

GOOD PRACTICE IN NEIGHBOURHOOD MANAGEMENT

Report to Liverpool Housing Trust

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EXECUTIVE SUMMARY

1. Introduction

This report evaluates current approaches to Neighbourhood Management (NM) in both Local Authority estates and mixed tenure areas in order to define the range of potential interventions involved and identify enabling and constraining influences and critical success factors. It also explores the role of different agencies, in particular social housing providers. Its purpose is to report good practice in NM in order to help LHT discern its potential for improving service delivery to both existing and potential customers.

The report is based on evidence culled from a variety of sources including a literature review, good practice networks, NM Pathfinder national evaluation reports, semi-structured telephone interviews with NM practitioners and five case studies.

2. Definitions, rationale and implications for social housing providers

Neighbourhood Management has been defined in three different ways:

- as a logical extension of more longstanding localised approaches to housing management and other basic services (e.g Power),
- better co-ordination of the whole gamut of service provision to improve the lot of deprived areas (NRU)
- part of wider efforts to increase local authorities' responsiveness and accountability, build community capacity and further develop multi-agency working at all levels (Local Government Association).

Consequently, NM has taken varying organisational forms, involved different lead agencies and been applied in areas of different size and character. Despite this variation, there is a growing consensus that NM involves at the very minimum: the appointment of a dedicated local co-ordinator or manager; a multi-agency approach; community involvement; action at neighbourhood-level and a focus on improving the co-ordination, responsiveness and effectiveness of mainstream public services.

There is *prima facie* a strong case for RSLs playing an active role in NM in neighbourhoods in which they hold sizeable stock given their long term stake in such areas and inherent strengths. The quality of local services can have a key bearing upon the popularity of social housing and this is especially true in the north of England where there is greater choice of accommodation. However, RSLs need to weigh carefully the costs and benefits associated with different forms of involvement as the NM agenda is complex, time consuming and can involve significant transaction costs. The resulting diversion of resources could adversely affect core functions and tenants in non-targeted areas. Northern RSLs have to reconcile conflicting demands and meet various Housing Corporation and legislative requirements despite constraints on their rental income associated with rent restructuring and lower demand for housing.

3. Overview of current NM practice: What, where, how, why?

There are currently about 140 operational NM initiatives in England. The majority have been sponsored by Local Authorities and Local Strategic Partnerships but some have been led by Registered Social Landlords, Single Regeneration Budget Partnerships, New Deal for Communities Partnerships and Development Trusts. In most cases, NM is being developed in urban areas and is either being introduced on a local authority-wide basis through sub-division of administrative areas into 'neighbourhoods' of up to 30,000 population or piloted in deprived residential neighbourhoods containing between 4-18k people.

All NM initiatives have a Neighbourhood Manager and in most cases a support Team whose size hinges on level of funding. Complexity and formality of organisational arrangements critically depend on the amount of development funding available. Most feature a multi-agency Steering Group or Board supported by a series of task groups addressing issues of local concern.

A wide variety of service providers are involved in NM initiatives and most commonly local authorities, LSPs, voluntary and community groups, Police, PCT, Jobcentre Plus, RSLs, schools and colleges. Agency involvement has been mainly conditioned by their degree of interest in the targeted area and ability to respond to issues of local concern. Close involvement of residents in planning and management of NM initiatives is also a consistent feature.

RSLs are involved in about half of all NM initiatives. They have generally had a low profile in Round 1 NMP programmes mainly because resolution of crime, street environment and youth-related issues have been of higher priority to residents than those relating to housing. However, RSL involvement has recently increased. The NRU is actively encouraging RSLs to lead some of the Round 2 NM Pathfinders, NM is an integral part of some Housing Market Renewal Programmes and stock transfer is another motivation. Factors conditioning the extent of their involvement have included: the scale and condition of their stock, whether major re-development is necessary; the number of different landlords in the area and hence degree of demand for standardised management and lettings policies; their ability/inclination to perform wider role; the stance of other key service providers. RSLs have performed a variety of roles including lead body, managing agent, co-ordinator of landlords' input and key partner (see 3.12 for examples).

A wide variety of measures have been introduced under the banner of NM. Most programmes have initially introduced 'quick wins' projects to address residents' most pressing concerns such as community safety and street cleanliness and build credibility. They have subsequently widened their scope to tackle the National Strategy for Neighbourhood Renewal five floor targets in a joined-up fashion. While many projects are similar to those found in other area-based regeneration programmes, what is distinctive is the way that interventions are used as catalysts for achieving more fundamental changes in the way that services are delivered. Neighbourhood Managers' lack of direct control over service delivery means that it is essential that they develop close relationships with relevant service providers and fully exploit local intelligence, including residents' knowledge.

The main sources of funding for NM have been NRF, NDCs, SRB and Local Authorities. Some RSLs have secured NRF, Round 2 NMP funding and occasionally Housing Corporation support and in some neighbourhoods accessed funding from Area Based Initiatives and more general sources (3.20). Since there is no long term dedicated funding for NM and mainstream budgets are subject to many pressures, one of the core tasks of the Neighbourhood Manager is to persuade service providers to re-engineer existing budgets rather than to fund extensive additional services. Projects which refashion local services must effectively pay for themselves through achieving longer-term efficiency gains. A significant proportion of total costs of NM initiatives therefore comprise revenue funding for the Neighbourhood Manager and support team which can range from £75-175k per annum.

4. Good practice in Neighbourhood Management

Effective NM is essentially about targeting appropriate areas and bringing together the key organisations and individuals to effect the necessary changes in service delivery.

Ideally, designated neighbourhoods should be readily identifiable and meaningful to their inhabitants but with boundaries which are reasonably co-terminous with service areas. Targeting of areas which share characteristics with other parts of a local authority can facilitate the wider application of solutions and hence mainstreaming. From RSLs' perspective, ownership and distribution of stock and the stance of other landlords have an important bearing upon boundary delineation.

Prospects for success heavily depend upon the capacity of the NM Team and its relationship with key service provider personnel and residents. To be effective, the Neighbourhood Manager and support staff require a good level of knowledge of key service areas and the neighbourhood and listening, communication, negotiation and community development skills.

NM initiatives need to mimic the characteristics of other successful partnerships as effective joint working is so central to NM. Partly this is a question of forging healthy relationships based on mutual respect, trust and openness. In NM's case, it is also essential to ensure that partners:

- are committed to the concept at every level of their respective organisations;
- seek to move towards adopting common management information and accountability systems;
- take steps to empower residents by undertaking appropriate training and capacity building.

Most partnerships have adopted an incremental approach to aligning their programmes, activities and systems as learning how to operate together effectively takes time. Involving residents and relevant service providers in workshops which tackle pressing local concerns and identifying and working with key 'agents of change' (either in the form of enlightened professionals or community entrepreneurs) have proved particularly effective methods of building partnerships.

It is still too soon to offer definitive judgements about which programmes and interventions have proved most effective. Many NM initiatives are still in their

infancy and there is a lack of systematic evidence of impact. However, some partnerships appear to have made a flying start. Typically, these have drawn up action plans founded on good neighbourhood intelligence which prioritise actions addressing residents' main concerns and contain piloting exercises, Service Level Agreements and other means of committing agencies (see 4.13). Well received projects included: community audits, re-engineering of waste management and street services, extended police cover, various types of community safety initiatives and better youth provision. Longer term projects with perceived potential included combining housing management and street services, full service schools and different variants of the 'one-stop shop' concept (see 4.15).

Those RSLs which have for some time been pursuing a wider regeneration role have often found themselves in the vanguard of NM. Their input is valued by local authorities and other partners because they possess distinctive strengths. These include: a long-term commitment to an area and hence ability to plan ahead; day-to-day contact with residents and local knowledge; potential to link housing management and street services and employ local people; independence, non-political nature and greater freedom to act quickly than local authorities; project management experience.

5. Case studies of housing organisation involvement in Neighbourhood Management

Generally, the case study findings confirmed those of the wider audit. They particularly emphasised RSLs' ability to play a pro-active role and exert strategic influence through their prominent role in regeneration plans, willingness to act as managing agent and provide necessary staffing and administrative support and co-ordinating role. More generally, the studies re-emphasised the importance of securing the 'buy-in' of key players, early clarification of respective roles, thorough groundwork and aligning action plans with other regeneration programmes. RSL-led interventions showing particular promise included: those providing space for community organisations and service co-location; support for community projects; local training and employment schemes; those promoting better private sector services.

6. Conclusions, implications and next steps

Varying interpretations of NM make it imperative for active participants to understand respective organisational agendas, capacities and aspirations and assess their scope to influence key partners. Careful thought must also be given to how experimental interventions can induce longer lasting changes in mainstream service delivery.

Contextual factors can make the NM task either easier or more difficult. These revolve around neighbourhood recognition, quality of local intelligence, complexity of institutional arrangements, partners' attitude to joint working, their willingness to experiment with alternative approaches to service delivery and also room for manoeuvre including availability of funding (6.10-11).

Most NM initiatives are local authority or LSP-led. High-level political support and executive commitment to NM is crucial. However, evidence thus far suggests that this

can potentially be achieved by alternative organisational means. Some RSL-led NM initiatives are part of wider networks with routes in to the local authority executive and strategic bodies such as the LSP. Other RSLs have entered into formal partnerships with local authorities to secure buy-in. RSLs have a number of distinctive attributes and the scope to play an active if not leading role. However, they need to weigh up the costs, benefits and risks of involvement in deciding whether to engage in NM initiatives and if so, what role they should play. Key criteria include: their capacity to play a more strategic role; ability to influence other partners - especially the local authority; other parties' stance and inclinations; neighbourhood characteristics; the types of joint resourcing envisaged.

Close engagement of both residents and service providers is central to effective NM. The wide variety of different forms of community involvement encountered implies the need for partners to tailor their approach to local circumstances. However, more successful initiatives exhibited recurrent principles and characteristics. These included: listening to community concerns, understanding, communication and feedback, giving residents the option to deliver local services, championing and encouraging community self-help.

Engagement of service providers was secured by: searching for shared agendas, commissioning baseline research on local needs and service provision, making providers aware of how other service delivery impinges upon their operations, measuring interventions' cost-effectiveness and developing one-stop shop facilities.

The more successful NM initiatives shared certain key features. Broadly these concerned the capacity of key players, the quality of relationships, programme coherence, strategic leverage, effectiveness of engagement, performance management and adequacy of funding (6.13).

The report did not discover a magical mix of interventions which will guarantee success. However, the following sorts of projects are likely to form key elements of the 'toolkit' which will need to be applied in ways and combinations to suit local circumstances and residents' wishes: better co-ordination of street services; additional local 'policing', local employment measures, different forms of service integration; funding of community projects.

In the light of the report's findings, we would recommend that LHT:

- enter into a dialogue with local authorities and others about respective interpretations of NM and organisational roles;
- take contextual circumstances into account in deciding how and where to introduce NM;
- review existing interventions and investigate the scope for supplementing these with other measures using good practice from elsewhere.
- monitor and evaluate interventions to test their cost-effectiveness, which will entail separate accounting of NM-related costs.

GOOD PRACTICE IN NEIGHBOURHOOD MANAGEMENT

1. INTRODUCTION

1.1 This report evaluates current approaches to Neighbourhood Management (NM) in both Local Authority (LA) estates and mixed tenure areas in order to:

- define the range of potential interventions involved;
- chart enabling and constraining influences;
- identify critical success factors;
- specify the potential role of a Registered Social Landlord (RSL) in delivering NM.

1.2 Liverpool Housing Trust (LHT) is seeking to:

1. increase its understanding of NM;
2. evaluate whether NM can help it to improve its service delivery to both existing and potential customers;
3. enhance its reputation with local partners and Local Authorities in terms of its approach to service delivery and gain further insight into their expectations of RSLs and LHT in particular;

1.3 This research is designed to assist LHT in this process by providing:

1. An understanding of the main ingredients of success underpinning effective NM approaches;
2. A toolkit of potential NM interventions that it could tailor to develop approaches to:
 - a. Preparing proposals for new areas of work (e.g. tenders)
 - b. Ensuring the sustainability of their existing stock – either as a whole or as geographically defined NM projects
3. Specific advice and recommendations to inform LHT's evaluation of its approach to NM in the Walton/Kirkdale and Castlefields areas in which it holds major stock.

1.4 This report summarises the results of an audit of different approaches to NM and salient examples of good practice. In an attempt to capture as much evidence as possible, we have used a variety of search techniques and sources:

- findings from the national evaluation of the 20 NM Pathfinders;
- intelligence from NM networks e.g. National NM Network, West Midlands Network;
- literature review;
- semi-structured telephone interviews with NM experts (7), Government Offices for the Regions (9) and Housing Corporation regional offices (9) and LAs and RSLs involved in particular NM initiatives (9);
- five case studies of NM initiatives in which housing organisations have played a leading or key role (Poplar HARCA, Tower Hamlets; INclude, Liverpool; North

Ormesby, Middlesbrough; Deighton Brackenhall, Huddersfield; Whitmore Reans and Dunstall, Wolverhampton).

Appendix 1 lists contacts and interviewees who supplied information that has been incorporated in the report.

1.5 Given the terms of the brief, we have devoted most attention to initiatives where social landlords have played a significant role and those which have been running for some time where policy lessons are beginning to emerge. Three factors have made our task more difficult. The majority of NM programmes have only recently been introduced, housing organisations' involvement has been uneven and there has been a lack of formal evaluation outside the NM Pathfinder programme. That said, we have been able to detect a number of common themes and messages by comparing stakeholder views and evaluating the available evidence.

1.6 The remainder of the report is in six sections:

- Section 2 sets the scene by attempting to define the term NM and exploring its potential ramifications for RSLs.
- Section 3 gives an overview of current NM practice by exploring where it has been introduced, the different organisational models, the role that housing organisations have played, funding sources and summarising key programme themes, priorities and projects.
- Section 4 highlights the main policy lessons for RSLs by summarising the critical success factors underpinning good practice, identifying enabling and constraining influences which need to be taken into account and where RSLs appear best placed to exercise a role on the basis of the evidence.
- Section 5 consists of a series of more detailed case studies of good practice in NM.
- Section 6 summarises the key lessons of good practice and draws some implications for LHT.

1.7 The 20 NM Pathfinders have been the subject of the most systematic independent evaluation to date. Appendix 2 presents a digest of their key characteristics together with good practice lessons.

2. NEIGHBOURHOOD MANAGEMENT: DEFINITIONS, RATIONALE AND IMPLICATIONS FOR SOCIAL HOUSING PROVIDERS

What is Neighbourhood Management?

2.1 Neighbourhood Management is a diffuse, hard-to-pin-down concept which has been interpreted in different ways. Consequently, it has assumed different organisational forms, involved a varying mix of services and been applied in areas of different size and character. However, before discussing variations on the theme, it is worth stressing that there is a growing consensus that NM should involve:

- the appointment of a dedicated local co-ordinator or manager;
- a multi-agency approach;
- community involvement;

- action at neighbourhood-level;
- a focus on improving the co-ordination, responsiveness and effectiveness of mainstream public services

2.2 This stems from a commonly held view that service provision has become too compartmentalised and remote and that nobody is in charge at neighbourhood level since policy linkages tend to exist at a more strategic level. Work commissioned by the Neighbourhood Renewal Unit (NRU) in preparing the National Strategy for Neighbourhood Renewal crystallised such concerns. The NRU found that such problems are especially acute in the most seriously disadvantaged areas because of their dependency on public services and the extent of institutional disengagement from such neighbourhoods. In response, the NRU set up a NM Pathfinder programme to pilot the above approach in 20 (since extended to 35) areas and also urged New Deal for Communities regeneration programmes to consider experimenting with NM.

2.3 Differences of interpretation have arisen because some of the interested parties have their own perspectives and starting points. Longstanding advocates of localised approaches to housing management and other basic services (e.g. environmental management, community safety) have viewed NM as a logical extension of their approach and see the co-ordination of such services as at its core (Power, 2004). Power believes that a series of societal trends including growth in mobility and transiency, remote forms of communication, centralisation of services and technological substitution for labour have reduced social contact and informal social controls. To counteract such trends, Power believes there is a need for tighter control of neighbourhood conditions and more locally focused service delivery, especially in unpopular, difficult and disadvantaged areas. Power also advocates appointment of Neighbourhood Managers who should negotiate and collaborate with those administering nationally funded local services and area-based regeneration programmes affecting such areas.

2.4 By contrast, the Neighbourhood Renewal Unit (NRU) has taken a much more expansive view of NM and viewed it as one of a series of mechanisms for regenerating deprived areas and narrowing the gap in socio-economic conditions between them and more prosperous areas. Consequently, those Pathfinders in the most deprived areas are expected to impact on the five floor target areas of crime, health, education, worklessness and the physical environment set out in the National Strategy for Neighbourhood Renewal and therefore engage with the whole gamut of service providers and agencies.

2.5 The third main strand of thinking on NM has emerged from ongoing debates about local governance. In 2000, the Local Government Association (LGA) set up an Urban Commission to look into neighbourhood governance, prompted by a desire to re-invigorate local democracy, secure greater citizen engagement, devolve more power to local level and experiment with alternative approaches to local governance, echoing the Government's Best Value philosophy. In a related survey, it found that local authorities were experimenting with three alternative approaches to NM:

(i) *Area-based approaches*. Some Local Authorities such as Wolverhampton and Middlesbrough are piloting more joined-up approaches to local service delivery in specific areas, often as part of the authority's Neighbourhood Renewal Strategy, while

others such as Coventry and Nottingham are linking development of NM to city-wide approaches to area management and decentralisation.

(ii) *Theme or client-based approaches*. Central Government has adopted such an approach in setting up various Action Zones (Employment, Health, Education) and in relation to Agenda 21, while many local authorities have appointed town centre managers which are a hybrid between this approach and the previous one.

(iii) *Project-based approaches*. This is where NM has emerged from a specific local project, for example, to redevelop housing on an estate. In the case of Deighton Brackenhall, co-ordination of a series of voluntary action groups has developed into a NM initiative (see Appendix 3 for further details).

2.6 Whereas the NRU has focused on reducing the gap between deprived areas and the rest, the LGA has interpreted NM as a generic task, potentially applicable to all local authority areas (Burgess et al., 2001). It views NM as a part of the local government modernisation agenda, which is designed to increase local authorities' responsiveness and accountability, place more emphasis on building community capacity and further develop partnership and multi-agency working at all levels.

2.7 Figure 1 presents some of the main distinctions between the local government modernisation school of thought and the NRU's approach. These are of more than just academic interest. As will become evident, they have given rise to different NM models and produced tensions which have affected other parties involved in NM, including RSLs. For example, local authority-led approaches to NM have often featured larger areas with a population of up to 30,000 which usually comprise a series of neighbourhoods. Large authorities, like Birmingham, are adopting a tiered, incremental approach to devolving the administration of services to a more local level (see box). Liverpool City Council has taken a slightly different approach. It initially set up a NM unit and co-ordinator post and piloted NM in 6 neighbourhoods with a population of between 13-16,000. They then proceeded to apply the approach throughout the city by dividing it into seven neighbourhoods and placing most neighbourhood-based services under the supervision of a Neighbourhood Manager in each of them.

Birmingham City Council is planning to counter residents' perceived remoteness from decision making by devolving a range of local services (including street cleaning, refuse collection, housing management, libraries, parks and neighbourhood services) to 11 constituency councils comprising ward councillors, service managers and community representatives. The City will retain strategic authority and powers over finance, education and planning. The constituency councils will effectively become mini-Local Strategic Partnerships with their own community strategies and priorities. They will in turn be served by a number of similarly composed ward advisory boards and at the grass-roots level by neighbourhood forums consisting of community volunteers. The council intends to hand power and responsibility over progressively for local services to the constituency councils and has divided responsibility for their oversight between the six city strategic directors to seek to ensure they do not become mini-empires which exclude local people.

2.8 A further means of categorising NM is by lead organisation. Taylor and others have made the broad distinction between service provider-led NM initiatives and

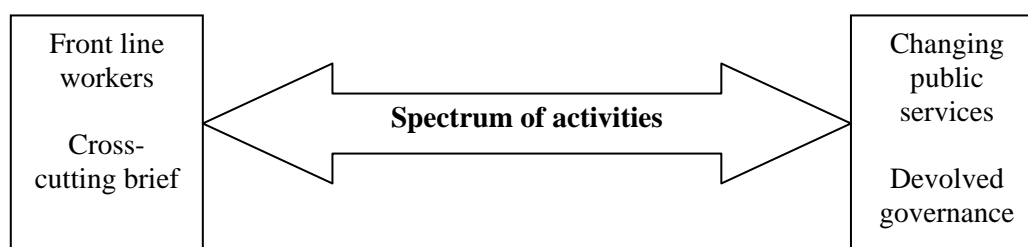
those where community-based organisations (such as Community Development Trusts) take the lead in partnerships and provide services.

Figure 1: Different forms of Neighbourhood Management		
Strategic Agenda	Local Government Modernisation	National Strategy for Neighbourhood Renewal
Vehicle	Area committees/forums	NM Pathfinders
Implementation	LAs lead	Potentially, a number of service providers
Accountability	Electoral (councillor)	Elected/nominated community representatives may be as influential as councillors
Spatial extent	Large areas, LA coverage	Targeted, small areas usually
Role, purpose	Decision-making, advisory	Implementation
Resources	Local authority	Central Government

Source: Burgess et al., (2001)

2.9 In conclusion, NM has therefore been viewed in diverse ways. These perspectives collectively suggest that NM might cover a spectrum of activities. These range from the deployment of front-line workers with a cross-cutting brief such as neighbourhood and street wardens at one extreme to broader approaches to changing public services which entail new, often more devolved, forms of local governance (Figure 2). Conceivably grassroots initiatives could provide the building blocks for more fundamental changes in the way that services are delivered, provided they become an integral part of wider strategic plans.

Figure 2: Spectrum of Neighbourhood Management Activity



2.10 It is also important to note that NM may incorporate previous measures with a similar philosophy such as in the field of intensive housing management (Power, 2004). However, NM's comprehensive remit of co-ordinating front-line services does call for additional resources and skills and possibly increase the logic for co-locating certain services.

The implications for Registered Social Landlords

2.11 RSLs have an obvious interest and stake in the general wellbeing of neighbourhoods in which they hold stock and therefore the quality of local services. This is even more important in the north of England where there is often surplus stock and greater residential choice. In these areas, quality of life factors such as crime, street cleanliness and access to key services can matter more than house condition and type.

2.12 RSLs would appear to be well placed to contribute to efforts to introduce greater coherence in local service delivery in such areas given their stake in their future, local connections, frequent contact with tenants and scope to re-fashion housing management practices and improve links with environmental services. The National Housing Federation's recent moves to re-image the social housing movement by portraying their core mission as 'in business for neighbourhoods' reflects RSLs' potential to exercise a wider role. Involvement in NM may therefore be seen as a prudent way of protecting both new and existing investment.

2.13 On the other hand, RSL involvement in NM is not without its problems and risks. Ever since the advent of 'Housing Plus'-type initiatives, there has been the vexed question of how far RSLs should proceed beyond their traditional core roles. The NM agenda is potentially huge and complex, partnership working is time consuming and there may therefore be significant associated transactional costs. Rarely does research attempt to calculate the opportunity costs involved (e.g. diversion of time and resources, adverse effect on core functions and tenants in non-targeted areas). It is often claimed that wider measures build 'community capacity' and 'social capital' and contribute to community sustainability. While this may be true, these effects are difficult to quantify which poses the risk of waste.

2.14 RSLs therefore need to weigh up carefully the pros and cons of becoming involved, what their role should be and the costs and benefits of different forms of intervention. There are also questions of competence and legitimacy, especially in instances where housing is not a salient issue. Clearly the balance sheet will differ depending upon the local institutional context and the characteristics of the neighbourhood in question. RSLs work in different local authority contexts and need to read the interpretation of NM that is being applied locally to assess its compatibility with their core business. Collation of good practice should, however, enable LHT to make more informed judgements of this kind.

