D** = % residents who feel safe going out in the daytime - therefore higher is better

**N**= % residents who feel safe going out after dark

**Satisfaction** Just over 70% of respondents in each Neighbourhood Management Area are satisfied with their local area as a place to live. but the overall figure (73.1%) is slightly lower than the overall figure for the Borough (79.2%) (HSP survey).

However, least a third of respondents in each area agreed that their local area has **improved** as a place to live over the past two years. The overall figure (47.0%) is higher than that of the Borough wide percentage (39.1%).

**Levels of engagement** In Quarter 1 (2008/9) the following engagement figures were recorded for the three NMAs

|                                 |       |
|---------------------------------|-------|
| Nature of Involvement           | Total |
| Direct (meetings etc)           | 693   |
| Indirect (Receipt of info etc.) | 5924  |
| Total                           | 6617  |

This is a new PI and effectively a baseline.

## 7.0 FUTURE DEVELOPMENT

The Neighbourhood Management Board reviewed progress at an awayday in July 2008. The following key areas of work were endorsed for the partnership:

- A restatement of the partnership’s neighbourhood management ‘vision’.

- To track the 'closing the gap' with regard to key indicators between the neighbourhood management areas and Halton.
- To investigate the value for money/business case for the sustaining neighbourhood management beyond 2010.
- To reach a consensus about if, when and how to roll out' neighbourhood management after 2010 beyond the current pilot areas.

A copy of the full progress report presented to Corporate Services PPB in September is appended for information.

It is recommended that Executive Board confirm the Council's support for the continuation of Neighbourhood Management for the duration of the current funding, and support the key areas of future work agreed by the partnership. This work will form the basis for subsequent consideration of the future for neighbourhood arrangements in Halton after April 2010.

Some concerns have been expressed about the relationship of Area Forums to Neighbourhood Management, and that Area Forum funding may be required to subsidise Neighbourhood Management in the future. Area Forums perform a different and complementary function, and it is recommended that Executive Board confirm the Council's intention to retain Area Forums, and that there is no current plan to alter their funding arrangements.

## **8.0 POLICY IMPLICATIONS**

Engagement and empowerment are key elements of the national policy agenda, as expressed through the Local Government and Public Involvement in Health Act, associated statutory guidance and the community empowerment white paper.

We have made commitments to closing the gap between Halton's most deprived wards and the rest of the Borough in the Community Strategy and LAA. Neighbourhood Management arrangements are critical to our ability to deliver these commitments.

## **9.0 OTHER IMPLICATIONS**

The operational cost of the neighbourhood management partnership team is currently around £225,000 per year, excluding neighbourhood grant "pots", which is currently met by Government Area-Based Grant. This ends with effect from March 2010.

It is estimated that over the first two years of operation the partnership attracted at least the same amount of additional public investment each year into the three neighbourhood management areas either directly or 'in kind' by the allocation of additional resources.

## **10.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **10.1 Children and Young People in Halton**

### **10.2 Employment, Learning and Skills in Halton**

### **10.3 A Healthy Halton**

### **10.4 A Safer Halton**

### **10.5 Halton's Urban Renewal**

Neighbourhood Management can facilitate the delivery of our ambitions under all five priorities in some of our most disadvantaged communities.

## **11.0 RISK ANALYSIS**

The persistence of the gaps between the most deprived parts of Halton and the rest of the Borough indicate that without targeted intervention we will be unable to achieve our objectives to narrow those gaps. There is a risk that failure to develop an evidence based business case for any future intervention will result in inefficient use of resources. There is also a risk that undue delay in determining our approach will lead to the loss of experienced staff, with a consequent impact on capacity to deliver.

## **12.0 EQUALITY AND DIVERSITY ISSUES**

Neighbourhood Management has been recognised as a key plank in our approach to reducing inequalities in Halton.

