



Office of the  
Deputy Prime Minister  

---

Creating sustainable communities

*Department for*  
**Transport**

## **LSP Evaluation and Action Research Programme**

### **Local Neighbourhood Renewal Strategies: Document Analysis and Review**

**May 2004**



Report to the Neighbourhood Renewal Unit by:

**European Institute for Urban Affairs, Liverpool John Moores University**

Hilary Russell, Craig Johnstone and Richard Meegan,

**Local Government Centre, University of Warwick**

Maggie Rust, Crispian Fuller and Jonathan Davies

This study was conducted as part of ODPM's LSP Evaluation and Action Research Programme

### **Disclaimer**

The views represented in this report are those of the research team and not necessarily those of the Neighbourhood Renewal Unit

# CONTENTS

LIST OF FIGURES.....	vi
GLOSSARY.....	vii
EXECUTIVE SUMMARY.....	viii
SECTION I: INTRODUCTION.....	viii
1. THE NATIONAL STRATEGY FOR NEIGHBOURHOOD RENEWAL.....	viii
2. THE STUDY METHODOLOGY.....	ix
SECTION II: FINDINGS.....	xi
3. GENERAL.....	xi
4. STRATEGIC APPROACH.....	xii
5. INFORMATION BASE.....	xiv
6. TRANSLATING STRATEGY INTO ACTION.....	xvi
7. STRUCTURES AND PROCESSES.....	xix
SECTION III: REVIEW OF FINDINGS AND CONCLUSIONS.....	xx
8. REVIEW OF FINDINGS.....	xx
9. CONCLUSIONS AND RECOMMENDATIONS.....	xxix
SECTION I: INTRODUCTION.....	1
1. THE NATIONAL STRATEGY FOR NEIGHBOURHOOD RENEWAL.....	1
2. THE STUDY METHODOLOGY.....	2
The study.....	2
Variation in the strategies.....	2
Scope and limitations.....	3
SECTION II: FINDINGS.....	4
3. GENERAL.....	4
Progress in strategy development.....	4
Format and audiences.....	4
Date of strategies.....	5
Areas.....	5
4. STRATEGIC APPROACH.....	6
Purpose and vision.....	6
Strategic drivers and links.....	7
Driving principles.....	11
Theories of change.....	12
Targeting priority areas.....	15
Targeting priority groups.....	19
Children and young people.....	20
BME groups.....	21
Policy themes.....	23
Worklessness.....	27
Health.....	28
Education.....	30
Crime and community safety.....	30
Housing.....	31
Environment.....	31
Transport.....	32
Other themes.....	32
Cross cutting themes.....	33
5. INFORMATION BASE.....	35
Wider Socio-economic context.....	35

Evidence by theme .....	36
Use of evidence .....	37
Secondary data .....	38
Primary data .....	38
Service data for agency expenditure.....	41
Analysis of factors associated with deprivation .....	44
Review of what works .....	45
Mapping resources .....	47
6. TRANSLATION OF STRATEGY INTO ACTION.....	49
Desired outcomes .....	49
Overall action plan .....	50
Identification of activities by theme .....	52
Neighbourhood/ward action plans.....	53
Neighbourhood/ward baselines .....	56
Mainstreaming.....	57
Lead agencies .....	62
Targets and performance indicators .....	64
Use of NRF.....	67
7. STRUCTURES AND PROCESSES.....	70
General .....	70
Decision-making structures.....	70
Joint agency structures .....	72
Community engagement mechanisms.....	72
Engagement mechanisms for other stakeholders .....	75
Capacity building and skills and knowledge .....	78
Monitoring and evaluation .....	83
Accountability .....	87
SECTION III: REVIEW OF FINDINGS AND CONCLUSIONS .....	88
8. REVIEW OF FINDINGS.....	88
Policy drivers.....	88
Targeting .....	89
Analysis of causes .....	90
Theories of change .....	91
SMART about measurement.....	92
How far strategies are funding driven .....	92
Changing services .....	93
Delivery infrastructure .....	93
Evidence of cross agency involvement .....	94
Delivery pathways.....	94
Community engagement.....	94
Engagement mechanisms for other stakeholders.....	95
Building capacity.....	96
Measuring progress .....	96
Lines of accountability .....	96
9. CONCLUSIONS AND RECOMMENDATIONS.....	97
The LNRs overall: strengths and weaknesses.....	97
Lessons.....	98
Recommendations .....	99
APPENDIX 1: SELECTING THE 88 LOCAL AUTHORITIES ELIGIBLE FOR THE NEIGHBOURHOOD RENEWAL FUND (NRF) .....	101
APPENDIX 2: RANKINGS OF THE 88 NRF LSPS FOR EXTENT AND CONCENTRATION OF DEPRIVATION .....	102

APPENDIX 3: ANNEX G OF THE NATIONAL STRATEGY ACTION PLAN.....	104
Checklist for developing Local Neighbourhood Renewal Strategies: steps in developing strategies	
.....	104
i) Identify priority neighbourhoods .....	104
ii) Understand the problems of priority neighbourhoods .....	105
iii) Map the resources going into priority neighbourhoods .....	105
iv) Agree on what more needs to be done .....	106
v) Implement and monitor agreed action.....	107
 APPENDIX 4: INDIVIDUAL CHECKLIST ANALYSIS AND SUMMARY TEMPLATE.....	 108

# LIST OF FIGURES

## EXECUTIVE SUMMARY

Figure 4.1: Proportion of LNRSSs targeting key geographical areas, children and young people and BME groups ..... xiii

Figure 4.2: Proportion of LNRSSs targeting key policy themes of worklessness, health, education, crime and housing ..... xiii

Figure 5.1: Proportion of LNRSSs analysing current service expenditure and mapping resources..... xv

Figure 6.1: Proportion of LNRSSs providing action plans and baselines, and identifying lead agencies and delivery pathways ..... xvi

Figure 6.2: Proportion of LNRSSs using floor targets, LPSAs and performance indicators ..... xviii

## MAIN REPORT

Figure 4.1: Links in Nottingham ..... 11

Figure 4.2: Proportion of LNRSSs targeting key geographical areas..... 15

Figure 4.3: Proportion of LNRSSs targeting children and young people..... 21

Figure 4.4: Proportion of LNRSSs targeting BME groups..... 22

Figure 4.5: Proportion of LNRSSs targeting worklessness ..... 26

Figure 4.6: Proportion of LNRSSs targeting health ..... 26

Figure 4.7: Proportion of LNRSSs targeting education..... 27

Figure 4.8: Proportion of LNRSSs targeting crime ..... 27

Figure 4.9: Proportion of LNRSSs targeting housing ..... 27

Figure 5.1: Proportion of LNRSSs analysing current service activity and spend ..... 41

Figure 5.2: Proportion of LNRSSs mapping resources ..... 47

Figure 6.1: Proportion of LNRSSs providing an overall action plan ..... 50

Figure 6.2: Proportion of LNRSSs providing thematic action plans..... 52

Figure 6.3: Proportion of LNRSSs providing neighbourhood/ward action plans ..... 53

Figure 6.4: Proportion of LNRSSs providing neighbourhood/ward baselines ..... 56

Figure 6.5: Proportion of LNRSSs identifying lead agencies ..... 62

Figure 6.6: Proportion of LNRSSs identifying delivery pathways..... 63

Figure 6.7: Proportion of LNRSSs using floor targets ..... 64

Figure 6.8: Proportion of LNRSSs using Local Public Service Agreements ..... 64

Figure 6.9: Proportion of LNRSSs using targets other than floor targets and Local Public Service Agreements..... 65

Figure 6.10: Proportion of LNRSSs using performance indicators..... 65

## GLOSSARY

ABI	Area-based initiative
BitC	Business in the Community
BME	Black and Minority Ethnic Groups
BV	Best Value
CEF	Community Empowerment Fund
DfES	Department for Education and Skills
DWP	Department for Work and Pensions
EAZ	Education Action Zone
ED	enumeration district
EFQM	European Foundation for Quality Management
GLA	Greater London Authority
HImP	Health Improvement Plan
HMOs	homes in multiple occupation
HMRF	Housing Market Renewal Fund
ICT	information and communications technology
IMD	Index of Multiple Deprivation
LA21	Local Agenda 21
LDA	London Development Agency
LEA	Local Education Authority
LIFT	Local Improvement Financial Trust
LNRS	Local Neighbourhood Renewal Strategy
LPSAs	Local Public Service Agreements
LSP	Local Strategic Partnership
NDC	New Deal for Communities
NM	Neighbourhood Management
NOF	New Opportunities Fund
NR	neighbourhood renewal
NRF	Neighbourhood Renewal Fund
NRU	Neighbourhood Renewal Unit
NSNR	National Strategy for Neighbourhood Renewal
NWDA	North West Development Agency
ONS	Office for National Statistics
PAT	Policy Action Team
PCT	Primary Care Trust
PIs	performance indicators
PSA	Public Service Agreement
RDA	Regional Development Agency
RSL	Registered Social Landlord
SMART targets	specific, measurable, achievable, realistic, time limited
SRB	Single Regeneration Budget
UDP	Unitary Development Plan

# EXECUTIVE SUMMARY

## SECTION I: INTRODUCTION

### 1. THE NATIONAL STRATEGY FOR NEIGHBOURHOOD RENEWAL

1.1 The National Strategy Action Plan for Neighbourhood Renewal, *A New Commitment to Neighbourhood Renewal* (January 2001), after setting out the causes of neighbourhood decline, presented a vision that:

within 10-20 years, no-one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing and so different from what the rest of the population receives.

1.2 This vision was reflected in the long term goals of narrowing the gap between the most deprived neighbourhoods and the rest of the country on measures of worklessness, crime, health, skills, housing and the physical environment.

1.3 In addition to national resources and policies for working towards these goals, the National Strategy Action Plan stated that “it is essential to co-ordinate services around the needs of each neighbourhood if these resources and policies are to translate into real change”. It indicated various arrangements to be put in place to support action at local level:

- The Neighbourhood Renewal Fund (NRF) was set up as a top-up to local authorities in the 88 most deprived districts to help them and their partners begin to improve core public services in the most disadvantaged neighbourhoods;
- Local Strategic Partnerships (LSPs) were introduced and those in the 88 most deprived districts were required to produce a Local Neighbourhood Renewal Strategy (LNRS);
- The Community Empowerment Fund was initiated to support voluntary and community sector participation in LSPs in the NRF eligible areas;
- The Neighbourhood Renewal Unit (NRU) was set up to spearhead change across and outside Government and develop work around building the evidence base and developing skills; Neighbourhood Renewal Teams in Government Offices for the Regions (GOs) would administer funding and oversee LNRSs and the Office for National Statistics (ONS) would develop work on small area statistics.

1.4 Appendix 1 outlines the process for selecting the 88 areas eligible for Neighbourhood Renewal Funding. Appendix 2 shows their rankings for the extent and concentration of deprivation in the Index of Multiple Deprivation (IMD) 2000.

1.5 Annex G of the National Strategy Action Plan provided a checklist for developing Local Neighbourhood Renewal Strategies. For reference, Annex G of the National Strategy is included in Appendix 3 of this report.

1.6 The executive summary is in three sections. Chapter 2 of this section discusses the study methodology, its scope and limitations and the implications for the analysis.

1.7 Section II presents a summary of the findings of the research. The first chapter of Section II covers some general points about the strategies. The remaining four chapters discuss the strategic approaches adopted, the information base of the strategies, the extent to which they have been translated into action and the structures and processes being built.

1.8 Section III discusses the findings and brings together conclusions and recommendations.

1.9 The executive summary is available in hard copy and can be downloaded from the NRU's website<sup>1</sup>. The main body of the report follows the same structure as the summary and presents the detailed findings of the research in Section II. The full report is available to download from the NRU's website but is not available in hard copy.

## 2. THE STUDY METHODOLOGY

### The study

2.1 The study was conducted for the NRU during 2003, as part of ODPM's LSP evaluation and action research programme. The objectives were:

- to collect and collate LNRSs;
- to provide analysis of the content of LNRS documentation submitted by NRF LSPs, using a template developed collaboratively with the NRU; and
- to provide a collective analysis of the strengths and weaknesses of the documentation and identify where LSPs may need additional support to develop these strategies.

2.2 It is important to note that the study did not set out to provide an evaluation of individual LNRSs.

2.3 The analysis of the content of individual LNRSs was designed to provide information under the following four principal headings:

- **strategic approach:** the strategic drivers and links and the balance of targeting in relation to areas, groups and policy areas;
- **the information base for the strategy:** how far the strategy is contextualised and evidence-based;
- **the translation of strategy into action:** steps taken to turn the strategy into overall action plans and ones for targeted areas, the role of mainstreaming, the identification of lead agencies, the extent to which progress will be measurable and the priorities for and sources of spend; and
- **structures and processes:** for decision making, joint delivery, community and stakeholder engagement, capacity building, monitoring and evaluation, accountability, and skills and knowledge.