3. OVERVIEW OF CURRENT PRACTICE IN NEIGHBOURHOOD MANAGEMENT

3.1 This section summarises the findings of our audit of current NM practice which focused on the following themes:

- different organisational models of NM;
- structures, systems and processes;
- the areas in which NM has been introduced;
- respective roles of different partners, especially those of RSLs;
- programme content – key themes, priorities and projects;
- costs and funding arrangements.

Different aspects of good practice, together with the underlying dynamics, are discussed in section 4.

Where is it happening and what form is it taking?

3.2 There are currently about 140 operational NM initiatives in England of which 20 are NMPs (Shared Intelligence, 2003). These have mainly been sponsored by Local Authorities and Local Strategic Partnerships but other organisations have also led such initiatives including:

- Registered Social Landlords (e.g. Castle Vale HAT; Huntingdon Housing Partnership; Home Housing Group);
- Single Regeneration Budget Partnerships (e.g. Firthmoor Community Partnership, Darlington; Evelyn, Lewisham; West Green Learning Neighbourhood, Haringey);
- New Deal for Communities Partnerships (e.g. East Brighton; West Ham & Plaistow; Seven Sisters);
- Development Trusts (e.g. Hattersley, Tameside; Tamar, Plymouth).

3.3 NM is being developed mainly in urban rather than rural areas and is particularly prevalent in London, the West Midlands, the North West and more recently the North East. The neighbourhoods are diverse in character but principally residential areas. There is considerable variety in approach stemming from the differences of perspective alluded to in the previous chapter. They fall into two main categories:

- Some local authorities (e.g. Birmingham; Walsall; Islington; Liverpool) have adopted an authority-wide approach. Typically they have divided their administrative area into 'neighbourhoods' of up to 30,000 people, each served by committees and service managers with varying powers to deliver basic local services and often a community development and monitoring function.
- Other authorities have piloted NM in one or a number of their most seriously deprived areas as part of their Neighbourhood Renewal Strategy. These are invariably smaller inner city or peripheral urban residential areas with populations of between 4k and 18k, with the majority in single figures. For example, Wolverhampton is piloting NM in seven of its most deprived residential areas and has handed responsibility for supporting NM Teams to different managing agents (including an RSL) to test the effectiveness of different way of working.

3.4 NMPs and initiatives with a higher level of funding usually have a dedicated Neighbourhood Manager and small support team, while smaller initiatives tend to be led by a manager based within the sponsoring organisation who also has other responsibilities. Some develop from the latter into the former model over time. Organisational arrangements vary in complexity. As a minimum, the initiatives usually feature a multi-agency Steering Group whose main task is to draw up an Action Plan for the neighbourhood. These Groups are usually supported by one or more task groups which deal with the main issues of local concern and in some cases there is a Community Forum comprising residents and local groups. Typically, the larger and/or more established initiatives have formalised the Steering Group into a Board. Most Boards have tended to remain unincorporated where authority rests with partners rather than the NM partnership. Buy-in and commitment has usually been secured by other means, such as service level agreements (SLAs).

3.5 Generally speaking, the NMPs have the most complex organisational arrangements and this probably reflects the fact that they have been able to access developmental funding. Usually the sponsor organisation acts as Accountable Body to formal partnerships. Most partnerships have found it convenient to remain close to the local authority in the early stages in order to be able to receive corporate support and utilise their administrative and financial systems.

3.6 Most of the Pathfinders are pursuing the same general model (see Figure 3) and there has been increasing convergence of approach in structures and systems in the initial stages of the programme.

3.7 A recent report (Shared Intelligence et al, 2003) which explored the main characteristics of current NM initiatives found that they involve a wide variety of service agencies (Figure 4). Local authorities, voluntary and community groups, Police, PCT, Jobcentre Plus, RSLs, schools and colleges are usually the main partners and are involved in more than half of the NM initiatives. LSPs are also commonly represented. Close involvement of residents in planning and management is a consistently strong feature of NM initiatives. Half of the Boards have allocated 50% or more places to resident representatives and over 75% comprise at least 25% resident voting members.

Figure 3: General Model of Round 1 Neighbourhood Management Pathfinder Partnerships

- Unincorporated partnership 'by voluntary association', with the local council acting as the Accountably Body.
- Led by a multi-sector Board, usually including residents, community/voluntary groups, local councillors, local public sector bodies and a business representative.
- A number of (often 3-5) thematic working groups, operating below Board level, including a mix of service providers and residents to develop ideas for projects/interventions.
- A Neighbourhood Manager, and small core team, officially employed by the Accountable Body.
- A formal relationship with the Local Strategic Partnership, if one exists.

Source: SQW & Partners, 2003

3.8 Agency involvement has been conditioned by two main sets of influences:

- residents' most pressing concerns and their perceptions about which service providers can most effectively address them;
- agencies' degree of stake in the targeted area and their flexibility to devote additional staffing and other resources to it.

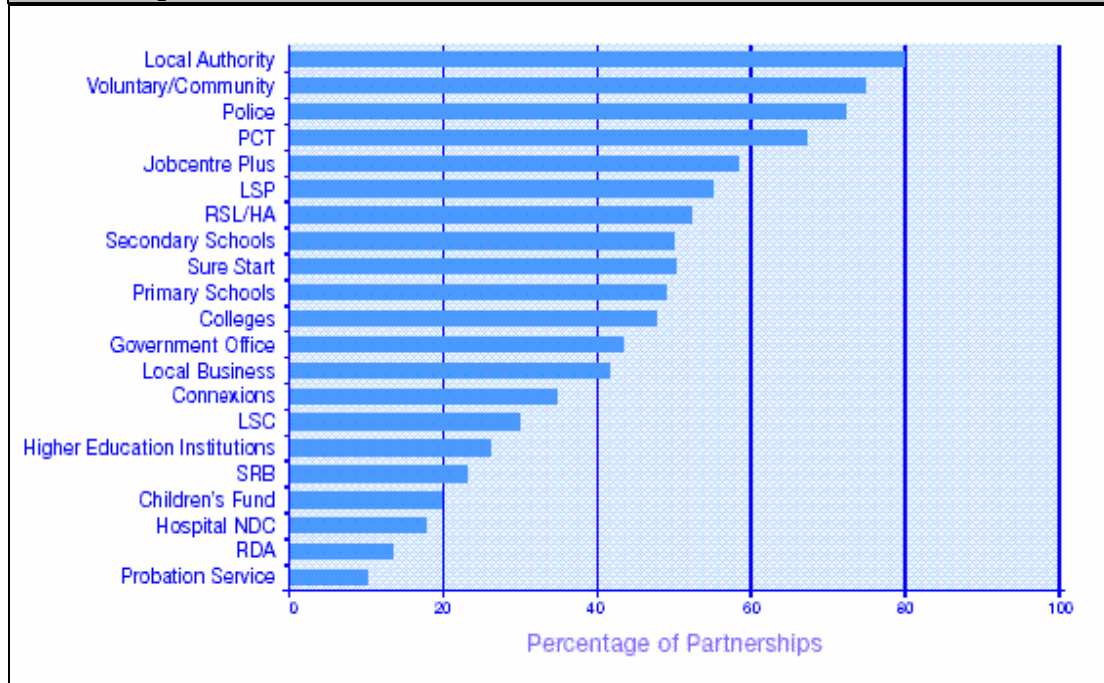
3.9 Residents' of deprived areas most immediate priorities are for measures which improve:

- community safety and reduce anti-social behaviour and tackle drugs problems;
- standards of environmental management;

- youth provision.

Improved educational and employment opportunities and promotion of healthy living also usually feature but to a lesser degree.

Figure 4: Service agency involvement in Neighbourhood Management Partnerships



Source: Shared Intelligence, 2003

3.10 The degree to which agencies play a practical part is related to their financial room for manoeuvre. This is mainly governed by the nature of their targets, availability of special funding and the degree to which their remit involves geographically based concerns and this is reflected in their organisational structures. Some organisations tend to be peripheral to NM and other area-based initiatives because they are primarily client-driven and do not usually have neighbourhood-level structures (e.g. Social Services; Probation).

What roles are RSLs playing?

3.11 RSLs significantly featured in about half of the 140 NM initiatives surveyed in the Shared Intelligence report. The main factors governing the extent of their involvement have included:

- the scale and distribution of RSL stock;
- the age, quality and condition of the housing stock;
- tenure mix and number of different landlords;
- the extent to which housing-related issues are a key local concern;
- the ability/inclination of the RSLs involved to perform wider role;
- the performance, capacity and policies of other key service providers.

3.12 Most such involvement has therefore tended to occur in problem areas undergoing major redevelopment in which large RSLs have significant existing or

planned stock holdings. RSLs with a track record in carrying out wider regeneration programmes feature most frequently. RSLs have performed a variety of roles:

- lead player;
- managing agent;
- co-ordinator of landlords' input;
- key partner;

Exemplars of each are given in the boxes below:

Lead player: Hyde Plus, Evelyn Neighbourhood Management project, Lewisham

Hyde Plus (a subsidiary of Hyde Housing) is the lead organisation in the Evelyn NM initiative which was developed as part of the forward strategy of an SRB scheme, 'Bridging the Gap', for which it was the accountable body. Hyde Plus is also overseeing four other NM pilots in Lewisham, each of which is being project managed by different agencies. Hyde has promoted networking between these initiatives, which has resulted in more effective lobbying of individual agencies and the LSP and greater co-operation from service providers.

Managing agent: Keynote Housing Group, Dunstall and Whitmore Reans, Wolverhampton

Wolverhampton City Council is piloting NM in seven areas using NRF and other funding and is deploying a variety of management agents, including Keynote, to manage and support the NM Teams. Keynote has a track record in regeneration projects and as well as contributing its own funds has also secured Housing Corporation funding for the project.

Co-ordinator: Chichester Diocesan Housing Association, East Brighton NDC

CDHA, a subsidiary of Hyde Housing, has a lengthy track record in undertaking regeneration projects in Brighton. In the East Brighton NDC NM project ('EB4U'), CDHA is playing a key role in the establishment of a One Stop Shop by co-ordinating and standardising the management and lettings policies of five much smaller RSLs which also hold stock in the area. A forthcoming stock options exercise may provide opportunities to consolidate RSL stock.

Key partner: RSL involvement in the NM Pathfinder programme

- In Blacon, Chester, Chester & District Housing Trust part-funds and manages a Community Ranger service and is working to integrate its services with the NMP's neighbourhood safety initiatives.
- In Greater Hollington, Hastings, 1066 Housing Association has decentralised its entire operation to area offices in order to engage with the NMP and has funded improvements to public spaces and outdoor play areas.
- In Knutton Cross Heath, Newcastle-under-Lyme, the chair of Aspire Housing also chairs the NM Board and Aspire is also acting as a key link to the Housing Market Renewal Pathfinder (HMRP) in Staffordshire and will be involved in stock reconfiguration.

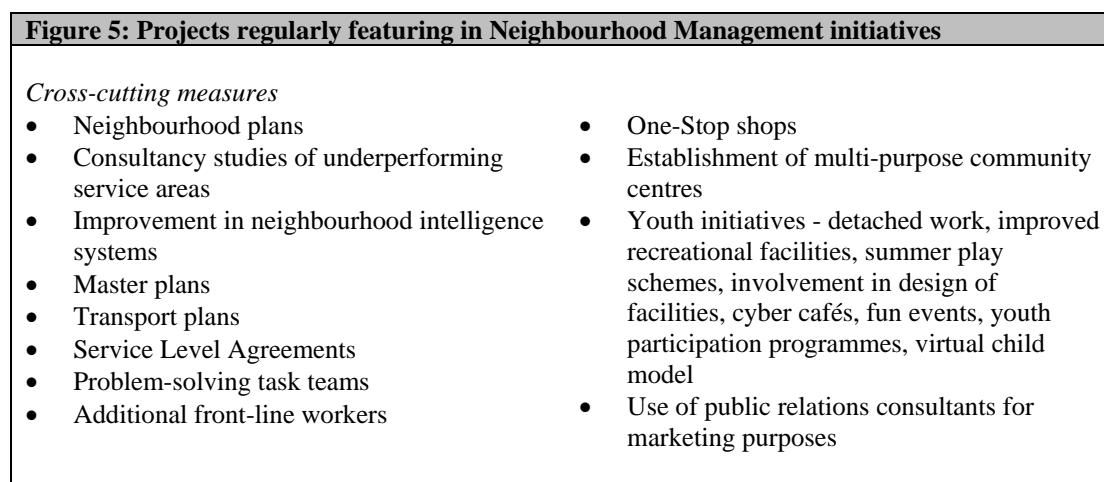
3.13 Evidence suggests that RSL involvement in NM is growing as there are an increasing number of instances where RSLs are taking the lead role (e.g. Home Housing Group, North Benwell, Newcastle; Guinness Trust, Cowpen Quay, Blyth Valley; Huntingdon Housing Partnership). Stimuli include:

- the NRU actively encouraging RSLs to lead some of the Round 2 Pathfinders (e.g. Cowpen Quay, Blyth);
- the dovetailing of NM with other mechanisms for tackling low demand such as the HMRP programme (North Benwell, Newcastle-upon-Tyne);
- stock transfer RSLs' interest in NM as a tool for sustaining the communities in which they have invested (e.g. Poplar HARCA, Tower Hamlets).

What sort of measures are Neighbourhood Management initiatives pursuing?

3.14 The scope of NM is vast. This section presents a brief overview of the main themes, priorities and types of project and a brief inventory of the different tools that they are deploying. As already noted, NM initiatives' commitment to engaging residents has meant that their programmes have been shaped by a combination of the outcome of local consultation exercises and the demands and requirements of funding agencies. Most have sought to be comprehensive in scope when drawing up Action Plans and have covered the five floor targets set out in the National Strategy for Neighbourhood Renewal (community safety; housing/environment; worklessness; education and training; health). That said, as already mentioned, they have tended to focus attention initially on addressing residents' most pressing concerns such as community safety and street cleanliness. This bears out Maslow's conception of a hierarchy of human needs which implies that basic services and a secure environment are a fundamental requirement if social and cultural needs are to be met and ultimately more individualistic, personal goals achieved. Hence community safety and environmental improvement measures have significantly featured in most initiatives.

3.15 Figure 5 portrays the sheer diversity of measures which have been introduced under the banner of NM. It is interesting to note that most of these projects recur in other area-based regeneration programmes and are by no means unique to NM. What is distinctive about NM is the process for generating the projects, the way they combine them and also deploy integrative, cross-cutting measures and mechanisms. If NM initiatives are to produce sustainable improvements in service delivery, they have to amount to more than a set of projects. This requires that interventions act as catalysts for more fundamental changes in the way services are delivered. Some of the main processes and mechanisms by which this has been achieved in Round 1 of the NMP programme are set out in Figure 6.



<i>Community safety</i>	
<ul style="list-style-type: none"> • Neighbourhood wardens/community safety officers • Safer neighbourhoods officers • Schools liaison officers • Diversionary measures (see cross-cutting measures - youth) • CCTV • Community conferencing (1) 	<ul style="list-style-type: none"> • Additional police patrols • Additional, dedicated police officers • Target hardening • Fire safety projects • Handyperson schemes • Designing-out crime • Improved ('white') street lighting • Domestic crime initiatives
<i>Housing/environment</i>	
<ul style="list-style-type: none"> • Estate Agreements • Common lettings/management policies • Choice-based lettings • Void management (curtains, furniture boards etc.) • Warden/concierge services • Super-caretakers • Altering staff hours (late night coverage) • Community wardens/street wardens • Alleygating • Tenant reference scheme • Introductory lettings • Accreditation of private landlords • Good neighbours policies • Support for vulnerable tenants - debt counselling, mental health advice, cross-referral, energy efficiency • Local estate agency • Handyperson schemes 	<ul style="list-style-type: none"> • Home Zones • Modernising traditional dwellings/layouts (e.g. terraces) • Urban Environmental rangers (often ILM links) • Gardening clubs • Environmental improvements e.g. back alleys • Better waste collection system • Closer synchronisation of street cleansing and refuse collection • Bulky items collection/removal • Litter/graffiti teams • Flytipping prevention/environmental enforcement • Removal of abandoned vehicles • Protective landscaping • Dog wardens
<i>Worklessness</i>	
<ul style="list-style-type: none"> • Resident Service Organisations - local management contracts • Intermediate Labour Market Projects • Business measures - welcome packs, associations • One Stop Shop advisory service • Additional job search advice 	<ul style="list-style-type: none"> • Local recruitment incentives • Benefit take-up campaigns • Full Employment Pilots • Case conferencing approach to job finding • Town centre management
<i>Education and Training</i>	
<ul style="list-style-type: none"> • Full service schools • Anti-bullying initiatives • Environmental education initiatives • Breakfast clubs • Walk-to-school initiatives • Literacy support • Developing young enterprise & citizenship curriculum • Parental learning initiatives 	<ul style="list-style-type: none"> • Individual action plans • Language support for asylum seekers • Out-of- hours study support • Capacity building training for residents • IT learning initiatives • Alternative curriculum projects • Training initiatives - construction, environment, media • Youth theatre to raise crime awareness
<i>Health</i>	
<ul style="list-style-type: none"> • Healthy living initiatives • Health needs surveys • Resident involvement in development of community health indicators 	<ul style="list-style-type: none"> • Community health development workers/drugs and alcohol workers/health promotion officers (smoking, teenage pregnancy etc.)

Source: Audit of current NM initiatives

Note: (1) Community conferencing is a form of restorative justice involving all parties affected by a crime. It aims to redress the harm to victims and damage caused to the wider community and restores the offender to a law-abiding life.

3.16 One of the most problematic aspects of NM is that while in theory the buck stops with the Neighbourhood Manager as far as local service quality is concerned, in reality, the majority of services are controlled and administered by other organisations. To have any prospect of transforming services, NM initiatives have had to forge close relationships with relevant service providers (refer to Figure 6). They have sought to improve service delivery by three main means:

- influencing service providers via research into local needs and services, lobbying, training, negotiating SLAs, proposing new delivery methods such as pooling of resources and ongoing monitoring of performance;
- piloting new approaches;
- operating delegated services.

3.17 NM initiatives have devoted major attention to engaging residents, which is crucial to the NM philosophy, and some have adopted novel approaches (Figure 6). Residents experience the combined effects of services in the round and are often best placed to:

- spot gaps, anomalies and overlaps in delivery;
- suggest ways in which providers can deliver services more efficiently and link them together more effectively;
- monitor whether proposed changes are carried out and their impact upon liveability.

Figure 6: Typology of Pathfinder Activities relevant to Neighbourhood Management

(1) Improving Local Services

1.1 Changing Local Services through Influence

These activities are designed to secure permanent, sustainable change to the way that local services are delivered, in a way that benefits residents in the neighbourhood. Activities include:

- *Research and analysis* – collecting, analysing and discussing information about local needs and services, to inform discussions with service providers about the appropriate nature and level of services for the neighbourhood, and the feasibility of new approaches.
- *Lobbying* – raising awareness of the Pathfinder and NM objectives, creating an environment conducive to change, and seeking changes by persuasion.
- *Training/development for culture change* – building the capacity of the Pathfinder Board, team and local service providers, including front-line managers, to promote change in local services. These activities may help in breaking down professional ‘silos’, equipping people with more relevant skills, and developing trust between organisations.
- *Negotiating and monitoring SLAs* – creating and using ‘tools’ to promote and monitor change to local services. The focus is on establishing explicit targets for the neighbourhood that can be monitored.
- *Developing new mechanisms for service delivery* – discussing and developing new ways of delivering, monitoring or advertising services. This could include devolved delivery, budget pooling, co-location of staff, joint working arrangements, information sharing, incentivisation schemes, etc. The Pathfinder may or may not be involved in the resultant process.
- *Monitoring and evaluating public services* – maintaining a ‘watching brief’ on changes in services and their performance, and monitoring against targets or standards if they exist. The purpose of such monitoring/evaluation is to feed into ongoing discussions with service providers.

1.2 Changing Local Services through Pilot/Demonstration Projects

Closely related to the above activities, this is the piloting of new services to fill gaps or to experiment with innovative approaches, with the intention that the services will either demonstrate a need or demonstrate a successful new approach. The projects are run with the explicit objective of ensuring that they are mainstreamed if successful, or that the lessons are learned by the service provider.

1.3 Operating Delegated Services

At some point, the Pathfinder may secure the responsibility of actually owning and operating local services that have been delegated by a local service provider on a permanent sustainable basis.

(2) Improving Community Engagement

There are different types of activity to engage the local community. This may involve building the capacity of local people to get involved with the Pathfinder itself (on the Board, through Fora, etc), promoting community development more generally or improving community engagement/consultation with service providers, helping to make services more responsive to local concerns.

Common methods:

- Community surveys
- Planning for Real exercises
- 'Market Place' - proposed service improvements
- Festivals, events, fun days, breakfast/tea parties, road shows
- Involvement in re-design of recreational spaces
- Appointing street representatives
- Patch walks
- Community newspaper/website/radio
- Feedback mechanisms - report-back packs
- Participatory appraisal, monitoring

3) Delivering 'Quick Wins'

These activities are likely to be relatively small scale and short term and may not necessarily be innovative or aimed at mainstreaming, but are designed to deliver benefits to local residents quickly. The purpose of such actions is to build local confidence, tackle specific problems and raise the profile of the Pathfinder.

Common examples:

- Pilots e.g. alleygating
- Environmental clean-ups, rapid response teams
- Removal of abandoned cars, unregistered vehicles
- Intensive policing operations (e.g. drugs)
- Ideas competitions

(4) Partnership Learning & Development

These are activities that involve Pathfinders in reviewing their own progress, developing their institutions, systems and personnel and sharing information. They include monitoring, evaluation, training and partnership development. These are formal reflective processes to ensure that progress is reviewed regularly ('how are we doing?') and that stakeholders' experiences are recorded, assessed and shared ('what are we learning?').

Source: SQW & Partners, 2003

3.18 Ultimately, residents must 'own' proposals if they are to prove workable and have maximum impact. One of the principal benefits of NM is that residents have more pride in their area, invest more time and resources in it and take greater care of

it, thereby reducing maintenance and service costs and inducing more investment from other parties such as local businesses.

3.19 Many NM initiatives have introduced 'quick wins' projects in an attempt to counter disenchantment with existing services and previous initiatives, inspire residents' confidence and imagination and raise the credibility of the NM programme.

How much does Neighbourhood Management cost and how is it funded?

3.20 Funding for NM comes from a range of sources but the main ones are NRF, NDCs, SRB and Local Authorities. The most common funding mechanism is NRF as many local authorities see NM as a key element in the delivery of their Neighbourhood Renewal Strategy. The NMPs receive separate NRU funding for a seven year period amounting to about £3.5m in total. In respect of RSLs' involvement, Power (2004) has shown that decentralised, more intensive approaches to housing management need not cost more than centralised approaches because they generate additional benefits and hence can be funded from Housing Revenue Accounts. Some RSLs have secured NRF, Round 2 NMP funding and occasionally Housing Corporation support (Innovation and Good Practice and Community Training and Enabling Grants). RSLs which have adopted a wider community regeneration role (e.g. Hyde Plus; Peabody Trust) have shown considerable entrepreneurialism in accessing grant support from the multitude of Area Based Initiatives in some neighbourhoods (e.g. Health Action Zones, Sure Start) and more general sources (New Deal; New Opportunities Fund; LearnDirect).

3.21 What is significant is that many of these are either time-limited sources of funding or only available for specific purposes. There is no long term dedicated funding for NM. Most NM initiatives are hence using special funding (and/or modest leverage funding in the case of the NMPs) to experiment with alternative, more joined-up approaches to service delivery in the hope that they will be mainstreamed if they prove their worth. Given the lack of long-term funding for NM, the presumption must be that new, more joined-up approaches to refashioning local services should effectively pay for themselves through achieving longer-term efficiency gains. Only then will there be a real prospect of mainstreaming such changes. This especially applies to the minority of instances where NM has been funded from mainstream budgets because of an inability to access special funding. Here NM organisations must guard against funding what other providers should be supplying (substitution is a particular problem in respect of resource-starved road maintenance and street services¹). They also need to minimise risk exposure by carefully monitoring and evaluating impact to demonstrate returns to them and other organisations over time and then acting accordingly. This calls for appropriate systems and accounting methods to be put in place at an early stage.