## **13.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

| <b>Document</b>  | <b>Place of Inspection</b>                                    | <b>of</b> | <b>Contact</b>   |
|--|---|-----------|--|
| Neighbourhood Management Pathfinders; Final Evaluation Report (CLG Oct 08) | Director Neighbourhood Management's office, Runcorn Town Hall | of        | Nick Mannion<br>Neighbourhood Management Director<br>0151 471 7470<br><a href="mailto:Nicholas.mannion@halton.gov.uk">Nicholas.mannion@halton.gov.uk</a> |

**REPORT TO:** Corporate Services Policy and Performance Board

**REPORTING OFFICER::** Strategic Director Corporate and Policy

**DATE:** 9<sup>th</sup> September 2008

**SUBJECT:** Neighbourhood Management Update

**WARDS** Appleton, Castlefields, Halton Lea, Kingsway, Riverside, Windmill Hill

**1. PURPOSE OF REPORT**

To inform the Board on progress in developing neighbourhood management in Halton.

**2. RECOMMENDATION**

The Board notes the report.

**3. BACKGROUND**

Since 2006 Halton has received to develop neighbourhood management in those areas of the Borough that fell within the 3% most deprived under the 2004 Index of Multiple Deprivation. Since April 2008 this has been part of Halton's Area Based Grant allocation, and continues until March 2010.

Work is being focused in three pilot neighbourhoods, each of which fell within the above category; Central Widnes, Hallwood Park & Palace Fields and Castlefields & Windmill Hill.

Neighbourhood management is designed to help close the gap between our most deprived neighbourhoods and the rest of the Borough, with regards to health, education, employment and crime. A strategic partnership board made-up of key local service providers, elected members, resident representatives and the voluntary sector, currently oversees the development of neighbourhood management in Halton. The board reports directly to the Halton Strategic Partnership Board.

In addition to the 'strategic board', there are well-established neighbourhood boards working in each of the three neighbourhoods. The three neighbourhood boards include local residents, key local service providers, local stakeholders and ward councillors.

#### 4. SUMMARY OF KEY DEVELOPMENTS OVER THE PAST QUARTER

The Halton Neighbourhood Management Board has met twice since your last meeting; on 3<sup>rd</sup> June and on 15<sup>th</sup> July 2008. The board also had an 'awayday' at Norton Priory on 8<sup>th</sup> July 2008 (See section 5)

(a) Key issues at the June meeting were;

- Councillor John Swain was re-elected chair and Windmill Hill resident Clare Nelson, vice-chair for the 2008/9 municipal year.
- A presentation and review of the partnership's service agreement with the Borough Council's Community Development service was received. The agreement is currently scheduled to end in March 2009.
- The board also received a report outlining the partnership's delivery of its 2007/8 Action Plan. Overall, progress in the delivery of the partnership's first action plan was satisfactory, with 10 (77%) out of the 13 key objectives being assessed as 'green' by the year end. An analysis of each of the those objectives and milestones that attracted a 'red' light highlighted shared key factor across all of them as to why progress has been slower than planned or had stalled. Briefly, pressure on staff resources both within the neighbourhood management team and in key partners was the major contributory factor. Therefore, it could be said that we were a little too ambitious last year when the Action Plan was agreed as to what could be delivered with the resources and the time available
- In 2007/8 32 Quick Response Fund & Community Action Fund grants were made by the neighbourhood boards, for a total of £35,997.48. Reports from the partnership's appraisal panel on mid-point reviews of two major neighbourhood management supported interventions (Kooldown Plus and Neighbourhood Pride) were also considered.

(b) Key issues at the July Halton Neighbourhood Management Board

- A presentation on the innovative Men's Health service developed by Halton & St. Helens Primary care Trust ('PCT') was received.
- A draft Development Plan for the partnership covering the period up to the end of external funding for the development of neighbourhood management in Halton, March 2010 was discussed. The plan was drafted to take into account ongoing work from last year's action plan, David Winchurch's report, and the key issues identified at the Awayday the previous week. After a discussion and with some amendments to objectives and performance indicators it was approved and adopted.
- The board also agreed to set-up a small working group to review the partnership's Risk Register.

(c) Neighbourhood Management Boards.



The three neighbourhood management boards are continuing to develop, with all three now having evolving Neighbourhood Action Plans and growing programmes of events and interventions.