2.4 The template used in the study is in Appendix 4. The completed templates provided the material for the collective analysis contained in the report but were not intended for publication.

### Variation in the strategies

2.5 LNRSs are diverse and the documents examined in the study can be said to vary in three main ways.

2.6 First, there are differences of **approach**. Strategy documents vary considerably in the way they are put together. In part this is because, although Annex G of the National Strategy gave a broad indication of what they should cover, there was no detailed guidance about the process of developing the strategies, their content or presentation. The different approaches also stem from the great diversity in the localities under consideration in terms of factors such as the size of area, the character, extent and intensity of deprivation, the past experience of regeneration and partnership working.

2.7 Secondly, there are differences in the **progress made**. Some are well developed and have got as far as producing overall and/or neighbourhood action plans whereas a few documents only indicate how they propose to develop their strategy. Most are at stages between these extremes. The position is complicated by the fact that:

---

<sup>1</sup> See: <http://www.neighbourhood.gov.uk/research.asp>

- some strategies were produced as long ago as 2001 and part of their content was dated (in that some proposed actions should have taken place).
- the same terminology is used to denote documents that have a different status: some keep the term ‘draft framework’ but have clearly gone beyond that stage. On the other hand, others are called strategies that still look more like draft frameworks.

2.8 Thirdly, different LNRSs seem to have been produced with **different purposes and audiences** in mind. The following are not hard and fast distinctions but they indicate the range:

- Some are fairly glossy productions strong on showing intent and the broad dimensions of the strategy, but sometimes less strong on detail.
- Some are more like working documents for the people/agencies who need to deliver the strategy. These very often take for granted a lot of local knowledge on the part of the reader about the area, about existing initiatives and about the evidence base.
- In some instances, the LNRS is not a stand-alone document but a chapter within the Community Plan. This not only means that they lack detail but also some of the relevant information is embedded within plans that deal with much more than neighbourhood renewal. It was difficult to ascertain the relative significance of different proposals.
- Some clearly constitute only one of a suite of documents and are not meant to be read without making these wider linkages. However, the researchers did not have access to the accompanying reports - or, even if they had, the time allocation precluded examining them. It is arguable that the main LNRS should at least point up other related or source documents, but it may still be difficult to discern from the LNRS alone how far it is well rooted strategically and rests upon a firm foundation of consultation and evidence.

## Scope and limitations

2.9 The analysis of the content of the LNRS documentation using the template enabled:

- a lot of information to be captured in a relatively short document;
- some broad brush comparisons between strategies.

2.10 However, it is important to recognise the limitations of the approach, which largely stemmed from the diversity of the strategies indicated above. The following implications should be understood:

- differences of approach are precisely that – *differences*. It is important to be cautious, therefore, about necessarily perceiving ‘gaps’ in the analysis as weaknesses in individual LNRSs.
- it was difficult to extract the right information from the strategies because of their different forms of presentation and different sequencing. This may mean there was a greater risk of overlooking relevant items.
- the researchers could only go by what was in front of them. Even though it may clearly not have been the whole story, they could not second guess what was in other documents. For example, it was hard to know how to view the different levels of detail included in the strategy. It could be all too easy to assume that detail equals depth and lack of detail (passing mention) equals superficiality, whereas a single line in the latter case might be based upon a much greater weight of evidence that was recorded elsewhere.

2.11 The report must be read in the light of these limitations. It is largely a qualitative study. Although some quantitative analysis has been attempted, it was only possible at all in relation to some features of the strategies and, even with these, must be accepted as very broad brush. Too often, like was not being compared with like. In view of this, the report leans more heavily towards what was the strength of the review: giving a flavour of the strategies, indicating their range and, recognising that many more telling examples could have been used, providing a selection of illustrative material on each topic.

2.12 Finally, the study is based largely on strategies that were available at the end of 2002, and does not take account of revisions or progress in implementation since that date.

## SECTION II: FINDINGS

### 3. GENERAL

#### Progress in strategy development

3.1 Chapter 2 indicated that the LNRSs examined were at very different stages of development. Some are strategies for producing strategies. One, for example, is an (undated) agenda-setting, positional document, clearly set out but still at a very generic stage. It lacks socio-economic analysis, the target neighbourhoods have not been identified, priorities have not been established and few structures are in place. At the other extreme, exceptionally, are ones that have progressed as far as neighbourhood action plans.

3.2 Invariably the LNRSs are shown as produced by the LSP although it is evident that the work on them was largely led elsewhere, mainly in the local authority and that LSPs themselves had had varying degrees of involvement as the strategies were developed. Some LSPs used consultants to prepare the strategy (for example, Doncaster), or to complete a first draft (St Helens) or facilitate the strategy development process and write it up (Derwentside). Box 3.1 shows the process used in Derwentside.

#### **Box 3.1:** Key features of **Derwentside's** strategy development

- engagement with the community: open meetings in 11 priority wards to obtain their views on issues, gaps and priorities. Meeting with ward representatives about draft Strategy.
- engagement with service providers: through workshops/discussions and an audit of services proforma completed by all service providers about what they delivered in priority wards
- series of workshops with LSP Executive Group that represented all key themes; it acted as sounding board, reviewed emerging strategy, responded to feedback and made detailed comments on the draft.

#### Format and audiences

3.3 As Chapter 2 indicated, the documents themselves vary in length and the glossiness of their production. They range from a short chapter in a short Community Strategy (Barnsley) to documents of over 100 pages (Newcastle) or suites of documents (Liverpool, Knowsley). The main body of West Cumbria's strategy is less than 8 pages and reads more like a briefing note although there are also extensive appendices containing ward profiles and action plans.

3.4 The LNRSs vary in terms of who appeared to be the intended audience and this makes a difference to their accessibility: how far they require local knowledge or knowledge of regeneration initiatives and familiarity with acronyms and jargon. Box 3.2 indicates an example of a strategy aimed at the public that is clearly laid out and accessible to a lay readership.

#### **Box 3.2:** **Halton's** LNRS

**Halton's** LNRS was written in non-patronising, plain English and clearly, logically structured, making it easy to negotiate for the lay person to whom it is directed. Its 5 key priorities are discussed in turn beginning with a statement of the overall aim, a brief justification for its selection and an overview of where it is proposed to focus effort. The sub-themes are then treated in the form of responses to a standard set of questions:

- what action?
- why are we doing this?
- who will benefit?
- who will do it?
- how much will it cost?
- what will be the outputs?
- what will be the outcomes?

The main document was accompanied by a draft Learning Plan for the Halton Partnership and 7 local NRSs based on the boundaries of the Council's Area Panels.

## 4. STRATEGIC APPROACH

### Strategic drivers

4.1 The National Strategy for Neighbourhood Renewal provides the impetus for producing local strategies and often informs their thinking and approach. Where a Community Strategy had been developed, this is the other single main driver. LNRSs are seen as complementary to, or a subset of, the Community Strategy. It is evident that together they are intended to provide a framework for many other national, regional and local strategies and also connect with area-based initiatives, but the precise nature of the linkages often remain unclear.

4.2 In some areas, community cohesion is a significant concern and LNRSs therefore refer to reports such as those that followed the disturbances of 2001.

### Targeting

4.3 LNRSs adopt different approaches to targeting, and may target priority neighbourhoods, priority groups and/or key policy themes (Figures 4.1 and 4.2).

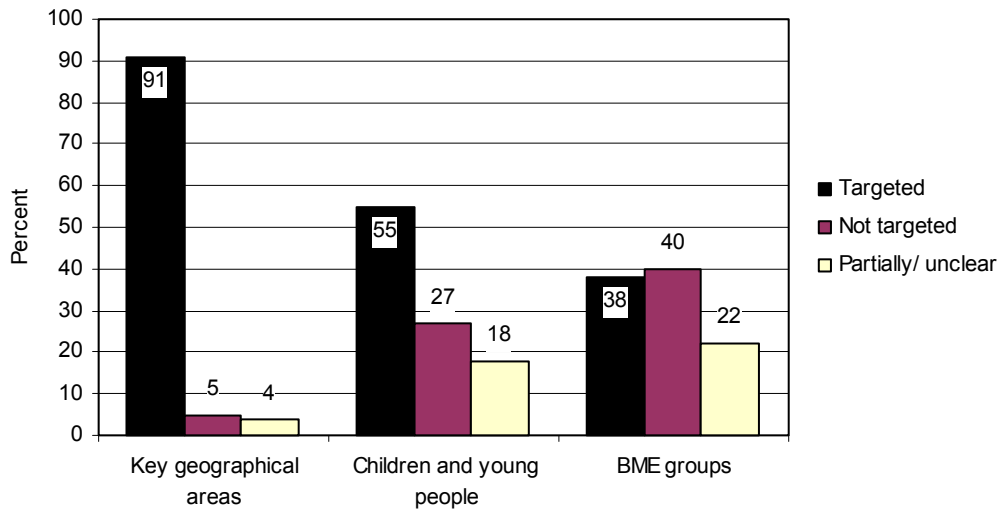
4.4 About 95% start by identifying key areas. But they vary in their approach, in the number of neighbourhoods prioritised, the levels of definition, the proportion of the total population covered. Some stay at ward level, others focus on more tightly drawn neighbourhoods or 'natural' communities or are working towards more precise definition either through greater mapping of deprivation or further community consultation. Some areas are seeking to develop a range of indicators to guide their targeting. Some strategies also mention the need to include neighbourhoods vulnerable to decline. Occasionally, strategies do not target particular neighbourhoods either because deprivation is so evenly distributed across the area or to avoid excluding smaller pockets.

4.5 Fewer LNRSs specifically target priority groups though they frequently indicate ones known to be disadvantaged. However, children and young people feature strongly in nearly three quarters of strategies.

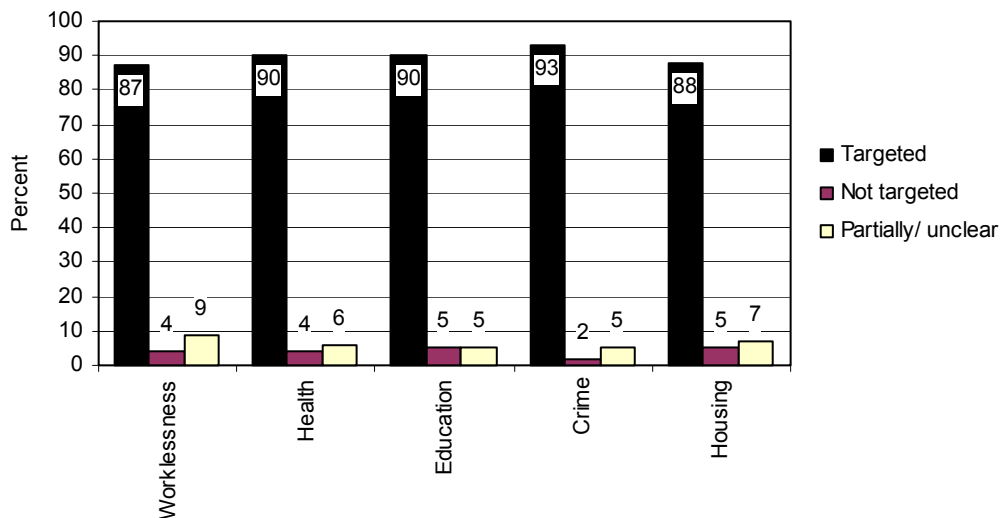
4.6 BME groups are a focus of attention in about 60%. Although it is not always clear how the concern expressed will be turned into action, LNRSs variously identify the need to:

- recognise the heterogeneity within BME communities;
- make greater attempts to involve BME groups;
- reduce racial tension;
- ensure equal opportunities and outcomes for all sections of the community;
- work with BME groups to design policies and services that are more accessible and tailored to their needs.

**Figure 4.1: Proportion of LNRSs targeting key geographical areas, children and young people and BME groups**



**Figure 4.2: Proportion of LNRSs targeting key policy themes of worklessness, health, education, crime and housing**



### Policy themes

4.7 Very often, the targeting of groups is evident in relation to the activities within policy themes. About 90% of LNRSs indicate some degree of focus upon each of the five policy areas of the National Strategy: worklessness, health, education and skills, crime, and housing and the physical environment.

4.8 **Worklessness** especially is a theme that Partnerships think can better be tackled across the wider geographical area. This is sometimes a matter of trying to link people within the targeted neighbourhoods with the opportunities associated with development and employment opportunities in the wider district or adjoining areas.