3.22 Since NM is essentially about persuading service providers to re-engineer existing budgets rather than about funding extensive additional services, a significant proportion of total costs comprise revenue funding to pay for the Neighbourhood Manager and support team. Neighbourhood Managers' salaries are in the range £35-

¹ Impact Housing Association has devised an effective solution to this problem on the Salterbeck Estate in Workington by agreeing to run street maintenance services in return for Allerdale Borough Council supplying additional local services.

£50k and average out at about £40k. The size of the support team varies considerably from 1 to about half a dozen personnel, depending upon the size of area, scale of the initiative and availability of funding. Hence annual staffing costs can be anything from £75-175k.

4. GOOD PRACTICE IN NEIGHBOURHOOD MANAGEMENT

4.1 Effective NM is essentially about bringing together the right people, processes, programmes and projects in the right places.

The Neighbourhood Management Team

4.2 To stand any chance of success, it is essential that NM initiatives are implemented by a Neighbourhood Manager and support team with the appropriate skillsets. There must also be a good chemistry between members of the team and key service personnel. As already mentioned, NM initiatives' lack of direct control of local services means that their effectiveness to a large extent depends upon their ability to build a rapport with residents and key service providers. Hence Managers must be good listeners, communicators, negotiators, influencers and catalysts and perhaps above all possess diplomacy, tact, patience and good timing. It is equally imperative that Manager and team together possess community development skills and acquire an intimate knowledge of their patch and key services. The skills mix in NM Teams depends upon local priorities but frequently includes expertise in the relevant service areas including community safety, environmental management, community development, youth engagement and also experience of project management, administrative and financial systems.

“You have to have the patience of a saint not the control of a teacher, the negotiating skills of Kofi Annan rather than the probing of a Weapons Inspector, and more front than Blackpool prom. The real trick though is knowing when to use these skills.”
Colette Kelly, Neighbourhood Manager, Great Lever NM Pathfinder, Bolton.

The Target Area(s)

4.3 Choice of area and delineation of boundaries is also a critical issue. Neighbourhoods should ideally be readily identifiable and meaningful to their inhabitants since reinforcing residents' attachment and commitment to their locality is a key aspect of improving community sustainability. Residents connect with different parts of their neighbourhood in different ways. Security, cleanliness and neighbourliness tend to be paramount concerns immediately around the home and further afield access to essential services and support functions is considered desirable. According to Power, neighbourhoods rarely contain more than 5000 households and Hall states that it should usually be possible to walk across a neighbourhood in less than 15 minutes. Compromise may be necessary if residents' affinities do not correspond with service boundaries – reconciliation is often a problem in larger cities, even where services are being decentralised (e.g. Birmingham). Preferably the boundary of the target area(s) should be reasonably co-terminous with service boundaries and statistical small areas or alternatively there should be scope to move towards adoption of common boundaries in the near future.

4.4 From the service providers' perspective, there are issues of equity, cost, transferability of approaches to other areas and likely impact to take into account in selecting the designated area(s). In most instances, NM is being piloted in the most deprived areas with the intention of applying the lessons more widely. This has generally proved the most cost-effective approach. However, there is evidence that, because local circumstances can markedly differ, solely targeting the very worst areas does not always facilitate the wider application of solutions and hence mainstreaming.

4.5 In cases where RSLs are taking the lead and where their stock is scattered and intermixed with private rented and owner occupied housing, it can be particularly difficult to know where to draw the line. RSLs and their partners must also bear in mind the degree of influence that they can expect to bring to bear in such mixed tenure areas. Experience suggests that resourcing programmes, achieving concerted action and capturing the benefits is much harder to achieve in such localities than in large residential areas under the control of a single landlord.

Building the partnership

4.6 As effective partnership working is so central to NM, such initiatives need to mimic the characteristics of other successful partnerships. There is a large literature on this subject which is too lengthy to examine in any detail here. However, for our purposes it is important to extract from the available evidence of good practice what appear to be the key pre-cursors for effective multi-agency working. In brief, partners should:

- seek to build relationships founded on honesty, trust, openness and mutual respect;
- value other stakeholders as equals and also their respective roles, contribution and also operational constraints and limitations;
- seek to provide the necessary commitment at all levels within their respective organisations;
- move towards adopting joined-up strategies, staffing and budgeting arrangements and information and accountability systems;
- seek to forge common cultures, systems, skillsets and methods of exchanging information;
- empower local communities through appropriate training and capacity building, joint identification of needs and solutions and develop the necessary community development skills within their own organisations.

4.7 Most partnerships have found that it takes considerable time to learn how to operate jointly to best effect. Indeed, prematurely rushing into joint projects and commitments can be counterproductive. Neighbourhood Managers have generally found that building a logical case for changing the nature of delivery using local intelligence has proved a much more effective means of exercising leverage than confronting providers about shortcomings in services at the outset or attempting to get them to sign up to yet more projects. Also, partnerships have found that adopting a staged, incremental approach to aligning different forms of resources has proved more manageable and realistic than pooling resources. Complications can arise, for example, if common staffing procedures are introduced and budgets are pooled. Figure 7 shows that there are many different forms of joint resourcing and it is a

question of carefully judging what is appropriate where, when and for whom and in what circumstances. The form of arrangements adopted should be fit for purpose.

4.8 In practice, one of the most effective methods of building partnership has been to engage both residents and relevant service providers in issue-based workshops which seek to address pressing local concerns. East Brighton NDC provides a good example of this. There the NM team, aided by external facilitators, staged a workshop involving residents, professionals tasked with investigating the problem of abandoned cars. It culminated in a set of workable proposals and later a positive set of outcomes including:

- an unwanted car amnesty (free removal service);
- speedier removal of vehicles;
- a swoop on untaxed vehicles;
- production of a more discrete abandoned vehicle notice to minimise risk of detection by vandals;
- increased credibility of NM amongst residents and greater willingness on their part to participate in other workshops.

Figure 7: Different types of partnership resources	
Type	Examples
Aligning resources	<p><i>Through planning:</i></p> <ul style="list-style-type: none"> • Co-ordination of planning across partner agencies • Targeting funding from different agencies on the neighbourhood • Lead or joint commissioning of related services <p><i>At service delivery level:</i></p> <ul style="list-style-type: none"> • Co-location of services • Front-line staff operating in a mutually-reinforcing way at neighbourhood level
Pooling non-financial resources	<ul style="list-style-type: none"> • Time spent on partnership or inter-agency groups • Information sharing • Different partners providing different elements in combination to provide a service (e.g. leisure and youth services working together) • Secondment of staff to projects or multi-disciplinary teams • Shared use of facilities or equipment
Joint funding	<ul style="list-style-type: none"> • Jointly funded posts • Jointly funded equipment stores • Contributions to specific activities – with funds managed by one agency.
Pooling budgets	<ul style="list-style-type: none"> • Health Act flexibilities – registered pooled budgets • Children’s Trust pilots

Source: ODPM, forthcoming

4.9 Within any partnership, there are key agents of change who prove particularly influential and achieve results and the same applies to NM. As already noted, the leadership provided by the Manager is crucial. Given the grass-roots, cross-cutting nature of initiatives, so is the input of residents and service professionals. Some residents act as catalysts of change by presenting a cogent case for service

improvements and leading by example through actively participating in planning and implementing projects. Likewise, both senior service executives and front-line workers who become convinced of the merits of NM can act as champions and exemplars. They can also win the confidence of residents by going the extra mile. Part of the task of the manager and team is to identify and then value and marshal these key professionals and community entrepreneurs.

4.10 The main findings of the national evaluation of the Round 1 NM Pathfinders concerning good practice in establishing partnerships tend to bear out the results of our wider audit as Figure 8 shows.

Figure 8: Good practice lessons in establishing Round 1 Neighbourhood Management Pathfinder Partnerships

- It takes time to establish a partnership – 18 months to 2 years in practice. This must be recognised and time allowed for a ‘foundation phase’ at the start of any initiative. Attempting to deliver a substantial programme simultaneously is not realistic.
- Partnerships must establish a minimum infrastructure of:
 - Manager and/or Team
 - Offices, IT support and basic finance/personnel/appraisal systems
 - regular Board meetings
 - Community and service provider involvement
- The recruitment of a Manager/team can be a slow process, and absence of core staff makes partnership (and programme) development much slower. It is better to appoint the Neighbourhood Manager and team early in the process.
- Partnership structures should be kept simple – a Board and 3-4 theme groups, maybe with specific networks or fora to support specific groups (e.g. a Key Officers Group, a Community Forum). It is easier to add new groups and structures later than deconstruct a large existing organisation.
- Boards should not be too big to do business. Most have 15-25 members. Evidence suggests that Boards larger than this become too unwieldy.
- It takes time for trust between partners to develop, and for residents to grow in confidence to participate. Providing additional support, briefings, advice, etc for residents can be very valuable.
- Where a neighbourhood comprises distinct geographical sub-areas, use of these areas as a basis for community representation will need to be carefully managed, particularly where there is a history of competition between them.
- A good relationship with the accountable body is essential. It can save a lot of time by avoiding the need to reinvent basic procedures and systems and allow the NM team to focus on more important issues. It is not necessary to establish the partnership as a separate legal entity at the start (although there may be reasons for doing so at a later date).
- It helps at the outset to have clearly agreed lines of responsibility for the Manager, particularly regarding the respective roles of the Board and the Accountable Body.

Source: SQW & Partners, 2003

Programme delivery

4.11 Delivery of many NM programmes, particularly those in which RSLs are playing a significant part, is still at an early stage and therefore lessons on this score are somewhat provisional. However, a number of factors appear to have given some NM initiatives a flying start. Figure 9 sets out the main ones pertaining to the NM Pathfinder programme.

Figure 9: Good practice lessons in establishing the Round 1 Neighbourhood Management Pathfinder Programme

- The Original Delivery Plans proved unrealistic in scope and scale, at least partly due to their joint nature as planning and bidding documents. In practice, the new partnerships focused in their early phase on establishing themselves as partnerships, and found significant expenditure commitments at that stage to be distracting rather than helpful.
- Clear prioritisation is necessary in each year, rather than a scattergun approach. It is not realistic to attempt to make progress on all themes simultaneously.
- Subjects closest to residents concerns and also where it seems easier to make earlier progress are crime (with the Police) and environment (with the Council).
- Service providers are more likely to engage where it is in their interest and there is an opportunity to meet their own corporate objectives.
- Having a senior-level 'champion' in an organisation to promote NM can transform that organisation's approach.
- The well-researched analysis of local problems and proposals for service changes can be effective in influencing service providers.

Source: SQW & Partners, 2003

4.12 Most NM partnerships have drawn up neighbourhood action plans to provide a coherent and agreed programme of interventions. Those partnerships with action plans founded on good neighbourhood intelligence have generally found it easier to establish the baseline position on service quality, agree and justify programme content and subsequently monitor the effects of different projects. For example, Sandwell MBC has introduced a Neighbourhood Intelligence Project which ranks the 79 neighbourhoods in the borough on each of 61 different indicators.

4.13 Given the complexity of NM issues, partnerships have tended to fare better when they have prioritised themes which address residents' most urgent demands and those which are easier to tackle in organisational terms (e.g. environmental maintenance and community safety). Some partnerships have also found it worthwhile to allocate resources early on to investigative research in order to gain a better understanding of local needs and service quality and the gaps in provision. To be of lasting effectiveness, programmes as a whole must address the full range of issues affecting the liveability agenda (environmental problems, community safety, anti-social behaviour, youth inclusion, facilities for young people, educational attainment and housing management). Local measures must also address issues of strategic relevance to service providers if there is to be a good prospect of mainstreaming them. In

Kendray, a large social housing estate in Barnsley, the NM Pathfinder Board and Team have discovered a series of effective ways of persuading providers to reshape delivery and bend mainstream activities:

- forging closer relationships with service providers and residents;
- improving collective local intelligence;
- conducting pilot exercises;
- drawing up Service Level Agreements.

These are further detailed in box 1 below.

Box 1: Kendray NM Pathfinder, Barnsley.

The Pathfinder has adopted the philosophy of placing initial emphasis on constructing a logical case for new approaches to service delivery and ultimately mainstreaming rather than rushing into project delivery. This has entailed gathering more local intelligence (e.g. community website), piloting new approaches and building relationships between the Team, service providers and residents. Service Level Agreements have been developed not just to commit agencies to delivering specified standards of service provision but also as a collective learning tool and step towards mainstreaming. To this end, the Pathfinder have appointed an SLA performance appraisal and monitoring officer to check compliance and performance and explore refinements and methods of mainstreaming. Five SLAs have thus far been negotiated covering environmental services, services for young people when not at school, housing repairs, estate management and policing. In each case, the agencies concerned are showing a willingness to explore new approaches to delivery.

The Pathfinder hence sees its role primarily as a catalyst and piloter rather than deliverer. One early change in approach attributable in part to the Pathfinder has been the co-location of the ALMO's housing management team with the Pathfinder and its introduction of a late night presence on the estate in response to residents' concerns about anti-social behaviour. The ALMO and the NM Team are also jointly exploring different approaches to lettings, estate and void management. The fact that agencies like Job Centre Plus and the Primary Care Trust are now taking the lead on issues such as long-term worklessness and reduction of health inequalities is also vindication of the Pathfinder's approach.

Project effectiveness

4.14 As already noted, our audit yielded disappointingly little in the way of hard evidence of project impact. This is mainly because the majority of NM interventions are still in their infancy, the lack of systematic evaluation beyond the NMP programme and partnerships' genuine difficulty in isolating the effect of individual projects on neighbourhood conditions and identifying their aggregate impact. We have hence had to rely primarily on interviewees' perceptions, anecdotal evidence and fragmentary statistical information. However, it is worth stressing that since some of the constituent projects in NM initiatives are to be found in other regeneration programmes, it may be possible to glean lessons from evaluations of other Area Based Initiatives (ABIs).

4.15 Examples of successful individual NM projects we discovered are detailed in the boxes below and further examples of changes in service provision associated with the NMP programme, which can be taken as a reasonable proxy for favourable impact, are given in Appendix 4. What is striking from this collective body of evidence is that there has been most success to date in the areas of improved community

intelligence, re-engineering street services and waste management, extending police cover and different forms of community safety initiatives and better youth provision. In the longer term, significant emphasis is being placed also on combining housing management and street services, full service schools and different variants of the 'one-stop shop' concept but it is still too early to assess the impact of such changes.

Box 2: “Report back packs” have been handed out to residents in the *Oldbury* neighbourhood of *Sandwell* as part of the NM scheme. These contain phone numbers and franked postcards that allow local people to easily report such problems as graffiti. There has been such a good response from residents that the project has been mainstreamed throughout the rest of the borough.

Box 3: NMP funding of the development of a community website in *Kendray, Barnsley* has generated a wealth of local knowledge which has improved collective understanding of local needs and shortcomings in existing services.

Box 4: *Dewsbury West* NMP has introduced a suite of community safety projects which have proved popular with the local community. Support for neighbourhood wardens coupled with police targeting of hot spots using a mobile police station and recruitment of additional community beat officers has helped to reduce burglaries and anti-social behaviour. Pathfinder funding of a theatre group to raise community awareness of distraction burglaries has proved a novel and effective way of reducing this form of crime and also engaged different sections of the community such as young people. Target hardening of recently burgled properties has supported victims of crime. The Pathfinder has tapered funding for neighbourhood wardens to encourage mainstreaming in future.

Box 5: In *Parkfield/Mill Lane, Stockton-on-Tees* the NM Pathfinder has introduced a series of community safety initiatives which have lowered crime and helped rebuild community confidence. Two additional dedicated Police Officers now cover the area, two additional Community Wardens have been appointed and a lot of attention has been paid to police: community liaison work. To that end a Community Liaison Officer has been appointed and a Police Community Task Force NRF funded for a temporary period. The domestic burglary rate has fallen by 27% between April/Oct 2003 and the equivalent in 2002 and Class A drug convictions have increased by 118% over the same period.

Box 6: The *Staveley* Pathfinder in *Chesterfield* has established a dedicated refuse and tidy team called ‘Team Staveley’, purchased a new cleaning van, and persuaded the borough council to extend refuse collection from 4 to 5 days a week. This has allowed them to carry out additional tasks such as: clearing fly tipped areas, removing other bulky items, providing extra collections of communal bins and generally smartening up the appearance of the area. The project has promoted awareness about the service and encouraged a greater sense of local ownership and responsibility for the upkeep of Staveley, which has helped to prevent environmental degradation. It has also achieved a change in mainstream refuse collection services and encouraged the Housing, Environmental Services and Leisure Services departments of the local authority, Neighbourhood Rangers and the refuse collection contractor Cleanaway to work together across boundaries.

Box 7: In *Poulton, Morecambe*, the NM Team has introduced a series of measures which have dramatically improved the street environment. These have included: an initial clean up in which a Rapid Response Team was deployed; a consultancy study on the refuse collection system which resulted in purchase of wheely bins and better synchronisation of waste collection and street cleansing regimes; and the later introduction of an arson reduction service. The success of these projects has encouraged Lancaster City Council to adopt the approach in other areas with a similar housing layout.

Box 8: In response to numerous complaints from residents about waste management and on-street dumping in *West Green, Haringey*, the NM team decided to monitor service delivery by the waste management contractors and found that they were not carrying out all of their activity schedules. The local authority now deploys additional waste monitoring staff in West Green and both the speed of response to dumping and the efficiency of waste

management services have improved significantly.

Box 9: The Firthmoor Community Partnership has implemented a successful dog-fouling initiative through resident-empowerment in Firthmoor, Darlington. Residents, through the Neighbourhood Manager, have been made aware of the service that is available to them. Residents are now more committed to reporting stray dogs. As a result, dog fouling has fallen by 50% and satisfaction with the dog warden has risen significantly.

Box 10: RSLs running NM initiatives such as *Castle Vale HAT, Birmingham, and Poplar HARCA, Tower Hamlets* have found that well-designed and executed youth inclusion projects and diversionary measures have yielded many direct and indirect benefits. These include a reduced sense of alienation and boredom, fewer problems with gangs, less inter-generational tensions and a reduction in anti-social behaviour.

RSL Neighbourhood Management activities

4.16 RSL involvement in NM has been uneven. In Round 1 of the NMP programme, housing has been a salient issue in most Pathfinders and yet RSLs have only played an active part in around a quarter of them. This may appear puzzling given that some RSLs have for some time been playing a wider role and also the fact that the NHF have recently made such play of rebranding RSLs as "iN business for neighbourhoods." There are varied reasons for RSLs' low profile in the programme. While housing may be an issue to residents, it may not be as pressing as crime, youth or clean streets. Many of the Round 1 Pathfinders have been local authority-led. RSLs are differently placed in terms of their inclination and capacity to become involved since some may be small or have insignificant stockholdings in designated areas. Lack of designated funds for NM and some RSLs' commercial outlook and focus on core rather than much wider concerns may be further reasons.

4.17 There is another side to the story, however. Beyond the Pathfinders, there is more evidence of RSL involvement, especially in areas where major housing re-development is in the offing (e.g. Tees Valley Housing Trust in North Ormesby, Middlesbrough) or where a number of RSLs share a common interest in adopting more standardised management and lettings policies (e.g. Barne Barton, Plymouth). Following the NRU's promptings, RSLs are featuring more in the second round of the NMP programme and elsewhere some local authorities are handing responsibility for leading or managing some NM pilots to RSLs. This can be for experimental or pragmatic reasons since RSLs often bring in additional resources. Examples include:

- Newcastle City Council's support for Home Housing Association taking a lead in piloting NM in North Benwell because of their track record in neighbourhood regeneration, willingness to work in partnership with other service providers and the local authority's difficulty in deciding which area deserved priority.
- Middlesbrough Borough Council's invitation to Tees Valley Housing Group to run one of their pilots (North Ormesby) to experiment with an alternative form of leadership (others are local authority led) and because of their track record in regeneration, holistic approach and status as preferred developer.
- Blyth Valley Council's decision to hand Guinness Trust the lead role in Cowpen Quay, Blyth in order to improve the likelihood of making a successful bid for Round 2 Neighbourhood Pathfinder status and because of their commitment to partnership working and investing in the area.

4.18 Although it is early days, the RSLs involved are realising that they have a range of important attributes that other partners do not always possess. These tend to include:

- long-term commitment to area and hence ability to plan ahead;
- day-to-day contact with residents and local knowledge;
- experience of delivering local services;
- scope to employ local people in the supply of housing management services;
- potential to link housing management and street services;
- greater freedom to act speedily than local authorities;
- independence, non-political nature;
- project management experience.

4.19 RSLs that have for some time been pursuing a wider regeneration role have found themselves in the vanguard in respect of NM. Two examples of this are given in the boxes below but there are many others.

Box 11: Poplar HARCA, Tower Hamlets: a pioneer in Neighbourhood Management

Poplar HARCA is a local housing company which was created in 1998 to take over 5,000 homes via a large-scale voluntary transfer. It anticipated many aspects of NM by:

- dividing its area into seven neighbourhoods, each with its own neighbourhood centre and community area director who is in charge of a multi-disciplinary team of youth workers, community development workers, employment workers and centre managers. Each neighbourhood has an Estate Board, consisting only of residents and its own Community Plan, drawn up jointly by residents and key service providers.
- tapping the dynamism of the voluntary sector: The Bromley-by-Bow Centre has served as a model for community-led enterprise, social activities and active public participation for the other neighbourhoods. Each week, 55 different activities take place there alone, enriching community life and building social cohesion and capital.
- adopting a multi-faceted 'tool-kit' approach to community safety by applying different combinations of measures (estate ranger service, prompt enforcement, anti-social behaviour measures, graffiti removal, CCTV, concierge, neighbourhood codes,) depending on local circumstances.
- introducing intensive housing management (e.g. super-caretakers and multi-skilled repair teams).
- seeking to deal with flytipping by recycling unused land and also ploughing the capital receipts back into community projects.

By pursuing a neighbourhood-based approach, Poplar HARCA has been well placed to utilise different sources of neighbourhood regeneration and renewal funding. Its can-do approach has contributed to increases in community participation in a wide range of social, educational, training and employment activities, reductions in crime and increases in educational attendance and attainment.

Box 12: Castle Vale HAT, Birmingham: from Regeneration to Neighbourhood Management

As part of its exit strategy, the HAT has set up a NM initiative in an attempt to ensure that the area continues to improve rather than regress after it winds up operations in 2005. It is in the process of establishing a Board on which all service providers and the main successor bodies will be represented. Introduction of NM has required not merely the appointment of a Neighbourhood Manager and support team but also re-engineering the whole organisation. The HAT's Senior Management Team has had to shift emphasis from holistic regeneration of the estate to seeing the estate in its wider context in order to

understand better levels and patterns of service delivery and the scope to apply lessons from the HAT's experiences elsewhere. Instances where mainstreaming has already occurred provide a good indication of where HAT projects are achieving significant added value. A local school has agreed to assume responsibility for employing a youth inclusion officer and the Police are to employ the HAT's youth outreach officer. The Neighbourhood Wardens scheme has proved popular and is to be mainstreamed by incorporating wardens' salaries for the next 15 years into the stock's market value.

4.20 The main challenges for RSLs taking a leading or active role in NM would appear to be:

- deciding whether they have the capacity to play a more strategic role;
- deciding whether the benefits justify the costs and whether sufficient of the former can be captured to offset the latter;
- their ability to exercise leverage on other partners, especially the local authority, regarding key services over which they have no direct control;
- devising accountable structures to oversee the initiative;
- building a constructive relationship with relevant local authority politicians and officers.

4.21 Another key question is whether involvement in NM can be reconciled with RSLs' need to satisfy various Housing Corporation regulatory requirements and legislative demands. These include the obligation to produce asset management strategies, provide decent homes and good quality housing management services. This is a growing challenge as the Corporation's rent restructuring formula is restricting RSLs' income and therefore room for manoeuvre. This is especially true of northern RSLs with stock in areas of low demand.