(d) Other relevant issues;

- Training sessions on the subjects of project appraisal (to provide partnership members with the skills and knowledge to examine applications for funding from the partnership's Intervention Budget) and an 'Introduction to Neighbourhood Management' were offered in Spring. Attendance was good, and participant feedback was very positive. Further training opportunities are in the process of being set-up for the Autumn.
- Neighbourhood management was singled out for particular praise in the Audit Commission's recently published Comprehensive Performance Assessment ('CPA') of the Borough Council – paragraph 8 on page 6.
- The latest update on the statistical baselines for each of the three neighbourhood management areas should be available by the date of your meeting.

## **5. THE DEVELOPMENT OF NEIGHBOURHOOD MANAGEMENT IN HALTON.**

The Halton Neighbourhood Management Board had a well attended and productive board awayday at Norton Priory on 8<sup>th</sup> July. The event was externally facilitated by Dr Helen Kara.

The main focus of the awayday was to scrutinise in detail the recommendations contained in the Winchurch report relating to the future development of the partnership, to discuss partnership development priorities between now and the end of external funding in 2010, and how to best maintain the ongoing development of neighbourhood management in Halton after 2010.

The strong view of participants was that whilst much has been achieved to date, there remains much work to be done to secure the future of neighbourhood working here in Halton.

The consensus was that the partnership needs to 'kick-on' over the remaining period of external funding up to 2010 to embed neighbourhood working and resident engagement within the broader evolving empowerment, inclusion and cohesion agenda currently being set at national level for local authorities and wider public services.

Pursuant to this, the Awayday set the following key areas of work for the partnership over the coming months;

- A restatement of the partnership's neighbourhood management 'vision'.

- To track the 'closing the gap' with regard to key indicators between the neighbourhood management areas and Halton.
- To investigate the value for money/business case for the sustaining neighbourhood management beyond 2010.
- To reach a consensus about if, when and how to roll out' neighbourhood management after 2010 beyond the current pilot areas.

## **6. INTERVENTION ACTIVITY & EXPENDITURE**

The neighbourhood boards' grant awarding panels continue to consider applications from local community and voluntary groups seeking small and medium sized grants from their respective allocated budgets for a wide range of events, projects and activities.

The three neighbourhood boards are working, via thematic groups, on the best use of their delegated Intervention Budget to deliver the key priorities contained in their respective Neighbourhood Action Plans.

The partnership's overall level of expenditure is in line with its budget for 2008/9.

## **7. EMERGING ISSUES**

- Negotiations with SSP's regarding the agreement of local targets for the neighbourhood management areas within Halton's 2008 LAA.
- Working with the relevant lead organisations regarding the key priorities set out in the HSP's commissioning pot.
- To start the planning process to sustain and develop neighbourhood management in Halton post-2010.

## **8. POLICY IMPLICATIONS**

Neighbourhood Management is intended to help the Council and its partners to deliver the objectives in the Community Strategy and Corporate Plan in relation to closing the gap between the quality of life in the most disadvantaged areas and that in the rest of Halton.

## **9. OTHER IMPLICATIONS**

None

## **10. IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

**10.1 Children and Young People in Halton**

**10.2 Employment, Learning and Skills in Halton**

**10.3 A Healthy Halton**

10.4 **A Safer Halton**

10.5 **Halton's Urban Renewal**

Neighbourhood Management aims to support the delivery of objectives under all of the Council's key priority areas.

**11. RISK ANALYSIS**

N/A

**12. EQUALITY AND DIVERSITY ISSUES**

Neighbourhood Management aims to reduce geographical inequalities with the Borough.

**LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

| <b>Document</b>   | <b>Place of Inspection</b> | <b>Contact Officer</b>   |
|---|----------------------------|--|
| National Strategy for Neighbourhood Renewal<br>Halton LAA | Runcorn Town Hall          | Nick Mannion<br>Neighbourhood Management Director<br>0151 471 7470<br><a href="mailto:Nicholas.mannion@halton.gov.uk">Nicholas.mannion@halton.gov.uk</a> |
| Neighbourhood Management Delivery Plan                    |                            |  |
| Minutes of Neighbourhood Management Board meetings        |                            |  |