4.9 **Health** plans in many strategies are at a very early stage, but there are already diverse approaches variously focusing on:

- floor targets;
- sickness rates;
- health inequalities;
- group-specific problems such as teenage pregnancy;
- lifestyle issues;
- drug and alcohol misuse;
- information and advocacy;
- primary and secondary health care provision;
- involving PCTs in the development and implementation of LNRSs.

4.10 The **education and skills** theme reflects the targeting of children and young people, sometimes largely influenced by the floor targets and the goal of narrowing the attainment gap. There are also more general ambitions to raise aspirations and improve life chances. This theme clearly links with others:

- employment through the skills agenda and some forms of provision that serve a dual role, such as out-of-school clubs;
- health and the provision of recreational facilities.

4.11 Almost all LNRSs address reducing **crime** and fear of crime, sometimes within broader themes. This is another theme with close interconnections with others; for example:

- anti-social behaviour – young people – housing management;
- race crime – community cohesion;
- environments in which people feel safe – estate design – housing security measures;
- domestic violence, substance abuse and victim support – health.

4.12 The **housing and physical environment** theme reflects the different weighting of concerns in different parts of the country. For example, the problems of low demand are apparent in the parts of the north. Overall, the issues identified are wide ranging: private sector renewal, improving quality, tenure diversification, increasing the supply of affordable housing and sheltered accommodation for groups such as elderly and disabled people, and housing management.

4.13 In addition, individual strategies identify further themes relating to, for example, quality of life, strengthening communities, and transport. Cross cutting themes are sometimes explicit, sometimes implicit. There are diverse approaches. One whole strategy is built around cross cutting themes. In others, policy themes are treated as cross cutting. More often, additional themes accompany the policy focus. Overall these are a mix of:

- values such as diversity and equity;
- underpinning principles such as community involvement and access;
- ways of working such as joined up services;
- policy dimensions such as environmental quality.

## 5. INFORMATION BASE

### Socio-economic evidence base

5.1 Most strategies contain very little reference to the wider socio-economic context or discussion of why certain neighbourhoods experience persistent disadvantage. In part, this may be because the

strategies were written primarily for people already ‘in the know’. In addition, the focus on evidence as a basis for targeting means there is an emphasis upon measurement at the expense of other forms of analysis that could have informed the strategies, such as exploring the dynamics and causes of deprivation. Where strategies do contain more qualitative analysis, this helps towards making clearer links between the problems and their proposed solutions.

5.2 Most LNRSs use some level of evidence to identify needs and inform the allocation of resources. Most often they refer to the Index of Multiple Deprivation (IMD) 2000 to identify priority wards, sometimes combining this with other data to pinpoint deprivation more precisely. However, trend data are largely absent and many strategies acknowledge that more work is needed to match data collection to the designated priority areas especially where these are smaller neighbourhoods or span ward boundaries.

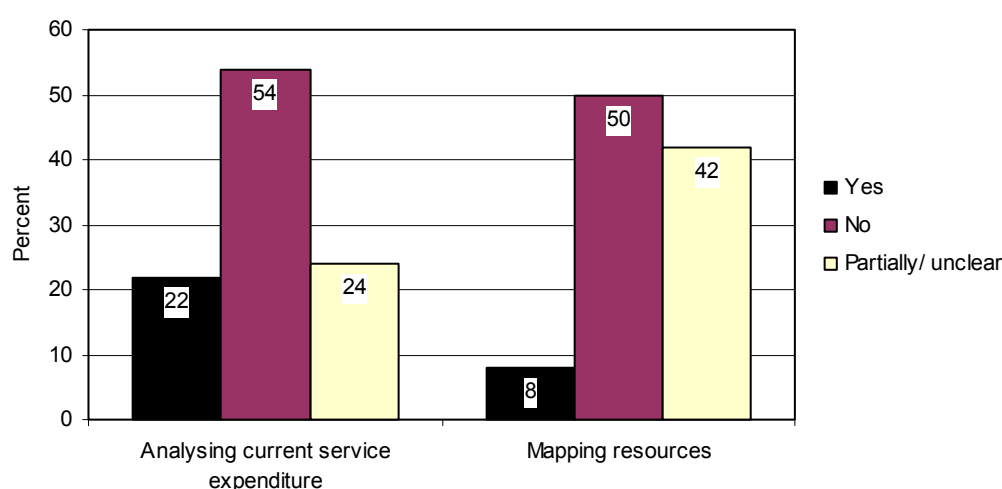
5.3 Evidence on themes varies widely in terms of sources, depth, range and quality. Data for some policy areas are easier to access than others and, as above, are not necessarily available at appropriate spatial levels. Some partnerships also draw on qualitative data from consultations and surveys on the range, accessibility and quality of services as well as residents’ priority concerns.

### Service data for agency expenditure and mapping resources

5.4 Figure 5.1 shows the proportion of LNRSs analysing current service expenditure and mapping resources. Over 50% of the strategies contain no service data for agency expenditure and more than half of the rest could supply it only in part, either for certain agencies or particular neighbourhoods. All encountered the problem of going beyond per capita estimates of service spend and obtaining information at the right spatial level. There is a potential for double counting where there is partnership working with multi-sourced funding packages. Inconsistencies in financial monitoring procedures can also make it more difficult to disentangle funding strands.

5.5 LNRSs include little mapping. Exercises have sometimes been undertaken in specific neighbourhoods with different approaches being adopted in different places, but all of them encountered some difficulty.

**Figure 5.1: Proportion of LNRSs analysing current service expenditure and mapping resources**



## What works

5.6 Some LNRSs have been informed by limited reviews of regeneration initiatives and, although generally learning from practice is still underdeveloped, there is evident awareness of its importance. Many Partnerships intend to include such learning either in their skills and knowledge programme or through monitoring and evaluation.

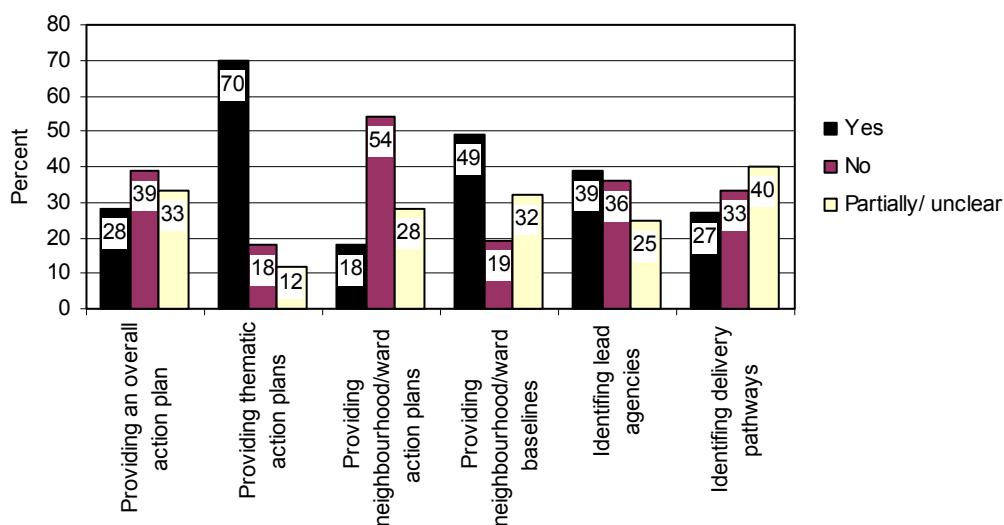
## 6. TRANSLATING STRATEGY INTO ACTION

### Action Plans

6.1 Some LSPs are still in the early stages of producing a strategy; some LNRSs include strategic options but without any organising principle; others have advanced as far as a broad strategic framework. Some mention specific actions, especially where they are encompassing activities/programmes already underway, yet do not necessarily indicate how or why these will contribute to reversing trends or meeting targets. In general, LSPs have yet to determine who will do what, by when, with what resources and for what intended outcomes.

6.2 Figure 6.1 shows the proportion of LNRSs providing overall, thematic and neighbourhood action plans. It also illustrates the proportion providing neighbourhood/ward level baselines, and identifying lead agencies and delivery pathways.

**Figure 6.1: Proportion of LNRSs providing action plans and baselines, and identifying lead agencies and delivery pathways**



### Activities by theme

6.3 Over two thirds of the strategies identify some actions by policy theme though many of these are either still at a high level of generality or not organised into an overall plan.

### Neighbourhood/ward action plans

6.4 Most LNRSs had made little progress on neighbourhood action plans. Box 6.1 shows a typical approach to developing them. Frequently, despite a wealth of background material, there are no baselines to enable change to be tracked, although this is inevitable where the targeted areas have not yet been defined. Nevertheless, the process of developing action plans is sometimes being used as a means of extending partnership with agencies and the community.

**Box 6.1: Developing neighbourhood action plans**

**Rochdale** specified tasks for developing neighbourhood action plans to identify:

- multi-agency and resident forums and review them;
- lead agency;
- main stakeholders;
- how much time and money organisations spend in the area;
- what assets exist;
- key issues from baseline data;
- how to engage local groups;
- timeframe needed to deliver Plan;
- local targets;
- possible ‘quick wins’;
- changes local people and agencies want to see happen;
- training and development needs;
- examples of good practice, locally, regionally and nationally;
- what are residents doing that can be built on;
- how Plan can build on existing work and strategies;
- services provided locally and how to work together;
- how to join up services;
- changes to way services are delivered;
- how to sustain changes.

In addition, Rochdale states it is necessary to:

- ensure all stakeholders are signed up to targets and changes;
- set up a transparent method of reviewing progress;
- identify an annual process of reviewing and setting new priorities or issues;
- feed into the Borough-wide strategy.

**Mainstreaming**

6.5 Mainstreaming is rarely defined but common elements can be discerned in the way LNRSs talk about it:

- changing the way services are delivered;
- increasing the targeting of those most in need;
- bending, or even totally recasting, main budgets.

6.6 Little systematic progress is yet evident although pilot schemes are underway in some areas. Bending mainstream spend and activity is seen as much more difficult in areas where priority wards cover a high proportion of the population. Steps towards mainstreaming include:

- auditing statutory and non-statutory plans;
- mapping resources and existing provision;
- reviewing service effectiveness;
- joining up funding streams;
- developing multi-agency teams;
- bringing players together at a neighbourhood level to look at integrated provision;

- identifying and negotiating with government freedoms and flexibilities to reduce restrictions on existing mainstream expenditure.

## Delivery

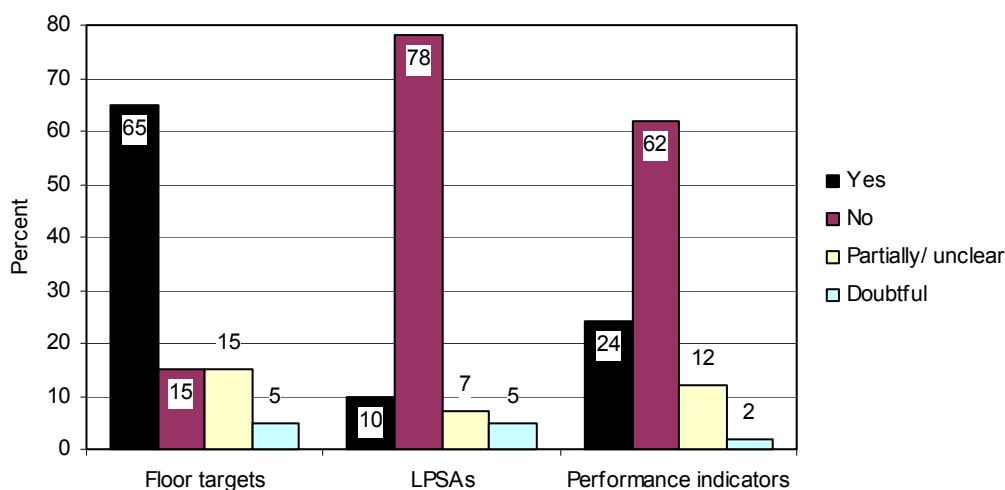
6.7 One of the clearest ways that agencies such as local authorities, the police and PCTs can signal commitment to a more integrated approach is by aligning their operational areas. The development of protocols can further serve to facilitate more effective inter-agency collaboration.

6.8 Putting the delivery infrastructure in place remains a major challenge in many areas. A significant proportion of strategies contain little or no discussion of lead agencies or delivery mechanisms. Some assume that the relevant agencies will deliver on floor targets. Others refer to pilot approaches such as neighbourhood management as potential ways of proceeding.

## Targets and performance indicators

6.9 Targets tend to be very general at this early stage of LNRS development. Only rarely are there neighbourhood specific targets and performance indicators are largely absent. About 85% use floor targets to some extent. Most areas do not yet have Local Public Service Agreements (LPSAs) (Figure 6.2). Some strategies recognise the challenge of achieving LPSA targets for the district as a whole whilst also making accelerated improvements in the poorest neighbourhoods.