4.22 The cost/benefit equation for RSLs depends upon the choice of inputs and allocation of responsibilities between partners but the balance sheet is likely to include those elements listed in Figure 10. Costs and benefits also need to be carefully tracked over time to ensure value for money and guard against excessive risk exposure.

Figure 10: Costs and benefits of Neighbourhood Management	
<p>Essential costs/inputs</p> <ul style="list-style-type: none"> • Neighbourhood Manager and team • Up-front investment in local office, equipment etc. • Additional maintenance, cleaning, security services • Focus on basic conditions • Close rapport with residents/users • Budget under control of NM Steering Group/Board • Local authority political backing and central support/re-orientation • Open dialogue/co-ordination work with other key service providers (e.g. police) • Links with investors, local enterprises 	<p>Anticipated benefits/outcomes</p> <ul style="list-style-type: none"> • Better environmental conditions • Improvements in basic services (maintenance, repair etc.) • More patrolling, supervision and control over conditions • More social contact and liaison • More reporting, more local information, better informed action • Better co-ordination, understanding between local actors • More resident input and liaison • Innovatory projects and initiatives • Greater sense of pride and commitment to area - lower service maintenance

<p>and community groups</p> <ul style="list-style-type: none"> • Additional revenue costs for deployment of additional front-line staff • Collection of additional neighbourhood intelligence on needs, services 	<p>costs?</p> <ul style="list-style-type: none"> • More investment in area (businesses; households) and asset appreciation • Fewer voids, stronger income base • More interest in neighbourhood from senior politicians/officers creating virtuous circle (note 'first mover' advantages/diminishing returns) • Knock-on local job creation • Skill development amongst residents - greater access to training - new roles, demands, responsibilities
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Sources: Power, 2004; own research.

We now turn to the case studies to offer further insights into how housing organisations have implemented the NM concept.

5. CASE STUDIES OF HOUSING ORGANISATION INVOLVEMENT IN NEIGHBOURHOOD MANAGEMENT

5.1 This chapter presents a brief resumé of findings from five case studies of Neighbourhood Management initiatives in which housing organisations have played a leading or key role. The purpose of the studies was essentially to investigate in greater depth:

- circumstances leading to housing organisations' involvement;
- different organisational models;
- the role played by housing organisations and how they relate to other partners, especially the local authority;
- programme content and funding mechanisms;
- programme impact on neighbourhood conditions and service delivery;
- emerging good practice.

5.2 A number of criteria governed selection of the case studies:

- involvement of housing organisations with a good track record in neighbourhood regeneration;
- favouring of areas experiencing a similar mix of problems to those found in areas where LHT has major stockholdings (e.g. low demand);
- representation of different organisational models (e.g. informal/formal arrangements, different forms of partnership etc.);
- preference for longer-established initiatives where there is greater evidence of impact and good practice;
- coverage of different types of housing organisation (RSL, local authority, Local Voluntary Stock Transfer (LSVT), Arm's Length Management Organisation (ALMO)).
- steering away from areas where imminent publication of reports will probably yield similar information (e.g. Piedad study of Manchester RSLs).

5.3 The chosen case studies are:

- Poplar HARCA, London Borough of Tower Hamlets.
- INclude, Dingle, Liverpool.
- Tees Valley Housing Group, North Ormesby, Middlesbrough.
- Kirklees Neighbourhood Housing, Deighton Brackenhall Initiative, Huddersfield.
- Touchstone Housing Association (part of Keynote Housing Group), Whitmore Reans and Dunstall, Wolverhampton.

Fuller details of case study findings are given in Appendix 3. Each profile gives summary information about the neighbourhood's characteristics, organisational arrangements, the role and make-up of the NM Team, main activities and funding, emerging good practice and evidence thus far on the programme's impact on service delivery and local conditions.

5.4 The rest of the chapter briefly compares and contrasts the main characteristics of each programme and draws out tentative lessons about what seems to work, pitfalls to avoid and outstanding issues. There are caveats. Many NM initiatives are comparatively recent and this particularly applies to most of those in which housing organisations have played a role. To counter this, we have included in our sample neighbourhood initiatives which anticipated recent policy shifts. Even so, we discovered that many of these programmes have not been as rigorously evaluated as the more formal NRU-funded Pathfinder programmes in which housing organisations have not to date played a central role. Consequently, evidence relating to programme impact is often patchy, anecdotal and therefore provisional.

Contextual circumstances

5.5 The target areas are mainly residential and have a population of between 4k and 15k. All suffer from multiple deprivation and, except for Poplar HARCA, have recently suffered from deteriorating housing demand. Each contains BME communities which, in the case of Whitmore Reans/Dunstall, Dingle and Poplar, comprise a significant proportion of the population.

5.6 Despite such general similarities in context, the impetus for NM has been slightly different in each instance. In the case of North Ormesby and Deighton Brackenhall, major redevelopment provided the catalyst for both agencies and residents to consider how to co-ordinate local service delivery more effectively. In both areas, housing organisations took the leading role because as major investors they had a significant stake in the area and therefore a keen interest in service issues. The possibility of stock transfer was a further incentive to RSLs in both North Ormesby and Dingle. Poplar HARCA also viewed top-sliced funding for a series of neighbourhood centres managed by dedicated co-ordinators as a way of protecting its housing investment. It intended these centres to act as a focus for community activity and also service co-ordination and possible co-location.

5.7 The other two case studies demonstrate the part that RSL pro-activity can play. Plus Group (formerly CDS Housing) took the innovative step of entering into partnership with Liverpool City Council by setting up a joint company to sustain the regeneration of an area containing a significant portion of their stock. This was seen

as a way of sustaining the momentum generated by an SRB programme and procuring and co-ordinating a cocktail of other funding. In Whitmore Reans, Touchstone HA lobbied hard to persuade the local authority to designate the area as a pilot because of its high levels of poverty. As an incentive, it offered to act as managing agent and attempt to procure funds from other sources. Touchstone had major stockholdings in the area and also viewed this as an opportunity to test whether NM might be applicable elsewhere.

Organisational arrangements

5.8 Although precise organisational arrangements varied in the case studies, they did exhibit some common characteristics. Each has established a Steering Group or Board containing at the very minimum key service providers and significant community representation to review the baseline position, plan interventions, co-ordinate inputs and review progress. In the majority of instances, each is supported by a series of task or action groups who consider key themes of local concern. Board size varies from between 10 and 15 members in most cases though in North Ormesby a much larger steering group of 38 is overseeing the comprehensive regeneration of the estate, of which NM is just one element.

5.9 Generally, the respective partnerships adopted informal arrangements in the first instance but, as implementation responsibilities and the need to secure agency buy-in have increased, most established formal Boards with a constitution. Typically, the fundholders have acted as the Accountable Body though there is the intention to pass responsibility in future to local managing agents in the case of North Ormesby and Whitmore Reans/Dunstall. There was no definitive position on legal status. Most do not have any at present. One has, however, constituted itself as a non-profit making Industrial Provident Society and another as a Company Limited by Guarantee. Tax and personal liability issues and future management arrangements have proved the main influences on legal status.

5.10 The level of seniority of agency Board representatives has been a crucial issue, which has been tackled in contrasting ways. In Deighton Brackenhall, attempts are being made to involve senior decision-makers on the Board, all of whom will have voting rights. In Whitmore Reans/Dunstall, North Ormesby and Dingle, middle managers have mainly been targeted. In the Poplar neighbourhoods, there is a two-tier arrangement where neighbourhood partnerships comprise mainly front-line officers and cover detailed service issues while a Poplar Area Neighbourhoods (PAN) Partnership featuring senior decision-makers discusses more strategic issues about expenditure priorities and mainstreaming. Strategic influence has been obtained through involvement of senior politicians, marketing and lobbying in the case of INclude and participation in pan-authority neighbourhood management networks in Wolverhampton.

5.11 The nature of housing organisation involvement and relationship with the local authority is another central question. Housing organisations' leading role has stemmed variously from their prominent part in regeneration plans, willingness to act as managing agent and provide necessary staffing and administrative support, and co-ordinating role. Their extent of leverage upon the local authority and indeed other service providers is related to the nature of partnership structures, political saliency of

the initiative and strength of links with senior officers and also key strategic groupings such as the LSP and local authority-wide NM networks (e.g. Wolverhampton Network Consortium). All of the case studies possess at least some of these qualities and advantages.

5.12 Evidence as to whether some arrangements offer housing organisations greater purchase than others is as yet inconclusive for three main reasons. First, most initiatives are comparatively recent and it is too soon to tell which have the most robust arrangements. Second, most have to date relied heavily upon the housing organisation's own resources or special funding. Third, evidence of changes in service delivery and mainstreaming is thus far limited in any case and this is fairly typical of most NM initiatives.

5.13 Turning from management structures to administrative matters, the neighbourhood management teams are invariably small but their size does vary. There is a single co-ordinator in Deighton Brackenhall while INclude has a core team of four. INclude appears the most advanced initiative in terms of co-location of staff from other key organisations, although this is also taking place in Poplar and Deighton Brackenhall.

5.14 The remit of the neighbourhood managers/co-ordinators in the five case study areas is broadly similar:

- Promote closer joint working between service providers and residents;
- Service and support key structures;
- Achieve key objectives by overseeing implementation of proposals;

Support staff usually provide administrative support and in the case of the larger teams contain outreach/community engagement officers and those with specialist knowledge of key themes being pursued.

Programme planning and delivery

5.15 All case study NM initiatives undertook thorough groundwork to identify levels of service provision and local needs in order to engage both residents and provide a resource to the relevant agencies. Often this entailed baseline residents' surveys and, less frequently, service audits which both provide a valuable benchmark for assessing subsequent changes in both neighbourhood conditions and service provision. The case studies show there are many different ways in which to engage the community. Amongst others, Planning for Real exercises, staging meetings at popular venues and/or events, placing residents in the lead in Action Groups, significant community representation on the Board all proved effective. INclude has probably deployed the widest variety of methods. The different case studies engaged service providers most effectively by developing local intelligence, pump-priming investment, producing a balanced, integrated programme of interventions and introducing local one-stop shops.

5.16 In every instance, Managers/Co-ordinators have orchestrated preparation of a Delivery Plan or Action Plan specifying problems, interventions and intended outcomes to guide future activity. In Deighton Brackenhall, an estate Master Plan provided an overarching context for proposals. In larger areas like Dingle and Poplar, plans are being produced for each distinctive sub-neighbourhood.

5.17 Generally speaking, the NM initiatives studied initially prioritised issues of greatest immediate concern to residents such as community safety, quality of the street environment and youth provision. However, in line with practice elsewhere, most have progressively widened their scope once they had begun to address basic 'liveability' issues. Experiences in Poplar HARCA, INclude and Deighton Brackenhall suggest that investment in one-stop shops and/or community centres can act as a catalyst in this respect. Such facilities can prompt other providers to review the way they structure local service provision and encourage different parties to focus more on service accessibility issues and the provision of social, health and leisure facilities rather than simply basic services and infrastructure.

Figure 11: The main types of intervention found in the case studies	
Community safety	<ul style="list-style-type: none"> • Mobile CCTV • Community safety officers • Non-statutory reporting bases • Neighbourhood wardens • Target hardening measures - alarms etc. • Alley-gating • Safety gates for children • Removal of abandoned cars
Street Environment	<ul style="list-style-type: none"> • Resident Service Organisation • Changes in cleansing regimes/waste collection • Dog-chipping scheme • Graffiti removal
Housing	<ul style="list-style-type: none"> • Alley-gating/related environmental improvements • Tenure diversification - partnerships with private developers, affordable home ownership • Joint Housing Management Strategy • Choice-based lettings • Newbuild/refurbishment for sale/rent • Energy efficiency measures
Worklessness	<ul style="list-style-type: none"> • Inward investment - site preparation, marketing, environmental improvements etc. • Intermediate Labour Market schemes • Start-up units • Job Centre outreach
Social inclusion	<ul style="list-style-type: none"> • Provision of youth services (under contract) • Youth outreach/engagement officers • Community use of schools for leisure purposes etc. • Arts and cultural centre • Chat shops
Physical infrastr./transport	<ul style="list-style-type: none"> • Strategic corridor study • Community transport projects
Health	<ul style="list-style-type: none"> • Healthy Living Centres • Health visitor support workers
Education/training	<ul style="list-style-type: none"> • Learning ambassadors • IT training suite
General	<ul style="list-style-type: none"> • Service mapping, strategies • One Stop Shops • Patch walks(1)

Note. (1) Patch walks entail partners delivering front-line services accompanying community representatives around the neighbourhood to discuss local issues and problems and subsequently monitoring and reviewing the effectiveness of countermeasures.

5.18 Figure 11 gives a flavour of the range of projects which either have or are in the process of being introduced in the different case studies.

5.19 In most case studies, the NM initiatives have heavily relied upon a cocktail of mainly special funding regimes (e.g. SRB, NRF, ERDF, Sure Start etc.). Housing organisations have injected comparatively modest internal revenue funding except in the instance of Poplar HARCA which is a somewhat special case since it is a large LSVT with a coherent stockholding. The Housing Corporation has contributed significant funding in the case of Dingle and Whitmore Reans/Dunstall. Deighton Brackenhall stands out in terms of the imaginativeness of the funding package. There a community dividend generated by a combination of gifting of land and a profit-sharing agreement with a private developer can be used to fund NM initiatives.

5.20 Sustainability of funding is a significant concern, especially since many aspects of NM such as re-engineering services, achieving greater integration and mainstreaming require sustained effort. In both North Ormesby and Whitmore Reans/Dunstall, there is only guaranteed revenue funding support the Neighbourhood Manager/Team posts for the next 1-2 years. This does not offer much time for these initiatives to prove their worth.

Evidence of impact

5.21 Discerning the impact of NM initiatives in the case studies is extremely difficult because:

- it is often too soon to say, especially in the case of North Ormesby and Whitmore Reans/Dunstall as these schemes are just getting underway;
- they are operating alongside a host of other initiatives, leading to problems of causality and attribution;
- some benefits are qualitative, process gains, not quantitative outputs;
- monitoring and evaluation systems remain under-developed;
- verification of claims is largely beyond the remit of this exercise and would require more detailed research

5.22 We have therefore limited our attention to instances where interviewees' remarks underscored available statistical evidence and corroborated one another. It is likely, therefore, that we have significantly understated the extent to which projects are impacting upon local circumstances or service delivery. Findings are summarised in Figure 12.

5.23 What is significant is that the most longstanding NM initiatives have had an impact in a variety of thematic areas and not just improved basic services. However, these are precisely the areas where attribution is most difficult because relevant schemes have received funding from a cocktail of sources, not just NM. Nonetheless, it is clear that NM has played a valuable part in bringing together the different parties, in some cases involving co-location, in order to forge novel, more joined-up approaches and solutions. Multi-purpose service and community centres appear to have played a particularly pivotal role in this respect. They have encouraged community engagement and had some success in involving the hard to reach. They

have also promoted social cohesion and encouraged residents to discover their latent potential.

Figure 12: Impact of Case Study Neighbourhood Management Initiatives	
Theme	Nature of impact
Community safety	Deighton Brackenhall: A combination of target hardening measures and improvements in leisure provision have led to a reduction in crime and fear of crime (comparison of 1998 and 2004 residents' survey findings). Dingle: the alley-gating project has cut incidence of burglaries dramatically.
Housing/wider measures	Deighton Brackenhall: Tenure diversification, extensive investment in existing stock and wider measures to improve local facilities and services have together reversed the desire of the majority of residents to leave the estate (comparison of 1998 and 2004 residents' survey findings). Dingle: Since the establishment of INclude, house-prices in the designated area have risen faster than in most Liverpool post-code districts whereas traditionally they have lagged well behind.
Education/training	Poplar: Staging of training/employment activities in network of accessible, friendly community centres has been successful in moving more residents onto 'first rung' training opportunities, especially Asian women.
Economic development	Dingle: More traders/supermarkets have moved into the area, especially along the main arteries which have been a focus for land treatment, regeneration schemes and environmental improvements by INclude and partners.
Health	Poplar: Opening of Lansbury Living Well Centre will increase PCT presence, range of local services and stake in area.
Street Environment	North Ormesby: Introduction of a dog-chipping (identification) scheme by the Neighbourhood Warden has reduced number of stray dogs and related problems.
Youth	Poplar: The effectiveness of Poplar HARCA's youth outreach projects, especially in engaging hard-to-reach has been endorsed by the London Borough of Tower Hamlets awarding it the contract for delivering youth services in much of the NM area.

Emerging good practice

5.24 In each case study, we asked interviewees to identify what they perceived to have been the critical success factors. The points made are grouped under four headings which deal with issues about strategic influence, management arrangements, pre-planning, and implementation.

1. *Strategic influence:* One potential weakness with NM initiatives is parochiality. Developing NM necessarily involves a lot of painstaking research at the micro-level and building links and relationships with different front-line workers. However, the case studies repeatedly showed that mechanisms must also be put in place to engage senior decision-makers and middle managers. Otherwise there will be little prospect of persuading service delivery organisations to 'mainstream' and sustain different approaches and in some cases shift expenditure priorities. NM initiatives can essentially only deploy core funds in a temporary, catalytic way since there is as has already been discussed no dedicated source of NM funding. Establishment of a pan-authority network of Neighbourhood Managers with close links to the LSP (Wolverhampton) proved one effective method of exerting strategic influence (and also problem sharing and exchanging good practice). Direct reporting to the local authority chief executive (Deighton Brackenhall) was another.

2. *Management arrangements*: Alignment with other regeneration programmes emerged as being crucially important in Dingle. INclude achieved this through the Board co-opting a senior local officer who had responsibility for oversight of the Merseyside Objective 1 Programme in the area and also a Housing Corporation representative. North Ormesby respondents stressed that they thought it important that respective roles are agreed and responsibilities clearly apportioned in any partnership at an early stage. Tees Valley Housing Group's task in North Ormesby was initially more complicated because two local authority departments were effectively vying for control of the wider regeneration programme. However, TVHG focused in the meantime on the local issues and this has probably contributed to the ongoing resolution of imperfections in structural arrangements.

3. *Pre-planning*: The case studies revealed a number of effective preparatory measures:

- Initial research, either in the form of residents' surveys (Deighton Brackenhall) or service audits (Poplar), proved invaluable in establishing the baseline position in terms of needs and service provision. Repetition later in the programme proved an effective way of gauging changes and progress towards achieving stated outputs and outcomes. Good monitoring and evaluation systems can also facilitate tracking of change and gauging of projects' impact (Whitmore Reans/Dunstall).
- In Dingle, patch partnering proved an effective way of identifying issues and encouraging service providers to think in lateral, more joined-up ways.
- Resident involvement is not simply necessary on justice grounds and to encourage a sense of ownership. It is often the combination of residents' intelligence and findings from more formal surveys and audits which proves most revealing and helpful to service providers (Poplar).

4. *Implementation*: Many different kinds of project in the case studies showed potential. However, when respondents were asked to identify those which had achieved an impact to date and/or offered value for money, they highlighted the following:

- Construction of multi-purpose buildings featuring service co-location and space for community organisations. Especially if they can be locally run, these can generate a great deal of energy, self-help and commitment from the local community (e.g. Poplar HARCA neighbourhood centres).
- Projects which have generated local training and employment opportunities have enhanced local ownership of the initiatives and level of accountability (e.g. INclude Environmental).
- Comparatively modest sums of money can play a part in boosting community confidence. 'Small wins' achieved by resident-led action groups in Deighton Brackenhall had this effect. The advice and signposting service provided by the NM assistant in North Ormesby made users feel more cared for. The Community Grants scheme in the same area also proved popular with community groups.
- INclude's success in persuading the HSBC bank to open a new cashpoint in Dingle is a reminder of the importance of not overlooking private sector service provision.

6. CONCLUSIONS AND IMPLICATIONS

6.1 This final section draws out the main lessons from the research. It covers definitional concerns, questions about respective organisational roles and capacities, engagement of residents and service providers, identifies enabling and constraining influences which should be taken into account and also critical success factors underpinning good practice elsewhere. It ends by making some tentative recommendations as to how it might be utilised to support LHT's approach to NM beyond the piloting phase.

Conceptual understanding

6.2 The introductory sections of the report highlighted the importance of clarifying partners' understanding of NM as a concept given differing interpretations and schools of thought. Whether local authorities view it as part of the local government modernisation or neighbourhood renewal agendas is particularly important. It is equally clear that NM can involve differing lead organisations, structures of varying sophistication and either substantial or modest programmes and resources. LHT therefore need to carefully examine respective organisational agendas, capacities and aspirations and means at their disposal for influencing key partners. Given the experimental nature of NM initiatives and the lack of dedicated funding, careful thought must be given to how interventions can act as a catalyst by inducing longer lasting changes in service delivery. This requires vision, understanding of respective agendas, collation of appropriate local intelligence and attention to monitoring and evaluation.

RSL involvement and role

6.3 RSLs have taken an active role in about half of current NM initiatives. Typically they have played a supportive role but there are an increasing number of examples where they are taking a leading role, partly as a result of NRU promptings. RSLs have a number of attributes which other organisations do not necessarily possess. These include long term stake in neighbourhoods in which they hold sizeable stock, close contact with residents, scope to employ residents in delivering local housing services, project management expertise, independence and freedom to act relatively quickly (see 4.18).

6.4 The report has shown that RSLs need to weigh up the costs, benefits and risks of involvement in deciding whether to engage in NM initiatives and if so, what role they should play. Key criteria include their capacity to play a more strategic role, ability to influence other partners (especially the local authority), other parties' stance and inclinations and the types of joint resourcing envisaged. Given pressures upon mainstream services and reliance on special funding sources, RSLs also need to convince themselves there is a good case for involvement on cost-effectiveness grounds and subsequently monitor whether this proves the case.

6.5 Some have argued that local authorities are usually best placed to play the lead role but the evidence on this is at present inconclusive. While engaging different local authority departments might appear more straightforward in the former case, especially if there is high-level political support and executive commitment to NM,

this can potentially be achieved by other means. For example, some RSL-led NM initiatives are part of wider networks with routes into the local authority executive and strategic bodies such as the LSP. Other RSLs have entered into formal partnerships with local authorities to secure buy-in.

Engaging residents

6.6 The research encountered a wide variety of different forms of community involvement. This suggested to us that partners need to tailor the mix of approaches to local circumstances. However, more successful initiatives did feature a number of recurring principles and characteristics:

- meeting residents on their territory and listening respectfully to their concerns;
- showing sensitivity and understanding about wider factors conditioning residents' outlook;
- communicating clearly proposals and intentions and welcoming feedback;
- giving residents a real stake in the outcome via employment programmes etc.;
- supporting local champions, advocates, entrepreneurs;
- encouraging community self-help initiatives through modest financial support and contributions in kind.

6.7 Since comparing and contrasting community views and official intelligence is intrinsic to NM, community engagement must be seen as one of its essential rather than optional components.

Engaging service providers

6.8 The report has shown that NM is frequently about piloting experimental approaches and encouraging other partners to change their approach to service delivery rather than simply providing services directly. This is especially true since there is no dedicated, long-term funding for NM. If there was, this would probably raise serious questions about resource substitution.

6.9 We found that the following methods proved particularly effective in engaging service providers:

- taking time to understand respective agendas and areas of shared interest where joint working might be profitable;
- exercising good leadership and management and running meetings in a focused, business-like manner;
- commissioning baseline research which offers providers a detailed insight into local needs, service provision and its collective impact and potential gaps and areas for improvement;
- making providers aware of how both service delivery in other thematic areas and wider local factors impinge upon their task, operating costs and performance;
- producing a coherent, carefully integrated, and costed programme of interventions;
- devoting attention to performance management and accurate monitoring and evaluation of interventions to show projects' degree of cost-effectiveness and the scope for mainstreaming;

- developing a one-stop shop facility with scope to incorporate multiple services.

Helps and hindrances

6.10 Contextual circumstances can either make the NM task easier or more difficult. Enabling factors are likely to include:

- a readily identifiable neighbourhood with an existing network of well-established residents' associations and other community groups;
- concentration and critical mass of stock as far as housing partners are concerned;
- the existence of community groups and residents with a desire and determination to change local services for the better;
- a supportive local authority willing to consider different means of backing NM, for example, funding, transfer of assets at nil cost and so on;
- recognition on service providers' part that there is both the need and scope for local improvement;
- the need for re-development which can galvanise affected parties because it is seen by residents as a threat on the one hand but is also an opportunity to engage the community and improve their lot;
- co-operative local councillors who wish to play their part but not in a dominating or controlling fashion;
- availability of special funding to kickstart the process of developing improved, more joined-up services or presence of organisations with the financial flexibility to be able to experiment with new approaches to service delivery;
- availability of good primary and secondary neighbourhood intelligence.

6.11 The following circumstances are likely to prove a constraining influence:

- neighbourhoods where service areas seriously overlap and there are barriers to adopting common boundaries;
- areas where there is a multitude of different landlords, each with scattered stock and different policies, making concerted action more difficult;
- a controlling local authority that maintains a departmentalised, hierarchical approach to service delivery or has different ideas about devolution of services and delineation of neighbourhoods;
- absence of service providers able or willing to take the wider view;
- acute pressure upon the mainstream budgets of key service providers and/or superabundance of service-specific targets which can limit room for manoeuvre;
- lack of support for the NM concept from key players such as the local authority;
- cautious, risk-averse organisations reluctant to experiment with new approaches or enter into new service level agreements because that might raise local expectations and demands;
- a shortage of neighbourhood intelligence.

6.12 Weighing these influences may be a useful tool for deciding which areas may be most suitable for piloting NM or as a guide to the amount of preparatory groundwork necessary before a scheme can get underway. However, it is also worth remembering that although circumstances can in some instances appear uninviting, if the barriers can be overcome, the rewards may be all the greater.

Critical success factors

6.13 Review of available good practice has shown that the more successful NM initiatives share a number of key features set out in the following box:

1. Neighbourhood Managers and support teams with the right mix of skills (catalysts, listeners, communicators, lobbyists, networkers, knowledge of relevant service areas);
2. a credible lead organisation which sets an example to other partners in seeking to join-up services more effectively;
3. time allowed to build relationships with key parties founded on trust, openness, honesty, realism as to what can be achieved;
4. champions in relevant service organisations who are keen to experiment with new approaches;
5. a good chemistry between the NM team, key professionals and residents;
6. a coherent, well-planned and achievable set of proposals which are well aligned with other local regeneration programmes;
7. partnerships which have the necessary strategic influence either through Board membership or strategic links with individuals and organisations with clout such as the LSP and senior executives of service providers with scope to apply lessons to other areas/neighbourhoods;
8. a good relationship with local authority and political ownership and backing for proposals;
9. an incremental approach to improving services beginning with residents' leading priorities and the more straightforward tasks, then proceeding to the more complex, time-consuming issues once trust and credibility have been built up;
10. active engagement of residents and community groups in every aspect of the initiative (consultation, planning, project appraisal, implementation, evaluation) and hence ownership of proposed improvements;
11. maximising scope for local employment to build local self-worth, pride, capacity and wealth and provide additional forms of local accountability;
12. devising new ways of collecting and utilising community intelligence;
13. mechanisms for committing service providers and monitoring their performance (e.g. SLAs, estate agreements);
14. harnessing the skills of community entrepreneurs and supporting community activity by making available modest grants;
15. some latitude when measures don't work, otherwise relevant professionals will lack any incentive to take risks in other neighbourhoods;
16. funding available for piloting alternative approaches which might pave the way for the re-engineering of services.

6.14 If these overarching principles are applied, appropriate interventions should then follow. This report has not found a magical mix of initiatives which will guarantee success. However, the following sorts of projects are likely to form key elements of the 'toolkit' which will need to be applied in ways and combinations to suit local circumstances and residents' wishes:

- better co-ordination of street services;

- additional local 'policing' (dedicated police; neighbourhood wardens; street wardens);
- incorporation of community safety remit into many front-line workers tasks and job descriptions;
- local employment measures (Resident Service Organisations, Intermediate Labour Market projects);
- 'One Stop Shops' which simplify community access to services and encourage more joined-up approaches;
- different forms of service integration (e.g. full service/extended schools; outreach services in community centres).
- Small-scale 'community chests' to fund community groups' projects and ideas.

6.15 RSLs repeatedly need to ask themselves: does NM make sense to our organisation and our partners? There are potentially significant benefits. However, RSLs need to assess whether the neighbourhood is viable in its present shape or form by first researching wider social and economic trends and the interaction of local employment and housing markets to adjudge the extent of restructuring necessary. NM is not in itself going to revive failing neighbourhoods but may well be an important part of a wider package and a tool for agencies to collectively manage changes in local service delivery. Progress in improving and re-engineering services in particular neighbourhoods will also depend upon the extent of alignment of the NM programme and relevant service providers' structures, agendas and priorities. Some providers may decide it suits their purposes to structure delivery primarily by area whilst others prefer to do this by theme, client or service area. All have to make hard choices about who gets what.

Next steps

6.16 On the basis of our findings we would recommend that LHT consider the following actions:

1. Initiate discussions with other service providers, especially local authorities, to ascertain their stance on NM and explore where there may be scope to act in partnership and lobby to play an active if not leading role, using experiences to date and intelligence from this report.
2. Rate areas in which it possesses major stock according to the likely degree of difficulty of introducing NM using balance sheet of enabling and constraining factors.
3. Review effectiveness of interventions to date using critical success factors as a crude checklist.
4. Review potential costs/benefits balance sheet of current and possible future NM programmes in conjunction with partners (using Figure 10 as a starting point).
5. Review the nature of interventions introduced elsewhere to ascertain whether there might be scope to apply them in pilot areas.

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APPENDIX 1: Main contacts and interviewees

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APPENDIX 2: Round One Neighbourhood Management Pathfinders: Digest of key characteristics and good practice

1. Nature of area	
Type of neighbourhood	Considerable variation in typology, although all 20 areas are principally residential and only a couple contain significant concentrations of retailing or industry. Range includes: large, distinct council housing estates on the urban periphery; mixed or pre-1919 inner suburbs often combining a number of neighbourhoods with their own (sometimes ethnic) identities; whole settlements or combination of separate small settlements – particularly the case in seaside and coalfield areas.
Size (pop/ hholds)	Again, large variation. Pop: 4800 – 18400. Households: 2000 – 9000. Half the 20 Pathfinders have pop of over 10000. Population profiles are seldom similar to the national average. Many Pathfinders have large youth populations while some are more polarised, exhibiting concentrations of young and old.
Tenure mix	This is highly context- and geography-specific. Stock in Pathfinders covering post-war outer estates or inner areas that experienced slum clearance in the 1960 remains largely under local authority/RSL control. Pathfinders combining a number of small neighbourhoods often contain more of a balance of tenure types, although these are often geographically segregated. Inner urban areas typified by older properties contain a high proportion of privately-owned rented housing and very little managed by social landlords. Only in 2 areas (Chester & Hastings) are demand for properties, the condition of stock and tenure mix such that housing is not a key issue for NM.
Main problems/ issues	<p>These vary in severity but, despite the mix of neighbourhood types, are fairly similar from place to place. All of the neighbourhoods score badly on some of the indices of deprivation, some in the North and Midlands do badly (often very) on all of them. Typically incomes are low regardless of unemployment figures, educational attainment and skill levels are poor, ill health common, housing markets stagnant or failing and/or there are housing management problems, the population may be falling or churning, the physical environment degraded, public transport inadequate, crime and disorder on the rise, expectations and aspirations low and the image of the area negative.</p> <p>Unemployment due to a lack of jobs in the immediate area, or at least a lack of jobs that pay sufficiently to be attractive, is an issue, especially in those areas still struggling to deal with the impacts of industrial restructuring. Most often, however, it is skills shortages coupled with constraints imposed by inadequate public transport and childcare provision that are a major factor in ongoing worklessness. Residents seldom cite health or income as their primary concerns – even if these are the most severe forms of deprivation facing their communities. Instead it is more tangible problems such as environmental degradation, housing management problems, anti-social behaviour and youth nuisance which are highlighted. Invariably Pathfinders contain concentrations of vulnerable people.</p>
2. Who's involved?	
Organisational structures	<p>The designated Accountable Body in all bar a couple of cases (where local voluntary organisation have, not always successfully, taken on the role) is the District or Borough council. These Pathfinders have found it convenient to remain close to their local authorities for the access to the corporate and financial services this allows. This has, however, made it difficult for them to appear wholly independent and has made it more difficult to engage fully those stakeholders whose relationship with the local authority is difficult.</p> <p>In all cases NM teams are answerable to a Board, the majority of which have a</p>

	<p>membership of 18-25. Of these seats, in the region of 20% to 40% are typically occupied by service providers. The police and PCTs are represented on nearly all Boards. RSLs or local authority housing departments, in contrast, only feature on 10. In some areas it is councillors rather than officers who represent local government. Elected members tend to be most numerous (the maximum is 8) on the Boards of Pathfinders which crosscut a number of wards and are located in areas of two tier local government. Unless councillor participants are cabinet members or portfolio holders their influence within their organisation can be limited. Their disempowerment is further compounded if they are not members of the ruling political party. In many cases, additional representatives of service providers will attend Boards in an advisory capacity.</p> <p>In most cases over 50% of seats are filled by a combination of community group and voluntary sector representatives and residents. From the information available and because active community representatives often work with more than one organisation, it is difficult to disaggregate Board members who are residents alone and those who are residents but also wear other 'hats'. At the current time, few Pathfinders appear to have secured the participation at Board level of more than 5 (and typically fewer) residents who speak solely in their capacity as local householders. Many of the residents with seats on Boards today are those who showed willing or were nominated by pre-existing community/tenants associations when the Pathfinders were first established.</p> <p>Community engagement mechanisms did not exist in some Pathfinder areas and so initially there were no residents on some Boards. Resident elections have now been introduced in some neighbourhoods in an attempt to increase transparency and democratic accountability and to diversify membership so as to get away from the usual (often older) suspects who seem to sit on multiple Boards and are, in effect, 'professional' community representatives. Others have established community fora or neighbourhood networks to select representatives, while some interview potential candidates before appointing those deemed most suitable.</p> <p>In places where effective resident participation has been secured either residents alone are allowed to vote or voting rights have been altered to ensure residents are in the majority. Arguments about who should represent the community have arisen in some areas. Councillors in traditional, paternalistic local authorities have found it particularly difficult to 'let go'. This is especially so when councillors are also residents and consequently believe they can wear both 'hats' without conflict.</p>
<p>Key sub-structures</p>	<p>Feeding into each Board are a series of Theme, Task or Service Delivery groups. These bring together a range of stakeholders, not all of them necessarily members of the Board, who have an interest in developing strategies to address particular issues. These groups may be led by representatives of the most relevant service provider or by resident 'champions'. The terms of reference of these groups varies. Some have responsibility for everything to do with a particular theme – information gathering, strategy development, project appraisal and evaluation – while others appear to be little more than ideas factories, with their Boards having a much greater role in directly shaping Pathfinder interventions. The number of groups supported by Pathfinders is typically 3 to 5 but can be as many as 9. One Pathfinder only sustains a single permanent theme group, convening ad hoc groups around other issues as required. Another has appointed theme leaders around whom groups are assembled as need arises.</p> <p>Most Pathfinders that have created 6 or more theme groups have struggled to retain sufficient membership to sustain them all, especially from amongst the</p>

	<p>community, and found that the focus of each group is often too narrow to deal effectively with problems which are, by their nature, interlocking. In many areas, group chairs and vice-chairs meet at regular intervals to ensure that there is integration between the strategies that each is developing. Theme groups typically address the 5 neighbourhood renewal themes, although these are often tackled in combination with each other and others. Liveability issues predominate: crime and community safety, anti-social behaviour; youth disorder; the physical environment; housing and housing management. Creating opportunities for young people, improving educational attainment and skills, addressing poor health, and improving the image of the neighbourhood are also popular issues around which theme groups have formed.</p> <p>In addition to their theme groups, most Pathfinders have created additional groups to service the Board or to which the Board feeds back. In some cases small Executives involving the Manager, Chair, Accountable Body and selected others have been formed to, in effect, direct the Pathfinder. Their existence is often indicative of unwieldy, ineffective or fractious Boards, while their creation also casts some doubt on the inclusiveness of the NM process. Less controversial and more common are Key Officer/Manager or Strategy groups which bring together the senior management of the different service providers at regular (although not necessarily very frequent) intervals to discuss issues of relevance to all, secure high-level support for NM and to try to marry the needs of service providers and the aims of the Pathfinder. Some Pathfinders also run regular events where front-line workers from different agencies can meet and network.</p> <p>The appraisal of NM leverage funding applications is often designated to a specialist panel usually involving some residents. This may have a fixed membership or be specially constituted to reflect the type of proposal being assessed. One Pathfinder has created a Problem Solving Task Team comprised of service provider representatives which meets fortnightly to develop solutions to crime/anti-social behaviour hotspots and problem families. Finally, a number of Pathfinders have established a Residents Network/ Community Forum, which can function both as a sub-group of the Board (community development) and a body to which the Pathfinder reports on progress and from which it receives community feedback.</p>
RSL role?	<p>RSLs are known to be involved with only 6 Pathfinders. In one of these locations stock transfer is yet to occur while in another the LA remains the dominant social housing provider. In the other 14 areas either local authorities or ALMOs are the social landlord or the large majority of housing stock is in private ownership. RSLs have, nevertheless, played important roles in a couple of areas. Knutton-Cross Health is within the North Staffs HMRI area and the neighbourhood is likely to undergo extensive reconfiguration. The RSL's Director of Housing chaired the Pathfinder Board until recently and has been an important figure in the building of relationships with the HMRI. Renew North Staffs is planning to adopt the NM approach in areas where it plans to make intensive intervention. In Hastings, the RSL has re-aligned its plans to dovetail with the Pathfinder's Delivery Plan. It has invested more heavily in environmental improvement, in particular the tidying of public spaces and the upgrading of play areas. A large percentage of the housing stock owned by the main RSL participating in the Blacon (Chester) Pathfinder is located in that neighbourhood. A number of services the RSL was already operating on a limited basis – Community Rangers and overnight patrols by its Vandaline team – have been extended, albeit with NM funding.</p>

3. How are NMP's staffed?	
NM salary	Salaries £35,000 - £50,000+, some with performance related bonuses.
Size of team (fte)	Core team typically 4-6 FTE. Some Pathfinders are funding additional staff to deliver projects or drive sectoral change and in one case a local Sure Start initiative has been subsumed into the Pathfinder. If co-line managed secondees are also factored into the calculation it is evident that some Managers are responsible for a considerable number of staff.
Skills mix/ job titles	<p>Most have Administrators and Finance/Monitoring Officers but beyond this the picture is uneven. Some have appointed Assistant Managers to unburden the Manager of some duties; Policy or Mainstreaming Officers would appear to perform a similar function by undertaking much liasing with service providers. Many also employ Community Engagement/Development Officers.</p> <p>The 2003 National Evaluation expressed concern that: (i) the staffing profile of many NMPs reflected a project rather than process orientated agenda – one concerned mainly with administering grants and monitoring quantifiable outputs (ii) in cases where the core team is small and packed with administrators the manager is an something of a ‘lone ranger’ who has to juggle (and deal with the pressure of) negotiating with service providers, managing core and add-on staff and both devising and directing projects.</p>
Permanent/ secondees	Some core staff members (notably a number of neighbourhood managers) were first involved with NM as secondees from the Accountable Bodies. Having worked on the development of the initiatives, they were appointed to NM-funded posts when they were created. Most are on fixed-term contracts of 3-5 years. Some short-term secondments from service providers and the voluntary sector to drive specific initiatives are evident.
4. How are they run?	
Engagement methods	<p>Most service providers were invited to join Pathfinder Boards during the developmental stage, although additional agencies have sometimes subsequently been added if it has become apparent that their participation would be valuable and/or their resistance to participation lifts. In some cases the establishment of theme groups provided opportunities for service providers without seats on the Board to have direct involvement in NM. Many agencies clearly have a vested interest in getting involved with Pathfinders either because much of their ‘trade’ comes from the neighbourhoods in question or because the problems they are statutorily responsible for addressing can only effectively be tackled in concert with other agencies. This may explain why the police and public health arm of PCTs have been so proactive.</p> <p>Neighbourhood Managers have been active in drawing service providers from their institutional ‘silos’ and convincing them to develop joined up solutions. In some cases, commitments to these have been reinforced through the signing of corporate SLAs (ones to which a number of agencies are co-signatories) or Charters. Service provider engagement has, however, been uneven. In areas with a history of collaborative working, progress seems to have been considerably faster than in those where agencies view each other with suspicion and local government is rather paternalistic. Problems have arisen in twin tier local government areas where it is the county council that provides most of the key mainstream services. This organisation is often unwilling or constrained from focusing its resources on what it may perceive to be a geographically insignificant area. Political differences between county and district/borough councils can also cause tensions, especially if Board meetings are used as opportunities for destructive party-political point scoring.</p>

	<p>One of the key difficulties for Pathfinders has been to ensure that the commitment of Board or theme group members is replicated in the agencies they represent: if participants are senior, staff working ‘on the ground’ are not always aware of how they are supposed to support NM, while if they are junior they may not have sufficient influence within their organisation to reshape programmes or commit funding to joint projects. Some Pathfinders have appointed staff to develop multi-agency research-based solutions to thematic problems.</p> <p>In terms of resident/community engagement, the work Pathfinders have undertaken has depended greatly on existing structures and the cohesiveness of their neighbourhoods and communities. In areas where NM is bringing together a number of quite different social and ethnic communities under one banner, Pathfinders have had to work hard to include the multiple voices that demand to be heard. At the other extreme, in areas with no real history of community involvement in regeneration, completely new resident consultation and engagement mechanisms have had to be developed. The training of community representatives so they are able to participate fully in the NM process has been evident in most areas.</p> <p>In addition to community/neighbourhood fora, Pathfinders have developed innovative methods for canvassing the views of residents that include: websites inviting feedback; the employment of residents to act as Street Reps/ Community Involvement workers whose job it is to gather opinions informally from friends and neighbours and to assist with more formal survey work and event organisation/promotion; market place events (a bit like trade fairs) at which service providers explain to residents, and discuss informally with them, their proposals for improving local services (although it is questionable whether this approach encourages joined-up working). Other important ways of creating a sense of community and keeping residents engaged have been to provide (i) small amounts of funding to support community groups, local sports teams etc and (ii) regular updates on progress via community newspapers and websites.</p>
<p>Non-lead partner’s influence</p>	<p>Very difficult to tell and it is even uncertain whether the lead partner (i.e. the Accountable Body) has much leverage when (a) it does not provide many services to a neighbourhood, which is the case in twin-tier local government areas (b) it does not dominate the Board or is represented on it by personnel of insufficient seniority. With experience, community representatives seem to be getting better at getting what they want by developing ideas of their own or reshaping the proposals of others at the appraisal stage. Some Boards still look very much to their Manager for ideas and leadership. In many cases, a willingness to provide mainstream funding increases influence.</p> <p>A concern of the first annual review was that many approaches and projects being supported by NM were those which service providers were already considering or planning and that they were simply taking advantage of the availability of NM leverage funding to pilot their schemes. However, Pathfinders cannot be blamed for ‘pushing at open doors’, especially if their aims coincide with those of stakeholding agencies. Moreover, some Managers highlight the importance when dealing with service providers, especially during the early stages of NM, of ‘going with the grain’ – trying to engineer subtle change by persuasion rather than through confrontation.</p>

5. What have they done?	
Main themes/ Priorities	<p>Some Pathfinders were formed to address specific issues – e.g. crime (Blacon), opportunities for young people (Kirkby) – but many intended to place equal emphasis on a range of issues. In practice, liveability issues – especially environmental degradation, housing management and anti-social behaviour – have dominated the agenda. Youth inclusion, facilities for young people and educational attainment are also being pursued, in part because it is youth nuisance that is undermining liveability. These issues impact on the daily lives of residents much more obviously than poor health, low incomes or even unemployment (which are not felt to be particularly acute because many others in the neighbourhood are similarly deprived) and are therefore priorities for the community.</p> <p>Theme groups formed around liveability issues enjoy much higher levels of community participation than any others. Environmental degradation, for example, is also something that Pathfinders can do something about quite quickly and intervention here acts as a visible sign to the community that neighbourhood management can make things better. Establishing improved youth/educational and health services and enhanced community safety takes much longer to negotiate and in many cases required the appointment of new staff. Intervention into health problems was also held up by NHS reorganisation and is still not tangible in some areas because a number of Pathfinders have felt it important that their strategies be guided by health needs analyses.</p>
Expenditure	<p>Reflects skewed early priorities. May equalise more in subsequent years. Vast majority of Pathfinders under-spent in their first year of operation. This reflects delays in appointing staff and securing premises and over-ambitious Delivery Plans which many Managers spent considerable time refining. Many Pathfinders have been able to make their limited leverage funding stretch further by securing grants and match funding from multiple sources (but see comment below).</p>
Project mix	<p>Most started with some small, quick wins projects while their primary interventions were being planned and negotiated. A considerable amount of leverage funding seems to have been absorbed by staffing costs incurred in order to provide extended or new services e.g. Neighbourhood Wardens, extra policing, youth inclusion programmes, facilities for young people, one-stop access to information and services, etc.</p> <p>There is some concern that many interventions: (i) are too reliant on leverage or time-limited ‘funny money’; (ii) focus too much on delivering short-term improvements through SRB-style projects rather than on process and sustainable change; (iii) were introduced to satisfy the wishes of residents and service providers but are not grounded in needs analysis (e.g. analysis in Bolton found that domestic violence warranted at least as much attention as community safety – a finding which meant the Pathfinder needed to engage with new and different stakeholders); (iv) fail to address all the forms of deprivation afflicting a neighbourhood. Nevertheless, it is probably too soon to tell if the project mix is right because rollout of major improvements to/new services negotiated with service providers only began in 2003. Moreover, in areas where service providers have been reticent about making either funding contributions or mainstreaming commitments, Pathfinders have had little choice but to begin projects in the hope that they will: (i) deliver change within the lifetime of the Pathfinder; (ii) demonstrate their worth and be mainstreamed when leverage runs out.</p>

6. How well and with what results?	
Main achievements	<p>Some new services have been established, other extended and some new facilities provided. Personnel employed by a number of agencies (often with the aid of leverage funding) have in some cases been co-located in Pathfinder neighbourhoods and are working together on the ground. Community awareness of and engagement with NM is steadily increasing and reasonably effective consultation methods are in place. Most neighbourhoods have been cleaned up – a way of getting NM known and raising the (usually low) confidence of residents in the authorities. Most crucially perhaps, service providers have started talking with each other and listening to rather than talking at residents. Mapping gaps between services has been a first step towards developing joined-up solutions to problems and also drawing down additional funding. Many agencies have signed up to SLAs, either individually or collectively. Most Pathfinders found the process of negotiating SLAs was arguably of more value than the Agreements themselves in that it allowed different groups to understand each other wishes, expectations and constraints more fully. However, as such agreements are not legally binding their long term worth remains questionable.</p>
Mainstreaming?	<p>Some Pathfinders have been more strict than others in insisting that service providers commit, in writing, to mainstreaming a new or improved service when leverage expires before they release funding. However, this approach only works where service providers are willing to co-operate and in many areas Pathfinders have realised that mainstreaming commitments may never materialise or will only do so once service providers are convinced of the value of change. In such cases they have had little choice but to begin projects that will either deliver lasting change within a short timeframe or demonstrate their worth and be taken forward when leverage funding expires.</p> <p>Some Pathfinders are providing tapering funding for initiatives, the intention being that service providers will take up the slack over a number of years and eventually take on full responsibility for them. In other cases, agencies have committed funding to projects but only for a set period of time in the first instance. In many areas, rather than providing new funding, service providers have, instead, adjusted existing programmes to dovetail more effectively with those of other agencies or to better meet the needs of residents e.g. through secondment of personnel into multi-agency teams or co-location in one-stop shops designed to bring a range of services closer to residents.</p>
Hinders and helps to delivery	<p><u>Hinders:</u></p> <ul style="list-style-type: none"> • Overwhelming number and range of complex problems. • Over ambitious or poorly focused Delivery Plans requiring time consuming overhaul. • Political spats between participants. • Disengagement of key agencies. • Failure to engage the correct group of stakeholders at the outset. • Difficulties in securing mainstreaming/funding commitments. • Late appointment of Manager. • No history of community participation. • Representation of local authority only by councillors. • Service providers see little benefit from participation or find it too politically sensitive to participate fully. • Only a small number of junior personnel within key agencies who have limited influence are committed to NM. <p><u>Helps:</u></p>

	<ul style="list-style-type: none"> • Effective Manager in place early and able to shape agenda. • Limited number or severity of problems. • History of inter-agency collaboration. • Modern (i.e. not paternalistic) single tier local government. • Representation of local authority mainly by officers (of relevant departments). • Coherent neighbourhood. • Established community groups with limited vested interest in sub-areas/groups. • Service providers see mutual benefit from participation and are prepared to (i) commit funding/staff time to NM (ii) re-orientate their mainstream programmes to assist the Pathfinder realise its aims (iii) participate in /fund initiatives that may not strictly fall within their usual aegis. • Agency CEOs are committed to NM and ensure that their front line staff works to support it. • All stakeholders buy into the NM concept at the outset.
7. Critical success factors	
<ul style="list-style-type: none"> • Manager in place early. • Good ‘buy in’ from key stakeholders. • Focus on deliverables not aspirations. • Prioritisation of a small number of key issues, especially in the early stages. • Investment in some high visibility ‘quick win’ projects early on to get NM known and the community on side. • Relationships built with people of sufficient seniority within the right mix of agencies. • Agencies successfully convinced of the benefits of collaborative working. • Links established with relevant stakeholders outside the neighbourhood, as it is impossible to solve every problems within the boundaries of such small areas, especially unemployment 	
8. What have been key lessons for RSLs?	
<p>Most of the problems faced by disadvantaged neighbourhoods are inter-related. As a consequence, it is worth RSLs investing in initiatives that are outside what would be described as ‘housing management’ – crime and disorder reduction, reassuring the vulnerable, environmental improvement and youth inclusion – in order to protect their investments by improving neighbourhood liveability and thus the letability of their properties. Other agencies clearly share a mutual interest with RSLs in tackling liveability issues.</p>	
9. Anything of particular relevance given nature of LHT pilot areas?	
<p>RSLs most active in Chester, Hastings and Newcastle-under-Lyme. In Chester the RSL part-funds and manages a Community Ranger service (this began before the Pathfinder was launched), in Hastings the RSL has funded improvements to public spaces and outdoor play areas, and in Newcastle the RSL is acting as a key link to the HMRI and will undoubtedly be involved in stock reconfiguration. Difficulties for LHT will be: (i) whether the Kirkdale neighbourhood will have sufficient critical mass in terms of households to engage other service providers; (ii) to what extent is it prepared for tenants of other housing associations and owner occupiers to benefit from the NM initiatives it funds (one of the reasons why the RSL in Chester been reluctant to contribute financially to projects). Meanwhile, in Rotherham the borough council’s housing department has also adjusted its programme of improvements (notably bringing forward a window replacement scheme) to dovetail with a target hardening/ designing out crime initiative funded by the Pathfinder. Work done to look after vulnerable people in Poulton may also be of value here.</p>	

APPENDIX 3: THE CASE STUDIES

1. Poplar Housing and Regeneration Community Association (HARCA), London Borough of Tower Hamlets

Poplar HARCA is a Local Voluntary Stock Transfer RSL which has set up a network of centres in its different neighbourhoods to provide a focus for its non-housing regeneration activities and also a Pan-Poplar partnership body in order to engage service providers at a strategic level.