**Figure 6.2: Proportion of LNRSs using floor targets, LPSAs and performance indicators**



## Resources

6.10 LNRSs generally recognise that any strategy for neighbourhood renewal must be more than a plan for the deployment of NRF even though the funding may be vital for leveraging mainstream resources more effectively into deprived neighbourhoods and bringing resources for capacity building. They vary in the extent to which they discuss how NRF is being used and the criteria for its future use. Various approaches and emphases emerge:

- facilitating shifts in mainstream services;
- funding activities that can be a 'platform for change';
- service enhancements for the most deprived groups;
- contributing to floor targets;
- allowing local determination of spend in neighbourhood renewal areas;

- developing commissioning frameworks and indicative budget allocations under programme headings.

## 7. STRUCTURES AND PROCESSES

### Decision making

7.1 The structures and processes being used to develop and deliver LNRSs are critical to their effectiveness. Almost everywhere the LNRS was produced by the LSP, although arrangements varied widely. Direct supervision for the formative work was often delegated to other groups within or alongside wider LSP structures. There are also indications that some LSPs are seeking to connect neighbourhood renewal with developing forms of devolved governance such as community forums, area committees or area partnerships.

### Joint agency structures

7.2 Joint agency structures increasingly exist at a strategic level with the LSP becoming a 'family of partnerships'. How far this is yet translating into multi-agency implementation teams is more difficult to discern although some partnerships are developing neighbourhood level action teams.

### Engagement mechanisms

7.3 Some LSPs are establishing their own, new community engagement structures, but most are using or building on the existing voluntary and community sector infrastructure and/or local authority community development structures. Neighbourhood management is starting to be used as the foundation for engagement. It is sometimes hard to know how far LSPs are moving from community consultation to participation but these strategies were mainly written at an early stage in the use of Community Empowerment Fund for building participation structures and mechanisms.

7.4 LSPs have a range of ways of engaging specific groups of stakeholders and some recognise the need to adapt the means of communication and engagement to different audiences and put in place specific measures to reach certain groups. Some groups are singled out for special focus: young people and BME groups. Far fewer strategies mention engaging businesses.

7.5 There are various ways in which the focus on BME groups is being developed. These include:

- BME forums;
- building cross-cultural networks;
- introducing capacity building measures;
- ring fenced resources to support involvement;
- the appointment of diversity officers;
- developing codes of practice for partners;
- encouraging agency diversity audits;
- developing community cohesion projects;
- supporting black-led initiatives.

### Capacity building and skills and knowledge

7.6 Most LNRSs reviewed were at an early stage in producing a learning plan. However, it is evident that, whilst diverse approaches are being adopted, these will span many functions:

- encouraging and extending participation;
- meeting the learning needs in the community and amongst practitioners;
- providing routes to individual advancement through providing or accrediting skills and knowledge;
- undertaking specific skills development in relation to neighbourhood renewal;

- capacity building both in voluntary and community sector organisations and public agencies;
- bringing together and disseminating best practice.

### Monitoring and evaluation

7.7 LNRSs recognise the importance of monitoring and evaluation but on the whole arrangements are still embryonic. Again, a range of approaches and tools are cited:

- frameworks for comparing performance against national targets;
- development of joint indicators
- data warehouses;
- longitudinal studies;
- regular household surveys;
- use of models such the European Foundation for Quality Management model to assess the LSP performance or the ‘Prove It’ model to measure the effect of neighbourhood renewal on local people;
- externally commissioned research or appointment of research and evaluation staff to co-ordinate data collection and analysis.

### Accountability

7.8 Although LSPs have responsibility for the LNRSs, lines of accountability are generally under-developed, both between partners and the LSP and between the LSP and the community at large.

## SECTION III: REVIEW OF FINDINGS AND CONCLUSIONS

### 8. REVIEW OF FINDINGS

8.1 This chapter reviews some of the main findings of the research described in Section II. In discussing them, it also draws on understandings gained through other related research. It starts by focusing on LSPs’ strategic approaches to LNRSs including their policy drivers, types of targeting, analytic basis, measurement of change, the role of funding and the potential for changing mainstream services.

8.2 The overriding aim of the LNRSs is to improve the quality of life and well-being of local people, especially in deprived neighbourhoods. As noted previously, the areas covered by the 87 LSPs charged with producing local strategies vary widely in their location, context, size, history and character. This diversity means it is appropriate that the LNRSs would also differ. However, they are all concerned to ‘narrow the gap’ between these neighbourhoods and others and reflect the Community Strategy visions of promoting thriving areas with healthy, safe and sustainable neighbourhoods where people want to live and raise their children

### Policy drivers

8.3 The main strategic drivers of all the strategies are the National Strategy for Neighbourhood Renewal and, usually, the Community Strategy. They can be seen as drivers in different ways. The introduction of the NRF provided an impetus for producing local strategies, which, very often, seem to draw much of their thinking about the causes of and cures for deprivation from the National Strategy. Community Strategies as drivers, on the other hand, provide the means of rooting the LNRS in the specific locality and also integrating neighbourhood renewal with wider aims. LSPs have a wider remit than neighbourhood renewal so that area visions in Community Strategies usually combine twin goals of economic competitiveness and social cohesion. The purpose of LNRSs is to concentrate on the latter. Yet attention still needs to be paid to the connections between these two, sometimes competing, goals. In these usually early drafts, although links are occasionally hinted at through lists of national, regional and local strategies and initiatives, there is seldom any explanation of the nature or significance of these various connections.

8.4 One challenge for LSPs is to match policy responses to the diverse characteristics, needs and priorities in their areas. This diversity is very evident in the LNRSs. Appendix 2 shows the differences in the extent and concentration of deprivation as measured in the Index of deprivation 2000. Behind these figures is a picture of locations that have widely varying combinations of problems and opportunities, levels of investment, institutional arrangements and levels of community infrastructure. Not only do these factors affect the degree of difficulty in the tasks facing LSPs. They also mean that areas fit more or less comfortably within the national policy context.

8.5 What clearly emerges is the multiplicity of strategies and initiatives - sometimes thematic, sometimes overarching - at different spatial levels alongside LNRSs. First this raises the question of the need for some rationalisation. One of the expectations of LSPs is that they can halt and put into reverse the proliferation of other partnerships. For most, this is proving difficult, if only because of the statutory roles some of these partnerships play. The challenge for LSPs is to make sense of them all and achieve horizontal and vertical strategic consistency.

8.6 Apart from the thematic focuses such as Crime and Disorder Partnerships and Health Improvement Plans (HIMPs), all LSPs need to nest their strategies within sub-regional and regional ones. At sub-regional level, they may be affected by the boundaries of some of their key partners such as the Police and Learning and Skills Councils. Then there are other relevant policies. About 10% of LSPs in three parts of the country fall within European Objective 1 areas. The London LSPs need to take account of what other agencies such as the Greater London Authority (GLA) and London Development Agency (LDA) are doing. Regional Development Agencies (RDAs) in other regions all have their regional strategies and sub-regional priorities, which also influence their deployment of resources.

8.7 The greater the level of deprivation, the greater is likely to be the number of local special initiatives relating to regeneration, with different funders and different purposes, covering different areas, operative over different timescales and driven by different partnerships. In other words, LSPs did not start from a clean sheet when devising their neighbourhood renewal strategies and there are evident difficulties in imposing a new framework on an already overcrowded picture. To some extent, pre-existing initiatives can be seen as building blocks. New Deal for Communities (NDC) Partnerships and Neighbourhood Management Pathfinders are frequently identified as testbeds for approaches that can be rolled out more widely. On the other hand, an overall neighbourhood renewal strategy cannot simply comprise the sum of existing initiatives. Creating a strategy is complicated not only by socio-economic inequalities but also by disparities of investment going into different neighbourhoods. This is illustrated by NDC neighbourhoods sometimes seeming peripheral to the LNRSs except as testbeds, because it is assumed that their needs are already covered.

## Targeting

8.8 A neighbourhood renewal strategy cannot be confined to programmes targeting very small areas. The character and spread of deprivation within districts affects how far targeting individual neighbourhoods is appropriate. Where deprivation is fairly evenly distributed, some LNRSs are focusing instead upon measures across the whole area recognising that neighbourhood targeting can create all sorts of 'boundary issues', be very divisive and be more likely to result in displacement.

8.9 Few if any strategies confront the reality that neighbourhoods may be in competition with one another. There is a general assumption that all can be put right, all gaps closed, all made equal. Yet in areas where, for example, low housing demand is a factor, it may be that some communities can only become sustainable at the expense of others. These are extremely sensitive (small p) political issues.

8.10 Most LNRSs are targeting priority areas, though it is not always clear how far the targeting is confined to NRF spend and how far it extends to other resources and activities. The simplest way for LSPs to identify priority areas was to use the ward rankings of the Index of Multiple Deprivation 2000 and, in particular, concentrate on those wards falling within the 10% most deprived. In some cases,

use of the overall Index is combined with selected individual measures to extend the selection to wards scoring highly on specific dimensions of deprivation such as income, employment or health deprivation.

8.11 Some seem to be remaining at this ward level for their targeting. Other LSPs see ward level data as too blunt an instrument to identify the pattern of deprivation across, or its concentration within, smaller neighbourhoods. They are, therefore, taking the exercise a step further either by including 'hot spots' outside the most deprived wards or by trying to focus upon 'natural' neighbourhoods, that is, ones that local people recognise and with which they identify. Some are also seeking to take into account marginal neighbourhoods or ones vulnerable to decline.

8.12 A number of questions arise. First, there is the issue of whether these 'natural' neighbourhoods are an appropriate size and delineation for different sorts of intervention. In particular, because they are usually based upon residential areas, there is a question about whether there is scope within them for increasing employment opportunities or, if not, whether links are being made with economic development and other locations that do provide such opportunities. Secondly, there is the question already raised of displacement. Thirdly, it is implicit in some strategies that neighbourhoods are being assessed not only in terms of statistical data but also against some notion of what makes a successful or sustainable community. On the whole, however, there is no indication of any clear set of criteria that could have wider application having been developed. Fourthly, the hard choices that this prioritisation exercise suggests in terms of the use of resources are seldom faced.

8.13 Prioritising neighbourhoods goes alongside prioritising groups and a focus on specific policy themes. Sometimes key groups are singled out as priorities or identified alongside policy themes. Most often these are children and young people and BME groups. Some strategies give lists of groups known to be at particular risk of deprivation or exclusion but do not follow this up with any discussion of the strategic approach. In others, groups emerge when actions are specified under the policy themes; for example, projects or interventions relating to teenage mothers, elderly, housebound people or refugees and asylum seekers.

8.14 Almost all the LNRSs pay some attention to the five key policy areas of worklessness, health, education, crime and community safety and housing. However, they do not necessarily focus on them as separate themes, but rather select their own theme headings, which may variously combine different policy areas. Sometimes the theme headings are all or some of the ones in the Community Strategy. Whether or not this is the case, the choice of broader headings indicates that partners did not simply lift the headings from the National Strategy but considered how to interpret them in a way that was meaningful locally. This enabled them to ensure they correspond with concerns about policies and processes that have emerged from consultative exercises with local people and stakeholders. It also suggests that LSPs are concerned to avoid themes that could risk them slipping (back) into silo working. Nevertheless, some cross cutting themes, such as transport, feature less than might have been expected.

8.15 Many of the documents examined in the study were early drafts stating that further work was required. For example, in the absence of discussion about how themes and priorities are combined and the relative weight accorded to them, it can be difficult to see how they form more than the preamble to a strategy. Where some LNRSs have moved on to identify actions, their strategic rationale can still be hard to discern and they run the risk of being little more than a package of projects. Specific problems may be clearly shown, together with actions to address them, but without necessarily being accompanied by any commentary to say why these particular needs in this or that particular neighbourhood have been selected and what this will contribute to neighbourhood renewal overall. There is also a need for greater clarity about the appropriate spatial levels - regional, borough wide or neighbourhood - for tackling different issues. For example, many housing, economic development and labour market issues need to be addressed on a higher plane than the neighbourhood or even the district.

## Analysis of causes

8.16 These gaps in the LNRSs reflect a lack of systematic analysis of the causes of deprivation and neighbourhood decline. It may be that this analysis has been undertaken but is not presented in the strategies. In many areas it is clear that considerable reflection has taken place about previous regeneration initiatives and the reasons for their success or failure and that this reflection must have encompassed an examination of the causes. However, it is also possible that some assumptions remained tacit when the strategies were prepared which may both have masked some differences of understanding and view and made the analysis less sharp.