1. Key Facts on Neighbourhood	
<ul style="list-style-type: none"> Size: population and no. households 	<ul style="list-style-type: none"> About a mile square. Population: 38,000 (5 neighbourhoods). Part of the Borough of Tower Hamlets in London's East End. Poplar is just outside the boundary of the area redeveloped by the London Docklands Development Corporation in the 1980s and 90s.
<ul style="list-style-type: none"> Use mix 	<ul style="list-style-type: none"> Largely residential. Much of Poplar was cleared and rebuilt in the post-war decades. This was in part necessitated by damage caused by the Blitz, although slum clearance policies of the 1960s were responsible for eradicating much of the remaining pre-war housing.
<ul style="list-style-type: none"> Housing mix 	<ul style="list-style-type: none"> Majority of dwellings take the form of flats or maisonettes built in the 1950s and 60s. By the mid 1990s most were in need of renovation. Prior to stock transfer, 11,000 homes were local authority owned. Little growth (beyond right-to-buy acquisitions) during recent years in the very small proportion of privately owned housing. Poplar HARCA manages about 5000 properties across 7 housing estates – Aberfeldy, Bow Bridge, Coventry Cross, Burdett, Lansbury, Lincoln and Teviot. 16 RSLs (including Poplar HARCA) own stock in Tower Hamlets
<ul style="list-style-type: none"> Social/ethnic/demographic mix 	<ul style="list-style-type: none"> Ethnically diverse – home to a large and well established Bangladeshi community and also concentrations of Somalis, Chinese and Vietnamese. Tower Hamlets is the most deprived borough in England (IMD 2000) Generally a mix of age groups but some geographic concentrations of OAPs.
<ul style="list-style-type: none"> Key local features/issues 	<ul style="list-style-type: none"> Poplar is a mile east of the City of London, overlooked by Canary Wharf and divided by the Blackwall Tunnel approach road. Unemployment remains high in Poplar and higher than the Borough average. Low skill and qualification levels coupled, in many cases, with a fairly poor grasp of English has made it difficult for residents to access the work created in neighbouring London Docklands. Most residents in employment have semiskilled and unskilled jobs. 70% of residents are in receipt of benefits.

<ul style="list-style-type: none"> Brief portrait of other existing key partnerships or institutional features, if important 	<ul style="list-style-type: none"> The Leaside Regeneration Partnership is delivering a £23m programme designed to tackle the physical isolation and social and economic deprivation of the Eastern half of Tower Hamlets, within which Poplar is located. The area received SRB 4 & 6 funding An EAZ, HAZ and Sure Start also operate in the area. The Borough of Tower Hamlets receives NRF funding and is a member of the Thames Gateway London Partnership.
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2. Organisational arrangements/model	
<ul style="list-style-type: none"> Key features/components of partnership structure and how they fit together 	<ul style="list-style-type: none"> NM in Poplar is delivered in five separate neighbourhoods – Blackwall, Bromley/Lincoln, East India, Lansbury/Locksley, Mile End East – covering the HARCA’s 7 estates. In each neighbourhood a Neighbourhood Partnership Group has been established to act as the main forum for community involvement in NM. Neighbourhood Co-ordinators report to these groups. To co-ordinate NM across Poplar, a strategic body, the Poplar Area Neighbourhoods (PAN) Partnership, was created in 2001. The PAN Partnership provides the link between the individual neighbourhoods and the service directors within key partner agencies e.g. police, PCT, Tower Hamlets Borough Council. It is also a link to the LSP and its Local Area Partnerships and Community Plan Action Groups. Neighbourhood Co-ordinators attend some Borough-wide strategy-related meetings but much of their interaction with service providers is at the middle management and delivery levels. Lobbying and negotiations over the bending of mainstream spending is left to the PAN Partnership.
<ul style="list-style-type: none"> What role have LA housing department/RSLs played in organisational arrangements? 	<ul style="list-style-type: none"> Poplar HARCA has driven this ‘direct service delivery model’ of NM. It is based very much on the structures for delivering local regeneration that the HARCA has developed since it was created in 1998. Its approach involved establishing HARCA Centres in each neighbourhood – the Bromley-by-Bow Centre already existed – and basing Community Area Directors (CADs) in them to lead on housing management and local regeneration. HARCA centres act as one-stop shops for various services. Many are those offered by co-located staff of mainstream service providers, but Poplar HARCA has funded additional services to facilitate the regeneration of the area e.g. to increase community safety and deliver environmental improvement.
<ul style="list-style-type: none"> Total number of voting Board Members; who chairs/ organisational composition of membership? 	<ul style="list-style-type: none"> The PAN Partnership Board has 15 members – 5 residents, 5 service directors and 5 independents, the latter being respected local figures. The Neighbourhood Partnership Groups are of varying size but each has significant community representation. In excess of 90 residents participate in the Groups across Poplar.
<ul style="list-style-type: none"> Other co-opted members? 	None
<ul style="list-style-type: none"> Legal status of partnership? 	Unknown
<ul style="list-style-type: none"> Accountable Body? 	Poplar HARCA
<ul style="list-style-type: none"> Any other key characteristics of the process of working together 	No
<ul style="list-style-type: none"> Any obvious gaps in representation? 	No

3. Neighbourhood Management Team	
Date Neighbourhood Manager originally appointed	<ul style="list-style-type: none"> • Poplar HARCA has been employing CADs since 1998 but NM was officially established in July 2001 as a 6-month pilot scheme funded by SRB 6. It was then that the role of CAD became that of Neighbourhood Co-ordinator. • The Director of the PAN Partnership and a Poplar Area Manager that it employs undertake some of the duties that would typically fall to a Neighbourhood Manager. They were appointed at a similar time.
Remit/targets of Neighbourhood Manager	<ul style="list-style-type: none"> • The existence of the PAN Partnership to deal with strategic issues means the job of Neighbourhood Co-ordinator is more narrowly defined than that of Neighbourhood Manager. • The Co-ordinators act as a resource for service providers, by identifying the needs and concerns of residents. • They are also involved in joining up the work of service providers and raising their awareness of opportunities to engage in the regeneration process.
Name of employing organisation	Poplar HARCA
No. of core Team members (FTE)	Varies between neighbourhoods.
Please list all Team positions	Only the 5 Neighbourhood Co-ordinators, Outreach Workers in Mile End and Lansbury, a number of administrators and some project-related staff are employed using funding secured for NM. However, many other staff employed by Poplar HARCA to drive its regeneration activities, including those running the PAN Partnership, are heavily involved in NM.
Permanent/temporary/secondment/vacant	Terms of employment not known, although given the dependency of the pilot on grant funding it is likely that any new posts were let on a temporary basis.
How have partners reacted to Neighbourhood Manager's role?	<ul style="list-style-type: none"> • The introduction of NM to Poplar was less of a significant event for service providers than it might be elsewhere because the HARCA had operated a pseudo-NM system via its CADs and HARCA Centres since its inception. The designation of this work as NM appears to be a re-branding to reflect current thinking and attract grant funding. • Tower Hamlets Borough Council has demonstrated its commitment to NM through the injection of NRF into the PAN pilot and other NM schemes.

4. Neighbourhood Management in Action	
<ul style="list-style-type: none"> Main sources of funding, distinguishing if possible what is paying for what? 	<ul style="list-style-type: none"> Since it was established Poplar HARCA has top-sliced rental and other income streams to provide £1m annually for non-housing regeneration. It operates the HARCA Centres, funds projects and underwrites the operating costs of the PAN Partnership (a total of approx £700,000 per year). The cost of Neighbourhood Co-ordinators, support staff and some projects are underwritten by the NRF (total cost £400,000 in 2003-4). This NM pilot is resource intensive and, although funded by Poplar HARCA in all but name between 1998 and 2001, now seems dependent on grant funding for its survival. It was put forward for consideration as a Round 2 Neighbourhood Management Pathfinder as a way of securing its sustainability.
<ul style="list-style-type: none"> Themes being pursued 	<ul style="list-style-type: none"> Community Empowerment Health Crime Jobs Environment Health Housing
<ul style="list-style-type: none"> Programme priorities/emphasis, staging of priorities 	<ul style="list-style-type: none"> These themes emerged and were refined over the 3 or 4-year period prior to the launch of the NM pilot during which Poplar HARCA co-ordinated neighbourhood regeneration. Prioritisation of themes occurs in the different neighbourhoods to reflect local needs and conditions rather than across the PAN area as a whole.
<ul style="list-style-type: none"> Do you have formal Delivery Plan with objectives, targets, milestones or looser arrangements? 	<p>A Community Plan, developed in consultation with residents, has been prepared for each neighbourhood. These were, however, introduced before NM.</p>
<ul style="list-style-type: none"> Methods of engaging: <ol style="list-style-type: none"> service providers residents 	<ul style="list-style-type: none"> Considerable community and service provider support for joined up intervention was secured by Poplar HARCA in the 3 years preceding the launch of the NM pilot. The PAN Partnership engages service providers at the strategic level and is responsible for lobbying for change. Neighbourhood Co-ordinators concentrate on engaging with the community and also the middle management and frontline staff of service providers. The co-location of service provider staff in HARCA Centres is thought to have helped engage hard-to-reach groups.
<ul style="list-style-type: none"> Description of any important processes 	<p>Unknown</p>

<ul style="list-style-type: none"> • Key projects/activities 	<p>Again it is difficult to disaggregate NM activities and the projects and service improvements Poplar HARCA would deliver anyway as part of its regeneration programme. There is insufficient space here to explore in detail the projects which NM may have influenced but a list includes:</p> <ul style="list-style-type: none"> • Lansbury Neighbourhood Living Well Centre • Increasing economic activity amongst Asian women • Youth work and strategy • Community Policing • Health visitor support workers • Environmental services team • Blackwall – service provider mapping • Blackwall – joint working between voluntary sector and mainstream providers • Evaluation of Occupational Therapy service integration • Docklands youth outreach
<ul style="list-style-type: none"> • What roles are housing organisations/RSLs playing in programme/project delivery? How did this come about? 	<p>Since it was formed, Poplar HARCA has taken on responsibility for delivering and funding projects and additional services that promote the regeneration of its estates. It has sought to increase the capacity of residents to engage with service providers and to join-up the work of mainstream service providers in order to fill gaps in provision. This co-ordinating role has increased in prominence under NM but Poplar HARCA remains a major provider of services. It has recently become the official provider of Youth Services in its 5 neighbourhoods.</p>
<ul style="list-style-type: none"> • To what extent buy-in from all service departments within Local Authority? 	<p>Seems fairly comprehensive although the seniority of the staff involved may vary between departments.</p>
<ul style="list-style-type: none"> • What evaluation mechanisms do you have in place? 	<ul style="list-style-type: none"> • Monitoring returns are a condition of the NRF grant. This includes the measuring of progress against quantitative and qualitative milestones. The impact of the NM pilot is, however, difficult to estimate given the range of other interventions Poplar HARCA is making. • Tower Hamlets Borough Council commissioned the consultancy EDAW to produce an evaluation of the NM pilots it was supporting via the NRF. This was completed in December 2003.
<p>5. Good Practice</p>	
<ul style="list-style-type: none"> • Main achievements to date 	<p>Main achievements appear to be in encouraging greater collaboration between service providers, especially at the point of delivery. It is, however, unclear whether this has been substantially increased and deepened by a switch from CADs to Neighbourhood Co-ordinators or has largely carried on as before. Some bending of mainstream budgets and services but the HARCA fills many gaps itself.</p>
<ul style="list-style-type: none"> • Any successful examples of joint initiatives between housing organisations and other service providers? 	<ul style="list-style-type: none"> • To a certain extent, every multi-agency initiative driven by the NM pilot involves Poplar HARCA. • Some new projects (see list above) were established, in part at least, as a result of the NM but most predated the NM initiative or were largely dependent on the facilities and relationships it had established.
<ul style="list-style-type: none"> • Which initiatives have worked particularly well thus far? 	<p>A recent evaluation of NM in Tower Hamlets by EDAW commissioned by the Borough Council drew particular attention to the following interventions:</p>

	<ul style="list-style-type: none"> • Lansbury Neighbourhood Living Well Centre – a new centre from which the PCT has agreed to deliver services. • Increasing economic activity – the HARCA centres have provided an opportunity to encourage the hard-to-reach groups that use these facilities to take up ‘first rung’ training opportunities. Asian women, in particular, have benefited. • Health visitor support workers – local residents have been trained to assist health visitors (of which there is a shortage in the area) in non-medical aspect of their work in an attempt to reduce staff workloads and turnover. • Joint working with voluntary and mainstream providers – work has been undertaken with Sure Start in Blackwall to map pre-school and youth provision in the neighbourhood, raise the awareness of different organisations about the roles each plays and increase linkages and referrals between them. • Locally based delivery – the co-location of multiple services at HARCA centres brings key services into the community, increases take up, makes sign-posting and cross-referral easier and can generate economies of scale.
<ul style="list-style-type: none"> • What do residents think? 	No information on any formal, survey-based consultation.
<ul style="list-style-type: none"> • Have any aspects of partnership working or initiatives been innovative? 	The splitting of service provider engagement duties between the PAN Partnership and the Neighbourhood Co-ordinators is a different way of working than is adopted in most areas. It undoubtedly enables the Co-ordinators to spend more time dealing with truly local issues and on engaging with the community. However, the Co-ordinators are largely dependent on the PAN Partnership to secure strategic-level change within partner organisations.
<ul style="list-style-type: none"> • Evidence of impact of interventions thus far 	<ul style="list-style-type: none"> • Some progress towards Floor Targets in some thematic areas but the extent to which credit for this should be awarded to the NM pilot is unclear. • Impact on unemployment has been negligible.
<ul style="list-style-type: none"> • Overall lessons 	The NM pilot in Poplar was essentially an extension, albeit with some fine-tuning, of the work Poplar HARCA was already doing. Service providers and the community were, therefore, already engaged, priorities settled, premises where NM teams could be based and from which delivery could take place operational, and many projects already established.
6. Changes in behaviour by service providers?	
Any examples of:	
(1) Changing corporate policies	
(2) Re-allocating mainstream resources	Some evidence of service reshaping but resource bending, except in the case of Poplar HARCA itself, is less obvious. It is unclear what happened to the funding saved by Poplar HARCA when NRF grant-financed Neighbourhood Co-ordinators replaced its CADs.
(3) Re-shaping mainstream services	Co-location of services in the neighbourhoods – at HARCA Centres and elsewhere – has been an important aspect of NM in Poplar. The Bromley-by-Bow Centre is the longest established and has the biggest staff.
(4) Improving service access to increase take-up	The co-location of services has helped to increase take up amongst hard-to-reach groups.

2. INclude, Liverpool

INclude Neighbourhood Regeneration Limited is a pilot Housing Regeneration Company and product of a partnership agreement between Plus Housing Group and Liverpool City Council which is designed to sustain the regeneration of an area in which Plus Housing holds significant stock.

1. Key Facts on Neighbourhood	
<ul style="list-style-type: none"> • Size: population; households 	1.5 sq miles; c.15k population; 7,500 households
<ul style="list-style-type: none"> • Use mix 	Majority residential, industrial estates on western fringes, some retailing along arteries, also educational, health, religious buildings, other public services.
<ul style="list-style-type: none"> • Housing mix 	80% social rented (50% RSL; 30% LA); 10% private rented; 10% owner occupier. Most property Victorian terraces, much of remainder 1960-70's council housing, pockets of modern social rented, private housing.
<ul style="list-style-type: none"> • Social/ethnic/demographic mix 	Contains large proportion of city's BME population, mainly Afro-Caribbean, also Somali, Asian, Chinese
<ul style="list-style-type: none"> • Key local features/issues 	<ul style="list-style-type: none"> • Multiple deprivation: low educational attainment, poor health, high unemployment/low earnings, de-population, high levels welfare dependency, high incidence of crime, juvenile disorder. • Poor environment: derelict buildings, fly tipping, litter, through-traffic - pollution/safety issues. • Commercial decline: district centre etc. • Fragmented service delivery: e.g. multiple social landlords (13 RSLs active in area) • Despite worthwhile past investment (MDC; Estate Action; ERCF; Objective 1; Dingle SRB) voids, turnover increasing. Bias towards housing/employment and training measures rather than liveability measures posing danger of leakage of benefits.
<ul style="list-style-type: none"> • Brief portrait of other existing key partnerships or institutional features 	<ul style="list-style-type: none"> • The impetus for INclude came from the collective desire to sustain the area's regeneration following the end of the Dingle SRB Partnership and a masterplanning exercise commissioned by the City Council and Dingle SRB which was led by DTZ Peda. • Availability of NRF funding. • Other Area-Based initiatives operative in area: Educational Action Zone; Sports Action Zone. • Access to Objective 1/NWDA as within South Central Cluster Partnership area (INclude is delivery agent for LSP). • Mersey Travel support for quality bus corridor proposals (Park Road). • Designation of Home Zone, Shorefields area. • In future, Housing Market Renewal Fund
2. Organisational arrangements/model	
<ul style="list-style-type: none"> • Key features/ components of partnership structure and how they fit together 	INclude Neighbourhood Regeneration Limited is a pilot Neighbourhood Regeneration Company backed by the Housing Corporation and is a partnership between CDS Housing and Liverpool City Council. Originally a Shadow Board commissioned consultants to lead a

	<p>multi-disciplinary team (city council, RSLs/Co-ops, community focus groups, private sector/pathways partnerships) to produce a Housing and Environment Strategy in 2001. Following extensive consultation (see below) a Housing and Environment Delivery Plan 2002-2007 was published in mid-2002.</p> <p>The Board was later formalised and now meets bi-monthly. It is supported by five topic-based focus groups (community safety, child & young people's issues, housing and regeneration, environmental issues, owner occupiers). There is also a 200-strong Community Reference Group which is a participation/feedback vehicle.</p>
<ul style="list-style-type: none"> • What role have LA housing department/RSLs played in organisational arrangements? 	<p>CDS Housing and Liverpool City Council have taken a lead in providing up-front finance, supporting the core staff of INclude, co-locating relevant services and encouraging other agencies to become involved.</p>
<ul style="list-style-type: none"> • Total number of voting Board Members; who chairs/ organisational composition of membership? 	<p>12 annually re-elected voting members; majority are residents (7), also representatives of local authority, CDS, other RSLs working in area and the police. INclude is chaired by a leading local councillor (formerly Executive Member for Housing).</p>
<ul style="list-style-type: none"> • Other co-opted members? 	<p>Yes, 3. They INclude representatives from: a local BME RSL, a major construction company and the PCT. A Housing Corporation representative and the head of the LCC's Cluster Partnership also regularly attend and contribute to meetings.</p>
<ul style="list-style-type: none"> • Legal status of partnership? 	<p>INclude is structured as a non-profit-making Industrial Provident Society. The formal Board of Management was established in November, 2001.</p>
<ul style="list-style-type: none"> • Accountable Body? 	<p>Monitoring, governance relations and accountability systems are the subject of an annually renewable partnership agreement between INclude and their parent company Plus Housing Group.</p>
<ul style="list-style-type: none"> • Any other key characteristics of the process of working together 	<p>-</p>
<ul style="list-style-type: none"> • Any obvious gaps in representation? 	<p>Given INclude's core priorities, relevant partners are represented at some level within its structures.</p>
<p>3. Neighbourhood Management Team</p>	
<p>Date Neighbourhood Manager originally appointed</p>	<p>Managing Director appointed November 2000.</p>
<p>Remit/targets of Neighbourhood Manager</p>	<ul style="list-style-type: none"> • To help to achieve mission statement of working with local people to create a neighbourhood environment where they choose to live, work, learn and play and are able to access necessary services and financial opportunities to fulfil their aspirations for their neighbourhood. • To help to deliver INclude's 5 headline objectives (deliver comprehensive housing/environmental improvements; oversee all physical and infrastructural regeneration, maximise opportunities for community engagement in decision making and project outcomes, be the neighbourhood manager of local services; secure the necessary funding). • To seek to break down the barriers, demarcations between different agencies.
<p>Name of employing organisation</p>	<p>All staff based at the Centre for Neighbourhood Management are still employed by the relevant agencies and subject to their terms and conditions, with the exception of the four staff employed by CDS.</p>

No. of core Team members (FTE)	Since opening in July, 2002, the number of staff based at the Centre has increased from 52 to over 70. All but four of the staff are secondees. They are employed by RSLs, fire brigade, police, and city council departments: anti social behaviour unit, environmental health, social services, housing, youth engagement, education and life long learning.
Permanent/temporary /secondment/vacant	Mixture of permanent and fixed term.
Please list all Team positions below	RSL staff, fire safety officers, community police officers, environmental health officers, anti-social behaviour unit officers, youth engagement officers, housing management officers, safer neighbourhood officer,
How have partners reacted to Neighbourhood Manager's role?	In general, INclude's forward planning and co-ordinating role and its long term commitment to the area has been welcomed by partners as it has brought added clarity to their forward planning and resource allocation.
4. Neighbourhood Management in Action	
<ul style="list-style-type: none"> Main sources of funding, distinguishing if possible what is paying for what 	<p>The City Council provided an up-front cash injection of £2m and it has allocated a further £8.1m for the period 2002-7 (for neighbourhood plans, housing reinvestment programme and improvement for sale, estate agency, flagship projects, Home Zone, Park Road corridor study and transport/environmental improvements).</p> <p>The Housing Corporation has allocated nearly £0.5m community engagement grant to the HRC and a further £9.5m 2002-7 (for joint investment strategy, reinvestment programme and environmental improvements, new build, improvement for sale).</p> <p>Other funding totalling £15.4m, 2002-7 (RSLs, NRF, Education Action Zone, Sports Action Zone, Objective 1, private investment).</p>
<ul style="list-style-type: none"> Themes being pursued 	Themes being pursued by INclude relate closely to its five overall objectives. They have a delivery role in terms of housing and environmental regeneration of the area which spans tenures and is designed to shift the social rent/owner occupation balance to 50/50. They oversee all physical and infrastructural projects which either major upon developing new or improved educational, health, leisure and social facilities or improving major transport routes through the area. They co-ordinate all locally delivered services such as housing management, community safety and 'street services.' They are also maximising opportunity for community involvement by offering support for resident Board members, establishing various consultative fora, introducing community regeneration projects and promoting direct community action.
<ul style="list-style-type: none"> Programme priorities/emphasis, staging of priorities 	INclude's short-term priorities have reflected primary community concerns and the most deliverable ideas and recommendations of local strategies. Hence its initial task has been to ensure that the area is "clean, safe and well-managed" using mainly NRF. However, it is also committed to playing a leading role in regenerating the area. It has embarked upon a phased programme of neighbourhood plans in each of the 13 distinct neighbourhoods which make up the area over the period 2002-2005. These involve local people and other stakeholders discussing the relative merits

	<p>of different market restructuring methods (elements in the City Council's sustainability toolkit include acquisition and clearance strategies, homeswaps, private sector renewal and asset management-LAMP). INclude has also worked closely with one RSL to open the area's first estate agency.</p>
<ul style="list-style-type: none"> • Do you have formal Delivery Plan with objectives, targets, milestones or looser arrangements? 	<p>The Delivery Plan contains a reasonably specific set of objectives, activities, output targets and expenditure. However, it does not detail milestones or outcome measures in the strict sense of the term.</p>
<ul style="list-style-type: none"> • Methods of engaging: <ul style="list-style-type: none"> a) service providers b) residents 	<p>a) INclude has engaged service providers by maintaining a focus on delivery, backing strategic, "flagship" schemes, carrying out supportive environmental improvements and assisting with land acquisitions and in some cases line managing staff. Consequently, INclude has been associated with projects on the following themes:</p> <ul style="list-style-type: none"> • Housing (Joint Management Strategy, choice-based lettings pilot, estate agency, newbuild/refurbishment, WISH energy efficiency scheme, see also neighbourhood plans) • Education/youth (e.g. L8 Educational Village, lifelong Learning Centre, additional greenspace for local schools, links with Educational Action Zone); • Health (Heal 8 - healthy living initiative; Dare to Care complementary medicine project); • Transport (Transport and Infrastructure project, Dingle Community Transport) <p>b) INclude has been committed to fully involving local residents from the outset in many different ways:</p> <ul style="list-style-type: none"> • The Housing and Environmental Study was the subject of extensive consultation. 8 neighbourhood roadshows were staged and meetings held with around 50 tenants and residents groups and other community organisations. Community views were subsequently incorporated in the Delivery Plan. • Production of a comprehensive database of local stakeholders and networks. • Supporting residents' production of community newsletters. • Conducting resident satisfaction surveys which gauge resident awareness of INclude, views about area, local services and level of involvement. • Encouraging residents to become involved in the five topic-based focus groups and the Community Reference Group where residents receive information on ongoing developments and have an opportunity to raise related issues. • Elected residents form a majority on the Board and receive related training. • The neighbourhood plans involve community profiling (audit of neighbourhood activities, role of external organisations, workshops for men, women, young people and children, property survey) and neighbourhood action planning events. • INclude and its partners have recently introduced a Chat Shop, which is a community drop-in facility designed to update residents about developments and enable organisations to tap into local concerns.

<ul style="list-style-type: none"> • Description of any important processes 	<p>See section on engaging partners</p>
<ul style="list-style-type: none"> • Key projects/activities 	<p>The main means of ensuring that the neighbourhood is well managed has been to set up a Centre for Neighbourhood Management in mid-2002 where a growing number of staff from a variety of organisations are based. INclude has sought to break down barriers and demarcations and the "patch-partnering" approach initially adopted by RSLs and city council housing management staff has been extended to other service providers to achieve a more joined-up approach. In addition, ESO and LCC street cleaning operations have co-located at another local site with INclude's environmental co-ordinator acting in an overseeing role.</p> <p>Early in 2002, INclude set up a Resident Service Organisation, INclude Environmental, using NRF, to conduct grounds maintenance, removal of fly tipping, treatment of vacant land and general management of 52 "grot-spots." The organisation deploys 12 ILM Urban Environmental Rangers (who receive horticultural training) and three specialist electric vehicles. The RSO is seeking to become self-financing through diversification and has already won public and private property and grounds maintenance contracts elsewhere in the city. The service offered now extends to graffiti removal and cleaning alleys.</p> <p>Most community safety projects have received NRF funding and have included: comprehensive alley-gating, appointment of a Safer Neighbourhoods Officer and two youth engagement officers, terrace lighting programme, target hardening, CCTV, opening of two non-statutory reporting bases, better crime prevention information, police/community joint working (PACT) and removal of abandoned cars (Cube-it).</p>
<ul style="list-style-type: none"> • What roles are housing organisations/RSLs playing in programme/project delivery? 	<p>Plus Housing has played a central role in negotiating INclude into place in conjunction with the City Council. They have subsequently monitored its performance and delivered some of the housing measures including different affordable home ownership programmes, refurbishing existing housing and development of new accommodation for older tenants. Plus Housing Group either own, or manage on co-ops behalf, most of the social rented accommodation and were pro-active in seeking to provide a more holistic approach to housing management in conjunction with the City Council.</p>
<ul style="list-style-type: none"> • To what extent buy-in from all service departments within Local Authority? 	<p>Those departments involved in the delivery of INclude's short-term objectives have shown strong support and commitment by seconding staff and participating in joint working. However, as NM is now being applied throughout the city it is proving more of a challenge for service departments to become fully involved in all areas and bend mainstream resources because of existing commitments and targets.</p>

<ul style="list-style-type: none"> • What evaluation mechanisms do you have in place? 	<ul style="list-style-type: none"> • The City Council and Plus Housing Group review the business case for interventions, funding and borrowing mechanisms as part of their annually renewed Partnership Agreement. • The Housing Corporation has insisted that INclude has the appropriate risk management systems since it is an HRC. • INclude intends to commission an evaluation of its impact to date within the next few months once the new staffing arrangements have had time to bed down.
<p>5. Good Practice</p>	
<ul style="list-style-type: none"> • Main achievements to date 	<p>Progressive co-location of front-line services and greater joint working; combining neighbourhood management and regeneration plans; focus on improving key artery through area – lessons for Walton Vale; extent of resident engagement; reversal in long term decline of area.</p>
<ul style="list-style-type: none"> • Any successful examples of joint initiatives between housing organisations and other service providers? 	<ul style="list-style-type: none"> • Construction of INclude Neighbourhood Management Centre • "Patch-partnering" approach (see Key Projects) • Joint housing initiatives (Housing Management Strategy, Choice Based Lettings pilot)
<ul style="list-style-type: none"> • Which initiatives have worked particularly well thus far? 	<p>INclude Environmental; Alley-gating; "Homelife" local estate agency.</p>
<ul style="list-style-type: none"> • What do residents think? 	<p>Anecdotal information suggests that most residents have been impressed with the way in which INclude and its partners have improved neighbourhood conditions. The activities of INclude Environmental and the combined effects of the community safety projects have been particularly well received. The fact that residents are designing their own action plans for adopting and greening 'grot spots' strongly suggests that local capacity, pride, ownership and sense of responsibility is growing.</p>
<ul style="list-style-type: none"> • Have any aspects of partnership working or initiatives been innovative? 	<p>The extent of service co-location is innovative.</p>
<ul style="list-style-type: none"> • Evidence of impact of interventions thus far 	<ul style="list-style-type: none"> • The alley-gating project cut burglaries through back entries from 35 to 5 in the 12 months following its completion • INclude reckon that resident engagement and reporting has enabled service providers with staff at the Centre for NM to utilise staff and financial resources 25% more effectively. • The price of a three-bedroom terrace house in the designated area has increased from £19.5k in 2001 to £60k in March, 2004. Land Registry statistics show that house prices in Liverpool 8 have risen faster than in all save two postcode districts in the city (L17 and L18) in recent years (90%, 1995-2002). • The recent launch of the area's first home ownership scheme is testament to the revival in the area's residential appeal. • More traders/supermarkets have moved into area and hence the quality of local retail facilities has improved.

<ul style="list-style-type: none"> • Overall lessons 	<ul style="list-style-type: none"> • Initial focus on speedy resolution of basic 'liveability' issues combined with longer-term commercial emphasis to regeneration plans - inward investment, more home ownership etc. • Plus Housing Group's realisation that business planning must incorporate neighbourhood services and management and consider full range of factors influencing residential choice. • Long-term commitment of Plus Housing Group to area, good track record and skills in large-scale project management. • Strong links with/support from local authority. • Many means of engaging residents, programme consequently rooted in local needs, aspirations. • Local employment has enhanced local stake. • Range of co-locating partners, initiatives and way in which INclude has focused on issues has helped break down traditional boundaries <p>A potential benefit for INclude/Plus Housing Group is that its progress to date could mean that it is well placed for assuming control of stock under the planned stock transfer and also running street maintenance, lighting and graffiti and rubbish removal services presently administered by the City Council.</p> <p>One qualification about INclude is that it has benefited from both a considerable injection of non-financial resources and a relative preponderance of special initiatives which may limit its replicability in less well-resourced areas.</p>
<p>6. Changes in behaviour by service providers?</p>	
<p>Any examples of:</p>	
<p>(1) Changing corporate policies</p>	<ul style="list-style-type: none"> • As a result of INclude, the Plus Housing Group is now engaged in a much wider range of activities than hitherto. • The City Council has delegated local responsibilities and also seconded staff to INclude. • Most of the 12 Environmental Rangers are local residents with a stake in the area and an additional incentive to do a good job.
<p>(2) Re-allocating mainstream resources</p>	<ul style="list-style-type: none"> • The sizeable upfront capital injection was an example of this, as other neighbourhoods have not benefited to this extent. • (See also comment under 5. Buy-in from local authority departments). • However, it is difficult to distinguish genuinely additional activity from what has been re-badged under the INclude banner and would have taken place anyway.
<p>(3) Re-shaping mainstream services</p>	<ul style="list-style-type: none"> • Co-location of staff within the Centre for Neighbourhood Management and environmental services staff at another site.
<p>(4) Improving service access to increase take-up</p>	<ul style="list-style-type: none"> • INclude has lobbied for and supported for better private sector service provision in the area (e.g. new local estate agency, HSBC provision of a cash point), and also additional supermarkets, a community transport scheme and an adult education centre. • INclude's information, promotion and signposting role has increased local awareness and usage of services. When it first opened in July 2002, the Centre for NM dealt with 300 clients per month and this increased to 3,000 within the space of 18 months.

3. North Ormesby, Middlesbrough

The North Ormesby Neighbourhood Action Initiative is a partnership of community and local agencies seeking to regenerate the estate, which has a major Neighbourhood Management component to it.

1. Key Facts on Neighbourhood	
• Size:	4130 population; 1,750 households (2002)
• Use mix:	95% housing, 5% retail
• Housing mix:	65% owner occ., 19% LA, 5% HA, 11% Private rented. Virtually all the stock now comprises terraced housing, following demolition of unpopular flats over the last couple of years. Low demand has meant that private landlords have bought some owner occupied stock.
• Social/ethnic/demographic mix:	Stable community within a well-defined area with natural boundaries; mainly white but 3% pop. belong to ethnic minorities.
• Key local features/issues:	The key issues of local concern are security (N. Ormesby has second highest crime rate in the borough), anti-social behaviour and drugs and to a lesser extent environmental problems such as litter exacerbated by shortcomings in the cleansing regime. Coupled with low demand, these problems have eroded community confidence in the area. Other problems show up in statistics but not so much in residents' priorities: very high incidence of coronary heart disease, low educational attainment and lack of employment opportunities. This is probably due to poverty, low self-esteem and low expectations.
• Brief portrait of other existing key partnerships and institutional features:	The area has not significantly benefited from area-based initiatives in the past except for an SRB programme covering a wider area. Part of the area has been alley-gated using regeneration funds and also received funding for healthy eating initiatives. SRB programme funded the refurbishment of the shop premises in which the NM initiative is based, together with other retail units. The local church is a key asset/partner. It has just built an £800k community centre which is being used for a growing number of purposes (e.g. café, teenage conception advice, healthy eating initiative).
2. Organisational arrangements/model	
• Key features/components of partnership structure:	The North Ormesby Neighbourhood Action Initiative is a partnership of community and local agencies which is seeking to regenerate the estate. It originally focused on the redevelopment of an area of outmoded council properties (Trinity Crescent) but has expanded its role to tackle the problems of the N. Ormesby area as a whole. It has a Steering Group and four Task Groups, one of which is neighbourhood management. The others deal with older housing, Trinity Crescent redevelopment and neighbourhood planning. However, the structure is probably going to be changed so that Neighbourhood Management becomes the overarching umbrella organisation of which the estate re-modelling will be one part.

	<p>The Neighbourhood Management Team is small, mainly because of limited funding. Each pilot is expected to make use of other local partners' facilities and also focus initially on drawing together front-line workers than the more bureaucratic Pathfinder model of tying in agencies using service level agreements. Establishing close links with the LSP is seen as crucial to exercising influence and leverage when necessary. Both the local authority chair of the NM Action Group and the Chief Executive of Tees Valley HG are members of the LSP Board.</p>
<ul style="list-style-type: none"> • What role have LA housing department/RSLs played in organisational arrangements? 	<p>TVHG play a major role in the Steering Group, and they will be a part- developer of land (Trinity Crescent). TVHG are committed to NM in N.Ormesby because they see it as a way of protecting their future investment and also because it may yield stock transfer possibilities. Generally, they have applied Investment in Communities principles and introduced Action Planning in the neighbourhoods in which they hold major stock.</p> <p>LA Housing is also involved in the Steering Group and has commissioned a study into older terraced housing areas.</p> <p>The local authority have invited Tees Valley to run the initiative because of:</p> <ul style="list-style-type: none"> • Their track record in regeneration - schemes in both Middlesbrough and Norton Grange (Estate Agreement) • Their status as preferred social housing developer in connection with the re-modelling of the estate • Their commitment to a holistic approach to regeneration • Their pro-active approach <p>The NM has found TVHG's backing on personnel and financial issues helpful.</p> <p>The local authority is running the three other, less advanced NM pilots in the borough. It was hoped that another would be led by a community-based partnership but this has not happened because of internal difficulties within the organisation concerned. A formal Action Group has recently been established by the pilots to share experiences and good practice.</p>
<ul style="list-style-type: none"> • Total number of voting Board Members; who chairs/ organisational composition of membership? 	<p>The Steering Group has 38 members and is chaired by a Councillor who is a Cabinet member of the Local Authority. It has a wide-ranging membership and comprises representatives of local businesses, faith groups (3), resident groups (6), TVHG, Groundwork Trust, PCT and Local Authority and potential developers. 10 of the SG are Executive Members who have the authority to make decisions between SG meetings.</p> <p>A local vicar (and resident) chairs the Neighbourhood Management Sub-group. He supplies both community leadership and an ability to challenge service providers on residents' behalf.</p>

• Other co-opted members?	No
• Legal status of partnership?	No legal status
• Accountable Body?	Middlesbrough MBC retains this role since they monitor NRF and SRB spend but there is a possibility that responsibility will be transferred to TVHG in future. Currently, TVHG effectively decide how the money is used for neighbourhood management purposes in conjunction with partners.
• Any other key characteristics of the process of working together	Thus far working relationships have been positive.
• Any obvious gaps in representation	Neither the police, job centre nor the local education authority is presently represented on the Steering Group.
3. Neighbourhood Management Team	
Date Neighbourhood Manager originally appointed	19 th May, 2003
Remit/targets of Neighbourhood Manager	The NM is tasked to work in partnership with the local community and service providers to introduce sustainable projects which will help make N. Ormesby a more desirable place to work, shop, live and spend leisure time. NM reports to Neighbourhood Management Task Group. He acts as secretary to the Steering Group.
Name of employing organisation	Tees Valley Housing Trust Limited, which is the charitable arm of the Tees Valley Housing Group.
No. of core Team members (FTE)	2
Please list all Team positions below	Assistant to Neighbourhood Manager
Permanent/temporary / secondment/vacant	Temporary. Neighbourhood Manager and Support Officer both on contract until March 2005
How have partners reacted to Neighbourhood Manager's role?	The Local Authority has been supportive. The NM has at times had to mediate between residents who want their say and some professionals who have a controlling attitude.
4. Neighbourhood Management in Action	
• Main sources of funding:	The NM scheme is mainly funded by a combination of SRB (which runs to March 2005) and NRF (to March 2006). In 2002/3 £20k SRB and £40k NRF provided the capital expenditure to open a NM office on the estate (August 2003). In 2003/4, £72k SRB and £48k NRF paid mainly for the appointment of two staff and a further £100k NRF/SRB will be forthcoming in 2004/5. The scheme also receives ERDF which varies in amount from year to year. Further ERDF is being sought to pay for the installation of alley-gates on the remainder of the estate and if the bid is unsuccessful NRF will be sought.
• Main themes being pursued:	Crime and community safety Environmental conditions
• Programme priorities/emphasis, staging of priorities:	Provide alleygates and deal with anti social behaviour, improve area cleanliness. Will then move on to youth engagement issues.
• Do you have formal Delivery Plan with objectives, targets, milestones or looser arrangements?	Yes, currently in draft form covering period 2003-5. It contains details of projects, milestones and outcomes. However, objectives are not stated and outcomes are not quantified.
• Methods of engaging:	a) The NM is seeking to engage service providers by:

<p>a) service providers b) residents</p>	<ul style="list-style-type: none"> • Encouraging them to stage surgeries and meetings on the estate • Seeking to complement renewal planning with wider measures • Promoting the exchange of intelligence on local issues • Acting as intermediary between different service providers and residents • Acting as an advocate for the local community by putting forward its concerns to providers <p>b) Resident engagement</p> <ul style="list-style-type: none"> • "Partnering Plus" a subsidiary of TVHG acts in a facilitating, capacity building on behalf of residents. • A community newsletter has been launched. • Quick wins projects such as grants to voluntary organisations, advice and guidance service and installation of litter bins are designed to bolster residents' confidence and promote involvement.
<ul style="list-style-type: none"> • Description of any important processes: 	<p>No SLAs as yet as using internal mechanism of local authority. Considerable negotiations have taken place over street cleansing patterns and new litter bins have been provided but these are not yet concluded and litter, dog fouling remain a big problem. SLAs have not been used as yet (see organisational model).</p>
<ul style="list-style-type: none"> • Key projects/activities: 	<p>Implementation is still at an early stage. Key projects thus far introduced include:</p> <ul style="list-style-type: none"> • Appointment of an anti-social behaviour officer. • Introduction of 2 mobile CCTV cameras • Provision of 19 additional litter bins • Environmental improvements – hanging baskets • Introduction of dog-chipping by the dog warden has reduced incidence of stray dogs and related problems • An environmental grants scheme designed to brighten up back alleys <p>Immediate future priorities include:</p> <ul style="list-style-type: none"> • Re-establishing a tenant reference scheme in conjunction with the LA and private landlords given the problems caused by some incoming tenants. • Persuading the cleansing department to introduce an additional Saturday rota to clear up litter from the weekend market • Trying to engage schools by introducing small projects on liquor advice, citizenship, racial awareness, arts and crafts backed by small grants. • Facilitating discussions between developers and local shopkeepers surrounding new retail development and the future of the market.
<ul style="list-style-type: none"> • What roles are housing organisations/RSLs playing in programme/project delivery and how did this come about? 	<p>Management oversight, financial and personnel service support See 2 for further details of role</p>

<ul style="list-style-type: none"> To what extent is there buy-in from all Local Authority service departments? 	<p>Views differed on TVHG's ability to foster a partnership approach. Some parties (especially community interests) felt that its independence, honesty and independence meant that it could mediate between different interests and bring together partners. Others felt that a local authority-based NM organisation would be able to secure greater co-operation from other service partners</p>
<ul style="list-style-type: none"> What evaluation mechanisms do you have in place? 	<p>The Local Authority carried out a baseline study of resident perceptions in each pilot area, and repeat surveys (bi-annual) will provide a means of gauging changes in liveability.</p>
<p>5. Good Practice</p>	
<ul style="list-style-type: none"> Main achievements to date: 	<ul style="list-style-type: none"> The NM initiative has resulted in a much closer dialogue between local police, neighbourhood wardens and youth service staff. Community Grants scheme
<ul style="list-style-type: none"> Any successful examples of joint initiatives between housing organisations and other service providers? 	<ul style="list-style-type: none"> Although initial working arrangements were not ideal, the NM has adopted a pragmatic approach of focusing on the issues in the hope that structural changes can follow later. This approach has thus far yielded dividends.
<ul style="list-style-type: none"> What do residents think? 	<ul style="list-style-type: none"> Grants to 20 or so voluntary organisations (a quick win project) have proved popular. The advice and guidance/signposting service given to residents by the NM assistant has also been warmly received by residents.
<ul style="list-style-type: none"> Have any aspects of partnership working or initiatives been innovative? 	<ul style="list-style-type: none"> No
<ul style="list-style-type: none"> Evidence of impact of interventions thus far: 	<ul style="list-style-type: none"> Too soon to say
<ul style="list-style-type: none"> Overall lessons 	<ul style="list-style-type: none"> Initially, TVHG was hampered because local authority responsibility for the regeneration of the estate was split between two departments - the planning and corporate strategy unit - and each had a different approach and perspective. This has now been resolved. Governance issues such as division of roles and responsibilities should ideally be clarified at the outset to save time and effort. TVHG's numerous roles and preferred developer status has aroused some community suspicion and could potentially raise conflicts of interest and crowd out other RSLs with a role to play. It is important that residents are fully involved in all activities affecting N. Ormesby. The estate re-modelling exercise has tended to be professionally-led and dominated which has affected some residents' attitudes to NM. Limited staff capacity and the demands of establishing a programme reduce scope for the Neighbourhood Manager/assistant to be out and about and visible to local people. A decision is to be taken in Summer 2004 as to whether further funding should be sought for the NM initiative. Thus there is very little time for the project to prove itself.

6. Changes in behaviour by service providers?	
Any examples of:	
1. Changing corporate policies	<ul style="list-style-type: none"> • It is still very much early days because the NM was appointed under a year ago. At the moment, local authority departments appear to be showing more greater willingness consider alternative approaches than other service providers such as the police. This probably stems from the former's commitment to experiment with different NM models. However, many other service providers are still sitting on the fence as far a NM is concerned. • The pilot is part of a wider experiment with links with corporate policy.
2. Re-allocating mainstream resources	<ul style="list-style-type: none"> • None as yet
3. Re-shaping mainstream services	<ul style="list-style-type: none"> • Changing methods of cleansing. The local authority has assigned a dedicated team to look after N. Ormesby as part of a larger re-organisation in East Middlesbrough. Its functions will include: street sweeping, refuse collection, issue of sacks, grounds maintenance, market stall erection and dismantling.
4. Improving service access to increase take-up	<ul style="list-style-type: none"> • NM runs Benefits advice and Pension 'Surgeries' in its office. • A dog micro-chipping (identification) day proved successful as noted above.