8.17 LNRSs vary in the breadth and depth of their evidence base. As has been stated, the research team did not necessarily have access to all the documentation referred to in the strategies so that it was difficult to judge the quality of some of the data. LSPs had drawn on a wide range of secondary data sources, but some were also awaiting the publication of the 2001 Census data. However, by their own admission, many needed to go further in collecting secondary data both to gather further information on specific themes and to compile baselines for the priority neighbourhoods not conforming to the usual data collection boundaries. Their in-house capacity to collect and manipulate data clearly varied. The need to boost capacity and develop mechanisms for sharing and analysing data quite often featured in sections of the strategies about skills and knowledge/monitoring and evaluation/future actions.

8.18 LNRSs invariably also draw upon primary data. As well as specially commissioned household or other surveys, a range of other consultative mechanisms involving residents, community groups and service providers are cited. Sometimes these featured as part of the process of developing the LNRS; sometimes use was made of previous community research or consultations conducted by other agencies or area-based initiatives (ABIs). Although the importance of matching secondary data with the perceptions and views of local people is a thread running through most of the strategies, in the absence of indications of how widespread the consultation had been, how consultees were selected or the methods used, it is hard to determine the validity or reliability of the findings.

8.19 There is also a question of how far community priorities match the ones emerging from the socio-economic data and those of the agencies. It is certainly the case in neighbourhood based ABIs that there can be a disparity in perceptions. For example, on the one hand, health may not be a priority for residents despite very poor health scores. On the other, crime is often at the top of local people's priorities even though the statistics may suggest that the fear of crime is out of proportion to the degree of risk. The potential for a divergence in views may be even greater at the locality wide level, not only about which policy areas should be prioritised but about striking a balance between social and economic interventions and between immediate remedial measures and longer term preventive ones.

8.20 The service data evidence base is usually the least developed, though the importance of this information is widely acknowledged if it is to be possible to track change in spend and provision. LSPs experienced both technical and 'in principle' difficulties in accessing the data. There were problems of obtaining it at the right spatial level, particularly at the level of the priority areas but even at borough level from agencies with wider operating boundaries. Even where ward level spend was collected, it was frequently on a per capita basis. As some agencies feel this is misleading, they are reluctant to participate in such exercises. Some LSPs either had audited, or were intending to audit, provision as well as spend. There were further plans in some areas to conduct more complex mapping exercises as a basis for comparison with neighbourhood socio-economic profiles and future activity planning and resource allocation.

8.21 However, within the LNRSs themselves, the focus on measurement to some extent distracts from other forms of analysis that could inform the strategies. They present the statistics but seldom interpret them to explore their causes, significance, and the relative importance of different manifestations of deprivation or their implications. In general, they give little information about the wider regional or sub-regional context, the overall social and economic position in the district and recent trends, or how, why and over what period the priority areas have declined. Hardly any mention

factors that influence the social and economic context and the operating environment of local players and yet which are outside their control, whether this is in relation to regional disparities and the distribution of economic activity across the country or the role of public policy in reinforcing inequalities. The relevance of economic inequalities across regions is underlined by the uneven spread of NRF areas across the country. There are therefore unanswered questions about whether the nature of the economic system has such pressures towards inequalities within it that radical change is beyond the scope of local players. These issues signal the dangers of viewing neighbourhood renewal through too narrow a lens or compartmentalising the neighbourhood renewal agenda.

### Theories of change

8.22 One way of coming to grips with the rationale of LNRSs is to unpack the analysis of causes on which they are based; another is to understand the theories of change that underpin them. How and why do the LSPs think their strategies will work? It is unsurprising that the LNRSs themselves do not talk in terms of theories of change. Yet there was evidence that some had gone through a process of thinking through principles of change. Most often what emerged were principles of ways of working. These were sometimes couched as driving strategic principles many of which echoed the National Strategy: a partnership approach; community engagement; a combination of thematic and spatial approaches; mainstream change; treating causes not just symptoms and intervening preventatively. In particular, it is commonly assumed that involving local people in governance will lead to public services better fitted for their task. Few go on to examine how this works and what preliminary steps might need to be taken to enable it to happen, though there is considerable emphasis on raising expectations as a necessary pre-condition.

8.23 Although arguably, LSP partners could and should continue to develop their ‘theories of change’, there is evidence that for many, the process of developing the LNRS brought agencies together and gave the opportunity and impetus for making considerable progress in inter-agency dialogue which now provides a helpful platform for further joint thinking and collaboration.

### SMART about measurement

8.24 The absence of baselines and action plans means that it is too soon to tell whether the strategies will be SMART in their target setting but some issues emerged from the LNRSs as they currently stand. The targets most frequently used are the floor targets, whether or not linked with stretched LPSAs or other locally devised targets. However, the role of the floor targets within the strategies is not always clear. It sometimes seems that they are listed because they are nationally accepted targets, but as yet they are not linked into the LNRS. This can be because the strategy is insufficiently developed for it to be clear how challenging or realistic they are or how far it could be potentially instrumental in achieving them.

8.25 There seems to be a degree of over-optimism especially in relation to the broader targets stated. First, there is a tension between achieving targets for the whole district and making accelerated improvements in the poorest neighbourhoods. Second, ‘closing the gap’ may be elusive, especially in some policy spheres such as health. If overall health scores continue to improve, the challenge is to catch up with a moving target and one which may move further away rather than come closer. Third, if the starting point and the distance that has to be travelled is one yardstick for assessing the realism of the strategies, another is the level of available resources. On the one hand, the LNRSs have ambitious goals and targets. On the other, apart from NRF which is a relatively small sum compared with mainstream budgets, they have no additional resources nor in most cases any significant freedoms and flexibilities to try new ways of working.

### How far strategies are funding driven

8.26 On the whole, the LNRSs are not funding driven in the sense that they are not wholly about Neighbourhood Renewal Fund spend. There is general recognition that successful implementation of the strategies cannot depend solely upon NRF. However, NRF must play a key role in levering mainstream resources more effectively into deprived neighbourhoods and resourcing capacity building.

8.27 The strategies vary in the extent to which they talk about either how NRF has already been deployed or the criteria for future allocation. There was a tendency to use it for quick wins in the first year but to adopt more considered criteria subsequently, sometimes gradually moving away from agencies bidding for grants towards establishing a commissioning framework. In some cases, overall priorities were established through community consultation, or priority areas could decide how to use their own allocated spend. The LNRSs indicate a wide range of intended uses, for example: focusing on specific targeted groups such as young people; contributing to service enhancements; and testing out new approaches. As well as ensuring that the spend was directed towards the specified activities in the designated areas, LSPs often established additional criteria for deciding how to allocate the funding, such as the contribution to floor targets; an inclusive approach and partnership-based working; presence of a forward strategy to ensure sustainability beyond the funding period; and the likelihood of lasting change.

8.28 NRF areas are also eligible for the Community Empowerment Fund, Community Chest and Community Learning Chest. LNRSs refer to these funds especially in relation to community engagement and capacity building. A range of non-NRU funding sources are mentioned in the strategies. Sometimes this is when some parts of the strategy are to be delivered through existing programmes such as SRB or Sure Start although often there is scant explanation about how they form part of an integrated strategy. There is little direct reference to the use of mainstream funding although it is taken as read that many proposed actions would need to be funded through main budgets.

8.29 It may be seen as a strength that the LNRSs are not wholly framed around NRF. However, it is a measure of the extent to which they remain highly aspirational when they fail to specify how the overall strategy will be resourced. This gap in coverage is understandable in advance of a resource mapping exercise and before detailed action plans are developed. It is not only a subject on which much more work is required for it to be possible to implement the strategies, it is also one that will test the commitment of the partner agencies. Although LSPs are aware of the challenges as the next section indicates, there is a risk that their available resources are insufficient to bridge the gulf between where they are now and where they want to be.

### Changing services

8.30 The use and redirection of mainstream resources rather than reliance on special grant regimes is one dimension of the changes in mainstream service provision that are fundamental to effective neighbourhood renewal. Many strategies acknowledge this and have ‘mainstreaming’ as a central aspiration. However, what it will entail usually remains unclear. Strategies feature several common elements: changing the way services are delivered; increasing the targeting of those in need; refocusing main budgets; rolling out good practice. The relative stress on these different elements is likely to vary across areas.

8.31 The LSPs in places with higher levels of deprivation, where a very high proportion of the population lives within the targeted areas, point out that this affects what is possible. Not only is the scope for redirecting mainstream spend much more limited, but it may also mean that the task of developing a model tailored to these more complex requirements takes longer. The potential effects of redistribution on other areas have to be considered in addition to the overall limit on resources. There is heavy reliance upon agencies and they have to balance the potentially competing demands of equity in meeting their overall responsibilities and targets and adapting their provision to target extreme need.

8.32 However, some strategies recognise that tailoring mainstream provision to address neighbourhood renewal is a matter of having the drive, imagination and will to change as well as a resource issue. Numerous routes to change are suggested:

- developing better intelligence on service delivery;
- through piloting new approaches, in particular through Neighbourhood Management Pathfinders;

- structures and mechanisms for local service integration and encouraging joint working and more accessible services, such as co-location and shared staff;
- service level agreements, or neighbourhood agreements between providers and the local community.

8.33 LSPs face major challenges about the pace and management of change. The idea behind Community Strategies and LNRSs is to realise ambitions that have been voiced in the past but have frequently remained in the ‘too difficult’ tray; in particular, joining up, mainstreaming and rationalisation. LSPs are not service delivery vehicles. Nor are they statutory bodies. Although they have central government backing, they can only make progress locally through influence, persuasion and the commitment and goodwill of the member organisations. This suggests that it may be hard for them to bring about very rapid change especially when partner agencies experience tensions between their agency-specific priorities and those of their LSP.

### Delivery infrastructure

8.34 This second part of the chapter moves on to look at how the LNRSs cover the delivery infrastructure needed for neighbourhood renewal. It was evident in the strategy documents examined in this research that, when the LNRSs were written, many LSPs were in a transition phase between drawing up a strategic framework and translating this into a workable action plan. In addition to reviewing the policy content of the strategies, therefore, it was important for the study to look at LSPs’ progress in putting the infrastructure in place for implementing the strategy. As well as delivery mechanisms this includes the supportive structures around community and stakeholder engagement, capacity building and developing the requisite skills for neighbourhood renewal and monitoring and evaluation.

### Evidence of cross agency involvement

8.35 All LNRSs are produced and owned by the LSP for the area. It was evident, however, that LSPs varied in their level of involvement in the production of strategies and their subsequent development, implementation and review. It was often difficult to discern the locus of the real energy and activity in writing the strategies. There is a distinction to be made between the LSP Board or Executive and the wider partnership structures. Most developmental work on LNRSs was either led by one of the partners, most usually the local authority, or it took place in the subsidiary partnership groupings. Some LSPs set up a designated neighbourhood renewal group. Others used their strategic theme groups and/or involved area based partnerships in the work. In most cases, this ensured cross agency involvement. Then the LSP Board ratified the strategy.

8.36 Other LSP research suggests that the role of the local authority is bound to be an interesting and sensitive one even though it is not an issue that tends to be aired. First, the local authority has the widest set of responsibilities relevant to neighbourhood renewal and access to most resources. Other partners tend to expect councils to take a lead role even though they might also be wary of them being too dominant. Secondly, however, LSPs may be perceived to pose something of a threat to councils which, by contrast, can claim a democratic mandate. Those councillors not themselves involved in the LSP may particularly feel that their position is being usurped. If this is the case the LNRS, which affects the deployment of resources and activities, was likely to crystallise any broader in-principle misgivings. This could mean that LSPs had to walk a political tightrope balancing a strategic overview while working around political sensitivities and ward-based competition for resources.

### Delivery pathways

8.37 Joint agency structures clearly exist at strategic level whether within LSPs or in the many associated thematic and area-based partnerships. These are developing in LSPs around strategic themes or specific tasks, such as neighbourhood renewal, and also around functions that are likely to enable closer integration such as information and data sharing, monitoring and skills development.

8.38 What is more difficult to discern in the LNRSs is how far these extend to multi-agency implementation/delivery teams. LSPs themselves are not delivery vehicles. They work through others and seek to influence and improve service delivery. In many strategies, there was no reference at all to delivery. Some refer to using existing mechanisms in ABIs or agencies, especially those responsible for floor targets. Yet others talk about piloting mechanisms such as area/neighbourhood partnerships, neighbourhood management or joint service delivery points, multi-agency support teams, SLAs or joint protocols. Council area committees are another potential base for future local planning and delivery, but the matter seems unresolved in some areas partly because these may be perceived to be too heavily Council led. Again the unfinished nature of the strategies meant that many of the possible intended arrangements were not yet in place. Where they were still piecemeal proposals, it could be difficult to see how the whole would fit together.