4. Deighton Brackenhall Initiative, Huddersfield

This initiative originally consisted of a series of resident-led action groups set up to achieve the comprehensive regeneration of the estate which Kirklees Housing Department has subsequently sought to co-ordinate and formalise into a Partnership Board.

1. Key Facts on Neighbourhood	
• Size:	2,500 households: 5,250 population
• Use mix:	Mainly residential, some local service buildings
• Housing mix:	The area contains two council housing estates and a small area of private housing and a few small HA developments.
• Social/ethnic/demographic mix:	Population is mainly white, has a reasonably balanced demographic mix but there are concentrations of older, long established residents. There is a small HA development of 28 family homes targeted at BME population on edge of estate.
• Key local features/issues:	The area is located on the periphery of Huddersfield, about 2.5 miles from its town centre. It has traditionally suffered from a poor reputation and prior to the initiative the property had become increasingly hard-to-let (20% voids; 20% turnover). Its key problems are crime (house burglary, drugs, anti-social behaviour and fear of crime), facilities for young people and empty property (30% in one estate) and poor quality environment. Educational attainment at the local secondary school is poor.
• Brief portrait of other existing key partnerships and institutional features:	Prior to initiative, estate had not been targeted by regeneration schemes with exception of Estate Action. However there are a number of concurrent initiatives. The estate is the subject of a master plan involving extensive demolition and redevelopment and a partnership with a private developer (Southdale Homes). The new ALMO will be installing double-glazing and central heating in the social housing. There is a Sure Start programme in the area. A new Sports Centre has been built in Deighton using Lottery money and an Arts and Cultural Centre is at the planning stage.
2. Organisational arrangements/model	
• Key features/components of partnership structure:	<p>The structure has become more formalised over time. In the early stages, ten action groups were set up. These were led by residents and senior officers and attended by elected members and front-line staff including: housing and environment; crime and drugs; childcare; employment and training; multi-agency building projects; health; education; sport and leisure; youth; older people. In order to encourage a cross-cutting perspective, senior officers did not necessarily run the obvious group. The initiative was directed and co-ordinated by a co-ordination group comprising local residents, senior local authority officers from the above groups, some other service providers (e.g. Police, Health).</p> <p>In 2001, the structures were changed. A joint venture steering group was set up to oversee all proposals for housing developments. Local community representatives (elected by community groups) sit on this group along with the main private developer, Police, PCT, RSLs and local authority officers. Alongside this there is a partnership board, which replaces the</p>

	previous coordination group (for membership, see below). The role of this group will be to take a strategic view on issues and manage the £4million community dividend (see below).
<ul style="list-style-type: none"> What role have LA housing department/RSLs played in organisational arrangements? 	LA Housing has taken the leading role in the initiative. Their network of area offices placed them in a good position to promote community-led regeneration. They have been quick to realise that the issues affecting the estate are inter-related and must be tackled in a joined-up way if the regeneration of the estate is to prove successful.
<ul style="list-style-type: none"> Total number of voting Board Members; who chairs/ organisational composition of membership? 	14. Membership consists of 3 ward councillors, 3 community representatives, and 6 seats for service providers such as the Police, PCT, Sure Start and council services. There is a place for a private sector representative.
<ul style="list-style-type: none"> Other co-opted members? 	No, all are voting members
<ul style="list-style-type: none"> Legal status of partnership? 	It will have formal status and a constitution.
<ul style="list-style-type: none"> Accountable Body? 	Kirklees Borough Council, may pass to Community Trust
<ul style="list-style-type: none"> Any other key characteristics of the process of working together 	LA Housing's co-ordination of a master planning exercise pulled partners together has resulted in a comprehensive approach to regenerating the area's housing stock and management, retail facilities, infrastructure and environment.
<ul style="list-style-type: none"> Any obvious gaps in representation? 	Yes, wish to involve private sector. Also some LA departments not represented. Aware of risk of growing unwieldy.
3. Neighbourhood Management Team	
Date Neighbourhood Manager originally appointed	Co-ordinator appointed late 1997.
Remit/targets of Neighbourhood Manager	The duties of the neighbourhood coordinator include: <ul style="list-style-type: none"> co-ordinating the regeneration activities supporting the action groups; ensuring that participating organisations implement agreed measures; reporting on the progress of initiatives to both the joint venture steering group and the Partnership Board; advising the Partnership Board.
Name of employing organisation	Secondee from Housing Department, Kirklees MBC (post recently mainstreamed)
No. of core Team members (FTE)	1
Please list all Team positions below	Assistant to Neighbourhood Manager
How have partners reacted to Neighbourhood Manager's role?	The initiative has been positively received by residents, police and those local authority departments with greater room for manoeuvre and scope to innovate. Engaging the local education authority, social services department and the PCT has proved harder, partly because much of their agenda is set nationally.
4. Neighbourhood Management in Action	
<ul style="list-style-type: none"> Main sources of funding: 	The co-ordinator is funded from the LA Housing Revenue Account. This was the only source of funding in the early stages, which forced partners to work together. However, a joint-venture scheme with a private developer should secure an estimated £4m ring-fenced community dividend via gifting of land and a profit share agreement tied to house prices (in which the local authority are also involved). A purposely established community trust will manage the funds. In addition, a cocktail of funding (Sure Start, Children's Centre funding, ERDF, SRB) has been secured for a multi-agency building.

<ul style="list-style-type: none"> • Main themes being pursued: 	<ul style="list-style-type: none"> • Creation of a more balanced, mixed tenure area (demolition of unpopular social housing, construction of homes for sale, housing association housing for families and elderly). • Comprehensive improvement of the estate in line with the master plan (see joint working). • More coherent approach to housing management (joint working between social and private landlords - accreditation, joint waiting lists, choice-based lettings etc.)
<ul style="list-style-type: none"> • Programme priorities/emphasis, staging of priorities: 	<ul style="list-style-type: none"> • Shift from community-led regeneration programme to improvement of services • Intend to provide funding to join up streetscene, housing management and private sector renewal services
<ul style="list-style-type: none"> • Do you have formal Delivery Plan with objectives, targets, milestones or looser arrangements? 	<p>No but the Master Plan provides the overarching framework.</p>
<ul style="list-style-type: none"> • Methods of engaging: <ul style="list-style-type: none"> a) service providers b) residents 	<p>a) Service providers have been actively engaged via the development of the multi-agency building which is effectively a one-stop shop.</p> <p>b) Extensive consultation at public events and meetings; residents handed leading role in action groups; involved in appointment of estate co-ordinator; community events like bingo have been used to provide information on activities and initiatives and Sure Start has proved a useful vehicle for involving children and families.</p>
<ul style="list-style-type: none"> • Description of any important processes: 	<p>No SLAs as yet.</p>
<ul style="list-style-type: none"> • Key projects/activities: 	<p>The initiative has thus far featured two main investment projects:</p> <ul style="list-style-type: none"> • A joint-venture with private housing developer involving the demolition of 500 council homes, 500 new private homes for sale and development of 120 social housing dwellings (see below). • Construction of a £2.6m new multi-agency building in the heart of the estate, which will be occupied by a number of services including the police, the local housing office, Sure Start programme, day care facilities and job centre outreach team. The buildings and surrounding campus also include a café, accommodation for a local Community Trust and new businesses. Its aim is to provide value for money in service delivery, enable services to be more joined up and improve local access to services. It will have IT links to main offices of the respective agencies involved and be staffed by generic customer services officers. Complex funding package including Sure Start, ERDF, and service provider contributions). Construction will provide local job, training and sourcing opportunities and the Community Trust will be encouraged to run and possibly take ownership of the building. • Sport and youth inclusion projects are being launched in conjunction with a local school.

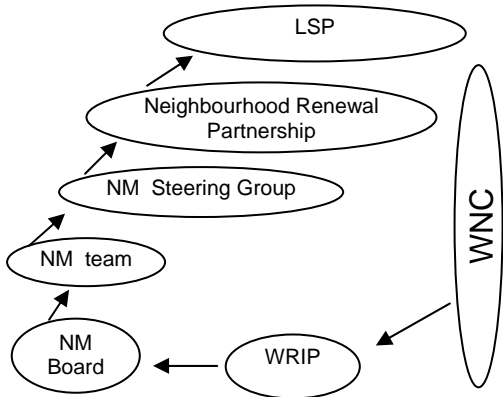
<ul style="list-style-type: none"> • What roles are housing organisations/RSLs playing in programme/project delivery and how did this come about? 	<p>A variety of housing associations (Chevin, Brunel, Housing 21) are building 120 new houses to meet local demand for families and bungalows for elderly people. Sadek Lok is providing homes for BME families.</p> <p>The Housing Corporation have funded a project worker to devise ways of giving a facelift to the existing social housing and to bring together the local authority, HA and new private residents.</p>
<ul style="list-style-type: none"> • To what extent is there buy-in from all Local Authority service departments? 	<p>See partners' reaction to NM role</p>
<ul style="list-style-type: none"> • What evaluation mechanisms do you have in place? 	<p>A baseline household survey was carried out in mid-1998 and this has just been repeated to show how the area has changed. Results have not yet been properly analysed.</p>
<p>5. Good Practice</p>	
<ul style="list-style-type: none"> • Main achievements to date: 	<ul style="list-style-type: none"> • The Action Groups have been responsible for small-scale improvements. For example, the Community Safety Action Group managed to attract funding for installation of burglar alarms, breakglass alarms and shed alarms. The Children and Young People Group were successful in obtaining safety gates for young children. The Action Group for the elderly persuaded Brunel HA to provide 6 bungalows for the elderly on one site rather than in a scattered fashion. • The shift in emphasis from a community regeneration approach to a neighbourhood management approach (increased emphasis on better service delivery). • Significant improvement in cross-agency working (see section 6).
<ul style="list-style-type: none"> • Any successful examples of joint initiatives between housing organisations and other service providers? 	<p>The entire initiative is led by Kirklees Council Strategic Housing Department.</p>
<ul style="list-style-type: none"> • What do residents think? 	<p>Hard to generalise. Service improvements widely welcomed. Growing confidence in estate because of private investment and homes and injection of public resources by many organisations. Those adversely affected by demolition, compensation deals have much more mixed feelings about what has happened.</p>
<ul style="list-style-type: none"> • Have any aspects of partnership working or initiatives been innovative? 	<p>The ring-fenced community dividend</p>
<ul style="list-style-type: none"> • Evidence of impact of interventions thus far: 	<ul style="list-style-type: none"> • The numbers of residents wishing to remain on the estate has risen dramatically from a handful to a majority. Demand for the new private houses has been very high and buoyed confidence on the rest of the estate. • Crime has fallen and also fear of crime (residents survey)
<ul style="list-style-type: none"> • Overall lessons 	<ul style="list-style-type: none"> • Adopting a clear vision and aims from an early stage. • Backing from the highest level (co-ordinator reported to Chief Executive in early stages) • Lack of a separate 'funding pot' has in some respects proved useful as the initiative has had to be more pro-active and robust in its proposals for action. • Partnership approach • Repeat resident survey is an invaluable way of showing

	<p>service providers how community needs and priorities are changing</p> <ul style="list-style-type: none"> • Housing department feel vindicated for taking decision to demolish some quite popular social housing in order to attract private sector investment. • Initiative could have been derailed by way housing re-development handled. Need for more honesty and openness, sensitivity, customer focus from beginning. Offering guarantees regarding re-housing on estate (e.g. like-for-like) has helped, even if still unhappiness about inadequate compensation for attractive gardens.
6. Changes in behaviour by service providers?	
Any examples of:	
1. Changing corporate policies	Social Services, PCT, Probation etc. have entered into networking/information sharing to ensure that children do not get lost in the system following, for example, referral.
2. Re-allocating mainstream resources	A number of providers changed their investment plans in order to become involved in the multi-agency building.
3. Re-shaping mainstream services	Local schools are undertaking more active marketing and in some cases altering the curriculum (out-of-doors learning).
4. Improving service access to increase take-up	The multi-agency centre (see above).

5. Whitmore Reans and Dunstall, Wolverhampton

Whitmore Reans and Dunstall is one of seven NM pilots in Wolverhampton. Unlike the other pilots which are all local authority-led, it is managed by an RSL, Touchstone Housing, and is the only one to secure non-NRF funding.

1. Key Facts on Neighbourhood	
<ul style="list-style-type: none"> Size: population and no. households 	3,273 households 8,745 residents
<ul style="list-style-type: none"> Use mix 	Mostly housing Shopping along main road Avian Centre – smaller shops Science Park has white collar jobs but most of these are taken by in-commuters Surrounded by green areas, including parks and canals and Dunstall Park Race Course
<ul style="list-style-type: none"> Housing mix 	<p>Whitmore Reans Designated Housing Renewal Area early 90s, due to poor quality mostly Victorian stock – Pockets of infill build Council flats Farndale estate (council owned) Plus HA developments</p> <p>Dunstall Some surviving Victorian stock but mostly slum clearance re-build 1960s, large areas of council stock with some housing association and owner occupied new build Across the area there is a very mixed tenure profile with increasing number of students living in the area Owner Occupiers 1,264 (38.7%) Renting Council 823 (25.2%) Renting Housing Association 509 (15.6%) Private renting 500 (15.3%) Other 167 (5.2%) - (all 2001 census data)</p>
<ul style="list-style-type: none"> Social/ethnic/demographic mix 	Whitmore Reans – 51.6% BME Dunstall – 57.6% BME Predominately Asian groups. The area also has Polish, Ukrainian and Italian communities. Over the last couple of years an estimated 2,000+ asylum seekers/economic migrants have moved into the area, mainly Kurds and Afghans.
<ul style="list-style-type: none"> Key local features/issues 	High levels of deprivation i.e. unemployment <ul style="list-style-type: none"> 12.1% Whitmore Reans 10.1% Dunstall 6.2% Wolverhampton House prices up due to demands for private rented accommodation from asylum seekers & students. Crime rates high – domestic burglary rates particularly high Lack of health facilities -no GP in Dunstall

<ul style="list-style-type: none"> Brief portrait of other existing key partnerships or institutional features, if important (e.g. two tier local authority area, or SRB Partnership/Sure Start etc. cover the same area/overlap etc.) 	<p>The area has experienced a range of ABIs:</p> <ul style="list-style-type: none"> City Challenge 1992-1997 Housing Renewal Area 10 year programme started early 1990's (currently under appraisal to reassess status and priorities) Sure Start (Whitmore) Community Safety Project (SRB5) part of the area Whitmore Reans in Partnership (WRIP) – community and voluntary sector partnership <p>A major challenge is that these initiatives/ partnerships do not have co-terminus boundaries</p>
<p>2. Organisational arrangements/model</p>	
<ul style="list-style-type: none"> Key features/components of partnership structure and how they fit together– e.g. relationship between Board/Steering Group and other groups, key partners, theme groups, community forum etc. 	<p>Whitmore Reans and Dunstall is one of seven NM pilots in Wolverhampton. Touchstone Housing is the local managing agent and this is the only pilot to secure non-NRF funding. The local partnership has a strong community focus. The board is built on Whitmore Reans In Partnership (WRIP) membership. WRIP is supported by the Wolverhampton Network Consortium (WNC) and the local NM structure feeds back into the city wide Neighbourhood Renewal Partnership and then into the LSP.</p>  <pre> graph TD NMBoard([NM Board]) --> NMteam([NM team]) NMteam --> NMSteeringGroup([NM Steering Group]) NMSteeringGroup --> NRP([Neighbourhood Renewal Partnership]) NRP --> LSP([LSP]) WRIP([WRIP]) --> NMBoard WRIP --> WNC([WNC]) WNC --> NRP </pre>
<ul style="list-style-type: none"> What role have LA housing department/RSLs played in organisational arrangements? 	<p>LA housing – limited to date as action plan has only recently been completed</p> <p>RSL – is involved in two ways</p> <ul style="list-style-type: none"> as the managing agent for NM as a service provider – Touchstone has 650 units including sheltered housing. <p>NM is already influencing Touchstone's local approach to Housing Management</p> <p>Touchstone Housing is using NM to look more strategically at the way they develop and deliver their core business both in the city as a whole and across the region. This includes feeding the action plan from NM into the organisation's wider agenda to encompass all areas of their business – regeneration, development, housing, retirement.</p>

<ul style="list-style-type: none"> Total number of voting Board Members; who chairs/ organisational composition of membership? 	<p>10 members</p> <ul style="list-style-type: none"> 4 WRIP – Secretary, chair and 2 other committee members RSL line manager Housing Corporation LA – citywide NMP co-ordinator Local Councillor (who is leader of Wolverhampton Council)
<ul style="list-style-type: none"> Other co-opted members? 	None
<ul style="list-style-type: none"> Legal status of partnership? 	None, WRIP currently becoming a company limited by guarantee
<ul style="list-style-type: none"> Accountable Body? 	Touchstone Housing
<ul style="list-style-type: none"> Any other key characteristics of the process of working together 	No – early stages have depended on less formal processes including ad hoc meetings with service providers. NM currently focusing on building relationships with service providers
<ul style="list-style-type: none"> Any obvious gaps in representation? 	<p>Concerned that the whole community isn't represented – would like WRIP to be more representative – however, more than 46 different languages are spoken in the area making it very difficult to engage everyone</p> <p>Board is also missing representation from</p> <ul style="list-style-type: none"> Local businesses and Students
3. Neighbourhood Management Team	
Date Neighbourhood Manager	May 2003
Remit/targets of Neighbourhood Manager	<p>Common job description for all NM in Wolverhampton. Key tasks:</p> <ul style="list-style-type: none"> To work with local groups to develop existing, or establish a new Local Partnership board which will oversee the development of NM To deliver models of NM in line with the structure and principles established by Wolverhampton LSP To co-ordinate and manage the changes and improvements to local services in response to local needs To identify and oversee services agreed to co-ordinated or devolved to neighbourhood level and delivery of local neighbourhood services
Name of employing organisation	Touchstone (although NM on secondment)
No. of core Team members (FTE)	3
Please list all Team positions below	<p>All NM pilots in Wolverhampton have</p> <ul style="list-style-type: none"> Neighbourhood Manager Neighbourhood Partnership Officer and Administrative Officer
Permanent/temporary / secondment/vacant	<p>All posts are temporary to 2005 – currently negotiating extension to 2006 have LA in principal agreement</p> <p>This is the only NM pilot in Wolverhampton to directly employ staff, all the others are staffed by secondees</p>

How have partners reacted to Neighbourhood Manager's role?	Positive but little action in shaping service delivery yet – still building links with service providers. To date there has been a generally positive reaction from service providers.
4. Neighbourhood Management in Action	
<ul style="list-style-type: none"> Main sources of funding, distinguishing if possible what is paying for what 	<p>Local Authority/ NRF - £123K Housing Corporation - £104K Community training and enabling fund grant Touchstone Housing - £80K plus some in-kind support including senior manager's time, marketing and PR All funding is for two years</p>
<ul style="list-style-type: none"> Themes being pursued 	The Action Plan has 13 'key' areas identified by residents – many of which cover familiar 'crime and grime' issues
<ul style="list-style-type: none"> Programme priorities/emphasis, staging of priorities 	Taking time to get it right, deliberately not going for 'quick wins' due to past experience of ABIs and residents cynicism about short term initiatives. Main efforts of the NM team have focused on consultation with, and involvement of the local community - there has been a significant amount of capacity building undertaken
<ul style="list-style-type: none"> Do you have formal Delivery Plan with objectives, targets, milestones or looser arrangements? 	The Action Plan (due to be published April/May 2004) details 13 Action Themes and includes baseline and targets
<ul style="list-style-type: none"> Methods of engaging: <ol style="list-style-type: none"> service providers residents 	<p>a) generally less progress here. NM is currently building working relationships with service providers and identifying which of the priorities from the Action Plan (action themes) can be taken forward by which service providers - Not yet at the stage of influencing service delivery.</p> <p>b) More success here, have built on existing WRIP – developed the network increasing membership both of individuals and voluntary organisations. Planning for real event helped to reach the wider community. A specific youth event was held to address the concerns of younger residents – it is hoped this will lead to a 'youth forum'.</p> <p>The development of the Elms Community Centre (where the NM team is now based) has also encouraged the engagement of local residents</p>
<ul style="list-style-type: none"> Description of any important processes 	Not yet. More formal arrangements should start to evolve following the publication of the Action Plan (April/May 2004)
<ul style="list-style-type: none"> Key projects/activities 	<p>Planning for Real events Community Centre – shared space Number of NM related activities were in place before the NM pilot was established these include</p> <ul style="list-style-type: none"> Neighbourhood Wardens Neighbourhood Safety Partnership Learning Ambassadors (partnership between

	<p>Touchstone Housing and City of Wolverhampton College)</p> <ul style="list-style-type: none"> • Equal Community Learning project (based at Touchstone's retirement housing scheme)
<ul style="list-style-type: none"> • What roles are housing organisations/RSLs playing in programme/project delivery? How did this come about? 	<p>The NM Action Plan is now feeding into Touchstone Housing's Housing Management (HM) plan. A lot of the HM issues relate to the concerns voiced by residents through the NM Process, Touchstone were already addressing many of these issues in their LAMP.</p> <p>This is the only NM pilot in the country to get Housing Corporation funding. It is innovative in its attempt to engage local people in the RSLs main business and to steer the RSL to address:</p> <ul style="list-style-type: none"> • HM • NM, and • Regeneration issues <p>Less clear about the impact/influence this has had on LA housing services.</p>
<ul style="list-style-type: none"> • To what extent buy-in from all service departments within Local Authority? 	<p>In principal there is support. However the Neighbourhood Manager is often dealing with frontline staff and middle managers who are not able to take action without the agreement of line managers – making the process time consuming</p>
<ul style="list-style-type: none"> • What evaluation mechanisms do you have in place? 	<p>The Neighbourhood Manager has a positive approach to evaluation and monitoring. A comprehensive database had been developed to map the impact of NM on local residents. NM has had difficulty accessing some data as many of the service providers work with slightly different area boundaries.</p>
<p>5. Good Practice</p>	
<ul style="list-style-type: none"> • Main achievements to date 	<ul style="list-style-type: none"> • Planning for Real events • Supporting WRIP in efforts to increase membership and improving its structure and capacity • Producing the Action Plan
<ul style="list-style-type: none"> • Any successful examples of joint initiatives between housing organisations and other service providers? 	<p>Have developed a good working relationship with WRIP</p> <p>RSL is now considering which issues from the Action Plan it can take the lead on as it develops its own Housing Management plan.</p>
<ul style="list-style-type: none"> • Which initiatives have worked particularly well thus far? 	<p>Planning for real – the events have been well attended and the NM team have collected valuable feedback on the priorities of local residents</p>
<ul style="list-style-type: none"> • What do residents think? 	<p>No survey but a sophisticated database has been developed to track changes in the locality. Generally there is a positive feel so far. The NM has had to work at this due to some local cynicism about ABIs</p>

<ul style="list-style-type: none"> • Have any aspects of partnership working or initiatives been innovative? 	Focus has been on community engagement. Database to track long term change is innovative and other pilots in Wolverhampton are thinking of adopting this approach
<ul style="list-style-type: none"> • Evidence of impact of interventions thus far 	Too soon to tell
<ul style="list-style-type: none"> • Overall lessons 	The NM team need to be realistic about what can be achieved given the resources and capacity available.
6. Changes in behaviour by service providers?	
Any examples of:	To soon to tell but Neighbourhood Manager feels positive about future developments
(5) Changing corporate policies	The structure of NM across Wolverhampton has supported the work of the Whitmore Reans and Dunstall pilot. The city-wide Neighbourhood Managers group is an efficient way for NM to access a range of service providers, giving local managers more leverage as well as providing an opportunity for them to network, identify common challenges and problem solve.
(6) Re-allocating mainstream resources	None yet
(7) Re-shaping mainstream services	None yet
(8) Improving service access to increase take-up	None yet