### Community engagement

8.39 The LNRSs always underline the significance of community involvement as a condition of successful neighbourhood renewal. This means that community engagement mechanisms are critically important. However, the parameters of community engagement often remain unclear: how far it means (improved) community consultation, participation in policy making or involvement in implementation.

8.40 There are differences in starting points. Some areas already had well developed networks, sector led or through longstanding Council-led community development or area forum arrangements, or ones developed by ABIs. The purpose of the Community Empowerment Fund is to enable the creation or strengthening of Community Networks as a means of increasing the voluntary and community sector's capacity to participate in strategic partnerships. In some areas, auditing this sector is seen as a necessary first step. Beyond that, there is differential emphasis on developing the sector infrastructure and training/capacity building in relation to both individual representatives and groups.

8.41 A number of issues emerge. Once again, they are ones signalled by other research. One is how far the current strategies will reach beyond the 'usual suspects' in involving groups and identifying representatives. An overall (and sometimes acknowledged) weakness in most strategies is the absence of measures to involve 'hard-to-reach' groups. A second issue is whether any potential tensions will be introduced if engagement structures are only put in place in the priority areas for neighbourhood renewal. Some LSPs are thinking about area-wide structures. A third issue is how manageable some of these structures will be once developed and how easily they can be accommodated within the LSP. There is a danger that building massive structures – 'networks of networks' spanning communities of place, communities of interest and different sorts of voluntary sector organisation - will raise over-inflated expectations about the extent and nature of influence that the voluntary and community sector and its representatives can exercise. Deriving the limited number of representatives from this sector that can be accommodated on the LSP Board and even its wider partnership groups without them becoming too cumbersome and losing their strategic edge is difficult. To be feasible, it requires a level of trust within the sector which is not necessarily there partly because organisations are as much accustomed to competing for resources as they are to collaborating. Collaboration is necessary to select representatives and also to agree a workable concept of 'representation' that ensures they speak for, and keep in touch with, their 'constituency' without having overwhelming reporting demands placed on them or over-restrictive limits on their freedom to participate without always having a specific mandate.

### Engagement mechanisms for other stakeholders.

8.42 LNRSs cite a range of mechanisms such as forums for engaging groups of stakeholders, again often reflecting existing structures. Despite this, it is exceptional for them to recognise explicitly the need to tailor their forms of communication to different audiences.

8.43 The identification of both BME groups and young people as priority groups in some of the strategies is reflected in the attention paid to engaging them. Even where community cohesion is not a strategic priority in the programme, some LNRSs stress its importance in relation to the way the LSP functions. This emerges in various ways. Sometimes it is reflected in additional efforts to engage

and/or capacity build BME groups; sometimes LSPs were seeking outside guidance on thinking through how to make their work relevant to, and taken up by, BME and other hard to reach groups; sometimes LSPs are working with partner organisations on their own anti-racist and inclusion practices.

8.44 It is clear from the LNRSs that an increasing number of areas are developing Youth Councils or Parliaments to provide a means for young people's voices to be heard. However, there is little elaboration in the strategies about how these will be serviced, how they will function and where they will fit within the wider consultation and decision making structures. On the whole, it is clear that they will remain consultation vehicles and, as such, there is a danger that their sphere of influence will remain unclear so that they may appear as token ventures.

8.45 Most strategies say little about engaging businesses, partly reflecting the scant attention generally paid to strengthening the area's economic base and possibly also mirroring the wider difficulties that LSPs have in achieving effective private sector involvement. Where LSPs include strengthening the business base as one of their objectives, improving contact and collaboration with the business sector is essential for informing an approach that will encourage and facilitate growth. In some cases, LNRSs refer to business broker schemes, forums or workshops. However, the absence of any mention of engaging businesses in the LNRSs does not necessarily denote that the LSP is doing nothing. Rather it may reflect the compartmentalisation of economic competitiveness and social cohesion referred to in paragraph 8.3 with links with business firmly associated with the former.

### **Building capacity**

8.46 Capacity building and skills and knowledge programmes are not identical, but they are closely connected. Sometimes capacity building is primarily discussed in relation to community capacity building. In addition, however, most LSPs recognise the equal need to build capacity in their own structures, in partner agencies and amongst front line staff. In part, this is a matter of equipping them for partnership and joined up working and for working more effectively with local communities. The underpinning assumption of the National Strategy is that for neighbourhood renewal to succeed, it requires a culture change within agencies and organisations. One of the functions of skills and knowledge programmes is to be one of the instruments for managing this process of culture change.

8.47 Other functions are evident such as developing an information base about deprivation and neighbourhood renewal; sharing good practice and increasing mutual understanding amongst practitioners. For residents and community and voluntary groups, assessments indicate numerous needs such as confidence building, IT skills, project management skills, quality assurance systems and fund raising.

8.48 LNRSs directly and indirectly talk about principles and values in relation to their capacity building and skills and knowledge programmes as well as needs. Equity is central to most whether this is expressed through a determination to improve the functioning of service providers, remove barriers to participation or include scope to accredit local people for their involvement to enhance their employability.

8.49 Although most have given preliminary consideration to learning plans, when these LNRSs were produced, few LSPs were far advanced in developing them. It is evident that they are likely to take different approaches and give varying degrees of importance to different dimensions and potential participants. With many, developing and implementing a plan also seems likely to be an incremental process; for example, either starting with the LSP Board and gradually widening out or beginning by using the Learning Plan as a means of drawing in and involving more community groups.

### **Measuring progress**

8.50 As yet, LNRSs are mainly weak on review, monitoring and evaluation although there are isolated examples of well developed plans, for example, including the adoption of excellence models for assessing performance and links with local universities. Most LSPs recognise that arrangements

need to be made and that both quantitative and qualitative data are required. Where they have not already been set, baselines and performance indicators are also basic pre-requisites.

8.51 Some LSPs have set up sub-groups to develop an evaluation framework and take responsibility for its application. A combination of purposes emerge: a diagnostic tool; an early warning system; monitoring the quality of services; data collection and analysis to allow measurement of outputs, impact and mainstream service bending; assessing cost effectiveness and value for money; measuring the contribution of agencies responsible for delivery; the identification of who is benefiting and how sustainable are the benefits; an ongoing means of communicating progress to, and obtaining feedback from, residents and stakeholders.

8.52 The LNRSs also feature a wide range of methodologies and reporting mechanisms. Several propose setting up evaluation projects and/or the appointment of monitoring and evaluation or statistics/information officers. There are plans for surveys of different types, such as regular household surveys, longitudinal panel surveys and qualitative reviews of service satisfaction levels. Data systems need to be put in place especially for collection through any neighbourhood delivery vehicles and some LSPs are looking ahead to the development of more sophisticated systems for obtaining data down to postcode level.

### Lines of accountability

8.53 Lines of accountability are difficult to discern in the LNRSs. It is implicit that overall responsibility rests with the LSP. Very often, as has already been indicated, delivery arrangements are not yet stated. Even where structures are planned or in place, accountability mechanisms are not specified. As LSPs are not themselves delivery vehicles, they are inevitably reliant on partner agencies to deliver either directly or through existing or newly established partnership bodies. This means that setting up reporting/accountability mechanisms is likely to need sensitive handling especially as partner bodies already have their own systems of accountability.

8.54 There is also the question of the LSP giving an account of its performance to the community at large. Some of the proposed arrangements suggest a means of doing this though little is said in the LNRSs about how the public might call the LSP to account. The uncertainty around this reflects questions about the precise role and standing of LSPs within the wider governance structures.

## 9. CONCLUSIONS AND RECOMMENDATIONS

9.1 This is a long report, largely because of the amount of illustrative material it contains in relation to the LNRSs. The template approach to examining the strategies adopted in the study in part allowed a comparison of their different approaches and was also the basis of assessing how far the strategies contained the range and depth of information that would be expected. Chapter 3 made clear the limitations of the methodology. It underlined that we were looking at strategies at various stages of completion and often without the benefit of associated documentation. Further, there was never any intention to provide individual strategy evaluations. One consequence is that the way that the report is structured probably serves the first purpose better than the second. In indicating the range of approaches and exemplifying different aspects of the strategies, it may to some extent obscure the patchiness of many of them.

### The LNRSs overall: strengths and weaknesses

9.2 Even those LNRSs that cover many aspects of the template – that is, those items a strategy might be expected to include - tend not to do so in any great depth. There are various common, interconnected weaknesses. First, the analysis of deprivation stays at the level of citing the IMD 2000 without exploration of what might lie behind the statistics or what were the causes or character of deprivation. There is an impression of more measuring going on than analysis. Secondly, the route map from analysis of need to strategic ambitions to actions and targets and outcomes is not clear. There is little elaboration of what actions are planned. In any case, some seem over-optimistic.

Strategies are often ambitious not only about their desired outcomes but also in relation to the steps required which can seem to depend upon levels of knowledge, partnership and infrastructure that are far from being in place. At the extremes, LNRSs either catalogue what has been and is being done without necessarily showing how these together make a strategy, or they talk about future intentions without linking them to what already exists and demonstrating how they will be achieved. Although there is much talk of step change or even transformational change, a lot of the strategies read more like standard regeneration documents. It is not easy to judge how the more fundamental change that is being sought will be realised.

9.3 One of the questions that emerged which had a bearing on the way the strategies were constructed was ‘who was the intended audience?’. Some came across as primarily ‘internal’ documents that take a lot of prior knowledge for granted or make statements as ‘givens’ without seeing the need for amplification or justification. Others were produced for a much wider readership. This was a positive when it meant that they were more clearly written and the information presented attractively though one or two arguably verged on being over-glossy and promotional.

9.4 Boxes 9.1 – 9.5 give summaries from five of the templates that typify more general strengths and weaknesses.

#### **Box 9.1**

A very comprehensive Strategy will clearly stated priorities for each neighbourhood renewal theme at borough and ward levels. the analysis of deprivation encompasses a wide range of factors, with particular emphasis given to vulnerable groups such as the disabled. Priorities and actions are closely related to the evidence, with Part 3 giving detailed Area Plans for each neighbourhood. This also includes other strategies and programmes. Deficiencies in the strategy revolve around delivery pathways and the monitoring and evaluation framework.

#### **Box 9.2**

The layout of the Strategy is largely based on 6 strategic objectives, with each containing reasons for their inclusion, current commitments/linkages and the Partnerships priorities. This is an effective means in which to state the strategic objectives and priorities of the Partnership, but there are problems. Beyond outlining the Strategy’s links with other strategies there is no exploration of how they relate to each other. This is compounded by the use of limited data and an insufficient analysis of deprivation. Thus, the links between baseline data and strategic priorities and actions are tenuous. The nature of intervention to address key priority issues identified in Strategic objectives 1-4 lacks detail. Delivery pathways, decision-making structures and joint agency arrangements are not adequately detailed. Finally, the targets do not generally have set figures.

#### **Box 9.3**

This is an uneven strategy. Good progress has been made in some areas (e.g. mainstreaming) while in others (e.g. the development of community partnerships) there is insufficient evidence to be certain what, precisely, has been achieved. Priority neighbourhoods have been selected but the extent to which different themes will be prioritised within them is hard to ascertain. The impression is given that, in a small District with such serious problems, the NRF grant will have a minimal impact. This may explain the emphasis placed on mainstreaming.

#### **Box 9.4**

Although in parts it is a framework for action, this Strategy is generally strong. It is well structured and demonstrates a grasp of the ‘big picture’ that most LNRSs do not. Great emphasis is placed on mainstreaming, although only time will tell if this commitment is real rather than simply rhetorical. Priority wards are identified but the focus is mainly on a set of priority themes. This causes the

balance between thematic and geographic priorities to become rather uneven with solutions sometimes appearing somewhat generic.

### Box 9.5

A mixed report. Contextualises the NRS well in relation to the national NRS, shows understanding of the issues (implicit theories of change) and makes good use of data in the discussion of themes. But it still comes across very much as a document introducing and raising issues and basic principles for the development of an NRS rather than an actual NRS itself (with identified targets/activities/resource allocation etc.). Its date (March 2002) and provenance (a commissioned consultancy report) perhaps explain this. It does not yet appear to have a very clear stamp of ownership by the LSP. Needs more work on translating strategy into action.

## Lessons

9.5 Many lessons emerge from this study for LSPs and their member agencies about the steps towards developing structures and strategies for effective neighbourhood renewal.

9.6 The study concluded that the production of strong and comprehensive strategies requires:

- an analysis of the factors affecting deprivation, including those external to the neighbourhoods themselves arising from the wider social, economic and policy contexts;
- clear linkages between the identification of need, strategic ambitions, actions, targets and outcomes;
- firm strategic underpinning for what otherwise risks being a list of existing initiatives and planned approaches;
- progress from special initiatives to mainstreaming in the form of more joint working, new ways of delivering services taking into account the needs of target areas and groups and more pooling of budgets;
- the use of NRF to facilitate changes in mainstream activity;
- the developing of baselines, targets and performance indicators to allow the measurement of change and impact;
- the development of an infrastructure for delivery: identifying how actions will be delivered, how that delivery will be co-ordinated, monitored and evaluated and how the responsible bodies will be accountable to the LSP;
- attention to the necessary supportive functions such as structures for community and stakeholder engagements; capacity building within agencies and the community; mechanisms for gathering, sharing and reviewing data and intelligence; learning plans; monitoring and evaluation systems.

9.7 These general lessons point to a number of ways in which LSPs and Government can strengthen future LNRSs and they form the basis of the following recommendations.

## Recommendations

### Recommendations to LSPs

9.8 Neighbourhood renewal is not just another special programme. It is meant to be a catalyst for, not a distraction from, achieving more fundamental change in the way that agencies operate and work together. LNRSs therefore need to be seen as key documents towards the planning and delivery of improved services in the most deprived areas and communities. To be effective, they must be closely linked with and supported by Community Strategies.

*Recommendation 1:* Ensure the demonstrable integration of LNRSs and Community Strategies and rationalisation and consistency across partner agencies' goals and strategies.

9.9 LNRSs should be evidence-based and show the route map from the analysis of needs to strategic priorities, activities, targets and outcomes.

*Recommendation 2:* LNRSs should spell out how the interventions identified in the strategy will improve services and should specify relevant targets and milestones.

## Recommendations to Government

9.10 The research also produced some messages for the NRU. The first concerns the diversity of areas. The variation means that it was not only predictable but also desirable that the LNRSs would differ.

*Recommendation 3:* Government guidance, advice and support for those producing LNRSs should be sensitive to the variety of area needs and circumstances and avoid seeking uniformity or being excessively prescriptive.

9.11 Although tight prescription about producing LNRSs is inappropriate, it is apparent that LSPs would like more guidance than was given in Annex G of the National Strategy Action Plan in a form that avoids a formulaic framework, but does indicate the necessary steps to be taken and items for inclusion.

*Recommendation 4:* Government should provide more support and guidance to help LSPs develop, monitor, use and update their LNRSs. This can be done in a number of ways through detailed guidance (for example, in the new Performance Management Framework for LSPs); consultancy support (for example, through Neighbourhood Renewal Advisers); improved local data (for example, through the Neighbourhood Statistics Programme); or general dissemination of good practice (for example, through renewal.net).

9.12 Another aspect of the variation across areas is their different starting points. It is clearly a very big step for some to embark on a strategic approach to neighbourhood renewal so it is necessary to be realistic not only about the time it will take to produce results but also how long it will take to make some of the instrumental changes to put plans and systems in place.

*Recommendation 5:* The LSP Delivery Toolkit, whilst not able to meet all knowledge and skills needs, should provide practical and plausible examples of how LSPs can effect change through both their policies (the 'what' questions) and their practices (the 'how' questions). All Government guidance should emphasise the importance of capacity building for effective partnership across all sectors.

## SECTION I: INTRODUCTION

### 1. THE NATIONAL STRATEGY FOR NEIGHBOURHOOD RENEWAL

1.1 The National Strategy Action Plan for Neighbourhood Renewal, *A New Commitment to Neighbourhood Renewal* (January 2001), after setting out the causes of neighbourhood decline, presented a vision that:

within 10-20 years, no-one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing and so different from what the rest of the population receives.

1.2 This vision was reflected in the long term goals of narrowing the gap between the most deprived neighbourhoods and the rest of the country on measures of worklessness, crime, health, skills, housing and the physical environment.

1.3 In addition to national resources and policies for working towards these goals, the National Strategy Action Plan stated that “it is essential to co-ordinate services around the needs of each neighbourhood if these resources and policies are to translate into real change”. It indicated various arrangements to be put in place to support action at local level:

- The Neighbourhood Renewal Fund (NRF) was set up as a top-up to local authorities in the 88 most deprived districts to help them and their partners begin to improve core public services in the most disadvantaged neighbourhoods;
- Local Strategic Partnerships (LSPs) were introduced and those in the 88 most deprived districts were required to produce a Local Neighbourhood Renewal Strategy (LNRS);
- The Community Empowerment Fund was initiated to support voluntary and community sector participation in LSPs in the NRF eligible areas;
- The Neighbourhood Renewal Unit (NRU) was set up to spearhead change across and outside Government and develop work around building the evidence base and developing skills; Neighbourhood Renewal Teams in Government Offices for the Regions (GOs) would administer funding and oversee LNRSs and the Office for National Statistics (ONS) would develop work on small area statistics.

1.4 LSPs in the 88 local authority areas eligible for NRF were required to produce Local Neighbourhood Renewal Strategies. Appendix 1 outlines the process for selecting the 88 areas eligible for Neighbourhood Renewal Funding. Appendix 2 shows their rankings for the extent and concentration of deprivation in the Index of Multiple Deprivation (IMD) 2000.

1.5 Annex G of the National Strategy Action Plan provided a checklist for developing Local Neighbourhood Renewal Strategies. For reference, Annex G of the National Strategy is included in Appendix 3 of this report.

1.6 The report is in three sections. Chapter 2 of this section discusses the study methodology, its scope and limitations and the implications for the analysis.

1.7 Section II is the main section of the report presenting the findings of the research. The first chapter covers some general points about the strategies. The remaining four chapters discuss the strategic approaches adopted, the information base of the strategies, the extent to which they have been translated into action and the structures and processes being built.

1.8 Section III discusses the findings and brings together conclusions and recommendations.

1.9 The full report is available to download from the NRU's website but is not available in hard copy. The executive summary can be downloaded as a stand alone document, and is also available in hard copy.

## 2. THE STUDY METHODOLOGY

### The study

2.1 The study was conducted for the NRU during 2003, as part of ODPM's LSP evaluation and action research programme. The objectives were:

- to collect and collate LNRSs;
- to provide analysis of the content of LNRS documentation submitted by NRF LSPs, using a template developed collaboratively with the NRU; and
- to provide a collective analysis of the strengths and weaknesses of the documentation and identify where LSPs may need additional support to develop these strategies.

2.2 It is important to note that the study did not set out to provide an evaluation of individual LNRSs.

2.3 The analysis of the content of individual LNRSs was designed to provide information under the following four principal headings:

- **strategic approach:** the strategic drivers and links and the balance of targeting in relation to areas, groups and policy areas;
- **the information base for the strategy:** how far the strategy is contextualised and evidence-based;
- **the translation of strategy into action:** steps taken to turn the strategy into overall action plans and ones for targeted areas, the role of mainstreaming, the identification of lead agencies, the extent to which progress will be measurable and the priorities for and sources of spend; and
- **structures and processes:** for decision making, joint delivery, community and stakeholder engagement, capacity building, monitoring and evaluation, accountability, and skills and knowledge.

2.4 The template used in the study is in Appendix 4. The completed templates provided the material for the collective analysis contained in the report but were not intended for publication.

### Variation in the strategies

2.5 LNRSs are diverse and the documents examined in the study can be said to vary in three main ways.

2.6 First, there are differences of **approach**. Strategy documents vary considerably in the way they are put together. In part this is because, although Annex G of the National Strategy gave a broad indication of what they should cover, there was no detailed guidance about the process of developing the strategies, their content or presentation. The different approaches also stem from the great diversity in the localities under consideration in terms of factors such as the size of area, the character, extent and intensity of deprivation, the past experience of regeneration and partnership working.

2.7 Secondly, there are differences in the **progress made**. Some are well developed and have got as far as producing overall and/or neighbourhood action plans whereas a few documents only indicate how they propose to develop their strategy. Most are at stages between these extremes. The position is complicated by the fact that:

- some strategies were produced as long ago as 2001 and part of their content was dated (in that some proposed actions should have taken place).

- the same terminology is used to denote documents that have a different status: some keep the term ‘draft framework’ but have clearly gone beyond that stage. On the other hand, others are called strategies that still look more like draft frameworks.

2.8 Thirdly, different LNRSs seem to have been produced with **different purposes and audiences** in mind. The following are not hard and fast distinctions but they indicate the range:

- Some are fairly glossy productions strong on showing intent and the broad dimensions of the strategy, but sometimes less strong on detail.
- Some are more like working documents for the people/agencies who need to deliver the strategy. These very often take for granted a lot of local knowledge on the part of the reader about the area, about existing initiatives and about the evidence base.
- In some instances, the LNRS is not a stand-alone document but a chapter within the Community Plan. This not only means that they lack detail but also some of the relevant information is embedded within plans that deal with much more than neighbourhood renewal. It was difficult to ascertain the relative significance of different proposals.
- Some clearly constitute only one of a suite of documents and are not meant to be read without making these wider linkages. However, the researchers did not have access to the accompanying reports - or, even if they had, the time allocation precluded examining them. It is arguable that the main LNRS should at least point up other related or source documents, but it may still be difficult to discern from the LNRS alone how far it is well rooted strategically and rests upon a firm foundation of consultation and evidence.

### Scope and limitations

2.9 The analysis of the content of the LNRS documentation using the template enabled:

- a lot of information to be captured in a relatively short document;
- some broad brush comparisons between strategies.

2.10 However, it is important to recognise the limitations of the approach, which largely stemmed from the diversity of the strategies indicated above. The following implications should be understood:

- differences of approach are precisely that – differences. It is important to be cautious, therefore, about necessarily perceiving ‘gaps’ in the analysis as weaknesses in individual LNRSs.
- it was difficult to extract the right information from the strategies because of their different forms of presentation and different sequencing. This may mean there was a greater risk of overlooking relevant items.
- the researchers could only go by what was in front of them. Even though it may clearly not have been the whole story, they could not second guess what was in other documents. For example, it was hard to know how to view the different levels of detail included in the strategy. It could be all too easy to assume that detail equals depth and lack of detail (passing mention) equals superficiality, whereas a single line in the latter case might be based upon a much greater weight of evidence that was recorded elsewhere.

2.11 The report must be read in the light of these limitations. It is largely a qualitative study. Although some quantitative analysis has been attempted, it was only possible at all in relation to some features of the strategies and, even with these, must be accepted as very broad brush. Too often, like was not being compared with like. In view of this, the report leans more heavily towards what was the strength of the review: giving a flavour of the strategies, indicating their range and, recognising that many more telling examples could have been used, providing a selection of illustrative material on each topic.

2.12 Finally, the study is based largely on strategies that were available at the end of 2002, and does not take account of revisions or progress in implementation since that date.

## SECTION II: FINDINGS

### 3. GENERAL

#### Progress in strategy development

3.1 Chapter 2 indicated that the LNRSs examined were at very different stages of development. Some are strategies for producing strategies. One, for example, is an (undated) agenda-setting, positional document, clearly set out but still at a very generic stage. It lacks socio-economic analysis, the target neighbourhoods have not been identified, priorities have not been established and few structures are in place. At the other extreme, exceptionally, are ones that have progressed as far as neighbourhood action plans.

3.2 Invariably the LNRSs are shown as produced by the LSP although it is evident that the work on them was largely led elsewhere, mainly in the local authority and that LSPs themselves had had varying degrees of involvement as the strategies were developed. Some LSPs used consultants to prepare the strategy (for example, Doncaster), or to complete a first draft (St Helens) or facilitate the strategy development process and write it up (Derwentside). Box 3.1 shows the process used in Derwentside.

#### Box 3.1: Key features of Derwentside's strategy development

- engagement with the community: open meetings in 11 priority wards to obtain their views on issues, gaps and priorities. Meeting with ward representatives about draft Strategy.
- engagement with service providers: through workshops/discussions and an audit of services proforma completed by all service providers about what they delivered in priority wards
- series of workshops with LSP Executive Group that represented all key themes; it acted as sounding board, reviewed emerging strategy, responded to feedback and made detailed comments on the draft.

#### Format and audiences

3.3 As Chapter 2 indicated, the documents themselves vary in length and the glossiness of their production. They range from a short chapter in a short Community Strategy (Barnsley) to documents of over 100 pages (Newcastle) or suites of documents (Liverpool, Knowsley). The main body of West Cumbria's strategy is less than 8 pages and reads more like a briefing note although there are also extensive appendices containing ward profiles and action plans.

3.4 The LNRSs vary in terms of who appeared to be the intended audience and this makes a difference to their accessibility: how far they require local knowledge or knowledge of regeneration initiatives and familiarity with acronyms and jargon. Box 3.2 indicates an example of a strategy aimed at the public that is clearly laid out and accessible to a lay readership.

#### Box 3.2: Halton's LNRS

Halton's LNRS was written in non-patronising, plain English and clearly, logically structured, making it easy to negotiate for the lay person to whom it is directed. Its 5 key priorities are discussed in turn beginning with a statement of the overall aim, a brief justification for its selection and an overview of where it is proposed to focus effort. The sub-themes are then treated in the form of responses to a standard set of questions:

- what action?
- why are we doing this?
- who will benefit?
- who will do it?

- how much will it cost?
- what will be the outputs?
- what will be the outcomes?

The main document was accompanied by a draft Learning Plan for the Halton Partnership and 7 local NRSs based on the boundaries of the Council's Area Panels.

### Date of strategies

3.5 The LNRSs are not necessarily dated (Bradford, Hull, Leeds, North Tyneside, Pendle, Redcar and Cleveland, Rotherham, Sheffield, South Tyneside, Stockton-on-Tees, Wakefield) or they only give the year of publication (Ashfield, Barrow, Birmingham, Bolsover, Derby, Hackney, Knowsley Leicester, Luton, Mansfield, Middlesbrough, Rochdale, Walsall).

### Areas

3.6 The areas represented by the 87 partnerships charged with producing LNRSs vary hugely in terms of their location, context, size, history, and character. They are spread throughout the country so that their regional contexts differ. The concentration of eligible areas in the three northern regions reflects something of the economic divide in the country. Very often these areas are surrounded by others that are faring only marginally better whereas in the East, South East and South West there is greater regional buoyancy.

3.7 The areas are of very different types: from inner London Boroughs to provincial cities, smaller towns formerly reliant upon mining or textiles, seaside towns and semi rural areas. They vary in their overall size and the size and proportion of the population that is being targeted. The character, intensity and extent of deprivation all differ. Box 3.3 illustrates some of the differences.

#### Box 3.3: Areas

- All wards in **Hackney** and all but one in **Tower Hamlets** were in the 10% most deprived in the country even though not all were to be targeted. Where deprivation was so widespread it required a borough wide strategy as much as targeting.
- **Waltham Forest** had four wards in the 10% most deprived in the country, but some other wards had greater deprivation than these on the basis of individual indicators.
- 18 out of **Knowsley's** 22 wards are in the worst 10% and the remainder in the 34% worst affected.
- **Pendle** comprises traditional textile towns with surrounding countryside and villages.
- **Burnley** is the 46th most deprived local authority area in the country. It has 1 ward in the top 1%, which is also the one in which the borough ethnic minority population is strongly concentrated, and another 3 in the top 5%.
- **Wakefield's** deprivation is less intense than in some neighbouring areas but more widespread across a number of urban neighbourhoods. The significant clusters of medium level intensity of deprivation, not all of which are related, have more complex policy implications and require different approaches in different zones of the district.
- **Great Yarmouth** was shown as an area of marked contrasts with South Yarmouth ward figures as bad as the worst in the country and surrounding areas not much better. Deprivation was not confined solely to the urban areas. Some villages had problems, particularly relating to education but also on multiple deprivation and income related matters. The comparison between many Great Yarmouth wards and the rest of the county was particularly marked. Roughly two thirds of the Borough's wards feature in the worst 15% in the county.
- **Derwentside** is a largely rural District dotted with small towns and large villages and does not bear much comparison with the predominantly urban areas more typically supported by NRF.
- 21 of **Easington's** 26 wards were in the worst 10% and the remaining 5 in the worst 20%.
- **West Cumbria's** strategy is notable for covering two boroughs, Allerdale and Copeland. Only Allerdale is eligible for NRF. However, Copeland also has a number of wards within the 10% most deprived.

## 4. STRATEGIC APPROACH

### Purpose and vision

4.1 One aspect of the LNRSs studied was how far they indicate that the LSP has a vision for the area and how it sees the LNRS helping to achieve this vision. In practice, it is difficult to get a clear picture. Quite often, there is no stated vision. Sometimes the Community Strategy vision is either stated or implicit. In other cases, the purpose of the strategy is put in terms that hinted at a vision for the area though usually it only echoes the National Strategy without being place specific; for example:

- ‘closing the gap between the most deprived citizens and the rest’ or
- ‘improving the quality of life for people in neighbourhoods across [the Borough] and especially in those areas which are most disadvantaged’.

#### Box 4.1: Visions

- **Wear Valley**’s vision is to achieve by 2020, ‘a confident community motivated by self worth in which every individual is able to achieve his or her personal aspirations and potential, and achieve collective improvements in Wear Valley’.
- The introduction to the LNRS by the Chair of **Rochdale**’s LSP states: “This strategy sets out a long-term vision for changing the Borough of Rochdale, enabling residents to take greater control of their neighbourhoods and creating greater opportunities across the Borough.” This followed through to the driving principles in the strategy of giving a central role to residents; the importance of identifying local solutions to long term floor targets; prioritising short term action to ensure that stakeholders can see change taking place.
- **Brent**’s vision is unusual in looking at the Borough in its London context and seeking to reconnect the areas of concentrated deprivation physically, socially and economically with London as a whole.
- **Knowsley** has a vision for the LNRS but also separate visions that had been agreed by the Area Forums in each Neighbourhood Area. These visions were set out in separate area documents.

4.2 Although some do not state a vision, they express the commitment of all partners to work together for neighbourhood renewal purposes (for example, Stoke). The LNRS is seen as providing the vehicle through which the main partners can act together to improve the economic, social and environmental well-being of the most deprived neighbourhoods. The purposes indicated for them, therefore, sometimes refer less to what might be the contribution or end product of the strategies themselves and more to their instrumental role in providing a framework for partners; for example:

- setting out a vision and plan for positive change;
- showing how partners will work together on a single shared strategy to support neighbourhood renewal;
- indicating how mainstream funds will be bent into deprived areas
- finding new and effective ways of working
- expanding the skills and knowledge needed to foster a culture of neighbourhood renewal.
- serving as a reference point to guide neighbourhood renewal and against which it could be reviewed, measured and refined in the light of lessons learnt.

4.3 Some make clear their provisional nature; for example:

- Leicester’s is a first attempt to capture both the challenges and problems facing the city and the strengths and activities to build upon.
- Great Yarmouth’s is to provide a framework for partners to take into account to help them make better judgements about priorities.

**Box 4.2:** The purpose of **Tameside**'s LNRS "is to say clearly:

- How we have identified the priority neighbourhoods in Tameside
- What we currently understand the problems and issues in these target neighbourhoods to be
- How we are committed to developing a greater understanding of the problems of all neighbourhoods in Tameside
- What we know about how public money is currently spent in priority neighbourhoods and how this compares with spending in Tameside overall
- What are the other strategies set out by agencies, other partnerships and government for saying how public money is spent in priority neighbourhoods and how does this link with neighbourhood renewal
- What are the priorities to improve the quality of life for communities in the priority neighbourhoods over the next three years
- How we will put the plan into practice
- How we will allocate the £3.015 million of Neighbourhood Renewal Funds over 2001 and 2003/4
- How we will know when areas have improved"

**Box 4.3:** **Stockton-on-Tees** states the aims of the Action Plan as to:

- identify fundamental issues which, when combined together, result in neighbourhoods falling into decline
- determine the most effective means of addressing them to develop robust, thriving communities;
- manage decline and disinvestment in communities that are not sustainable.

**Box 4.4:** In **Sheffield**, the LNRS purpose echoes the NRS one but it also gives multiple local visions: for the city, for working in active partnership and for opportunities for all to participate.

**Box 4.5:** **Preston**'s LNRS stresses that it is not a strategy on how to spend NRF. "It is a strategy on how key public service providers will work together with local communities to use their core budgets more effectively to deliver improvements in health, crime, employment, education and housing. It is about bending mainstream programmes."

## Strategic drivers and links

4.4 Another dimension of the study was to look at what has driven the strategies and the strategic links they are making with other strategies and initiatives. Again, the documents are often rather opaque on these points, either because they are not discussed at all or because so many links are listed that it is hard to discern their real significance. Very often it seems that drivers and links are more like a set of influences.

### National

4.5 At national level, the main strategic driver for almost all LNRSs is the National Strategy. Apart from the need to produce a strategy as a condition of NRF, *New Commitment to Neighbourhood Renewal* has variously driven the approach, thinking, structure and priorities of local strategies. In one or two places, there is evidence of earlier SEU reports having an influence (for example, South Tyneside). Other national level links made are the Urban White Paper (Leeds, South Tyneside); the Competitiveness White Paper (Salford); and the Market Towns Initiative (Wear Valley).

4.6 In some areas, community cohesion is a significant preoccupation and therefore links are made with the various reports that followed the disturbances in 2001, mainly in the parts of Lancashire and Yorkshire that experienced or were near to areas experiencing disturbances, but also in at least one London Borough with a high BME population. Box 4.6 illustrates these links.

**Box 4.6: Community cohesion**

- In **Burnley** there is a key link with the principles of the Community Cohesion Plan that had been submitted for government approval and with the Taskforce report into the 2001 disturbances, which included an action plan for key service providers.
- In **Pendle**, links are made with the Ritchie, Cattle and Burnley Task Force Reports.
- In **Rochdale**, the LSP looked carefully at the Denham Report and the lessons learnt from the disturbances in neighbouring authorities. It is committed to developing policies that underpin community cohesion.
- Developing community cohesion is a key concern in **Newham** in the light of recent disturbances although it is not clear that there is a particular focus on BME communities.
- **Greenwich** makes reference to the McPherson Report.

**Regional and sub-regional**

4.7 Various regional and sub-regional strategies are referred to. For example:

- NWDA Strategy; Greater Manchester City Pride (Salford)
- EU Objective 1 (Liverpool and Sefton)
- Yorkshire and Humber regional plans (Leeds and Wakefield)
- Yorkshire Forward's *Active Partners: benchmarking community participation in regeneration* (Bradford, Leeds and other Yorkshire LNRSs)
- ONE North East single programme and EU Objective 2 (Wear Valley)

4.8 In general, however, although these are cited, the precise nature of the links with sub-regional or regional strategies/plans remains unclear.

4.9 In Hackney, Hammersmith and Fulham and Lambeth, the London context is important and they are variously seeking to reflect strategies developed by the Mayor, Transport for London, GLA and LDA. Hackney for example recognises the increasingly complex policy and partnership environments and hopes the LSP can play a co-ordinating role. Westminster wants to work with the LDA to secure Single Programming Funding. Southwark aims to benefit from and contribute to London as a global city. Hammersmith and Fulham want to work in partnership with the LDA because they have similar objectives: creation of jobs, educational opportunities, business development and the reclamation of sites and premises.

**Local**

4.10 Community Strategies are the main drivers/links at local level although to different degrees. Most often the LNRS is seen as a subset of the Community Strategy (Box 4.7 gives some examples). Some LNRSs adopted the same priorities; others selected ones that were more central to neighbourhood renewal. Without having studied the Community Strategies, it is difficult to judge how far they integrate building economic competitiveness and achieving social cohesion. There is relatively little mention in the LNRSs of the importance of a thriving overall economy or acknowledgement that this is a necessary if not a sufficient condition of tackling deprivation.

**Box 4.7 Community Strategies as drivers**

- Strategic links are clearly stated in **Islington's** LNRS, developed through a process of combining the Community Plan and the Neighbourhood Renewal Interim Audit and Neighbourhood Renewal Framework Strategy.
- In **Ashfield**, the LNRS is one of the three core tasks for the Community Strategy and its time span and monitoring and review processes are aligned with the Community Strategy.
- **Newham** states that the LNRS should be viewed as part of the wider Community Strategy.

- In **Middlesbrough**, the LNRS pursues one of the five strategic objectives of the Community Strategy: ‘Investing in our neighbourhoods’.
- **Wirral**’s LNRS is seen as integral and complementary to the Community Strategy and the LNRS’s links to the wider policy agenda will be through the strategic linkages established in the Community Strategy.
- Although itself a lengthy document, **Newcastle**’s LNRS comes in a package with the Community Strategy. They need to be read as two halves of a whole. Some of the reasoning in the LNRS only becomes evident from the Community Strategy, for example, the rationale for selecting the priority areas. Another evident driver in Newcastle was the *Going for Growth* regeneration strategy.
- **Stockton-on-Tees**’ LNRS ‘should also ideally be read alongside the Vision 2020 document and the Community Strategy’.
- In **Wansbeck**, ‘this document is a complementary sub-set of the Community Strategy’.
- In **Brighton and Hove**, the LNRS is seen as an integral part of the Community Strategy. Other local partnerships and strategies relevant to the LNRS related to the five key policy areas plus a focus upon children and the development of community engagement.
- In **Blackburn**, the 7 priorities of the Community Plan are to be the focus of all partnership working and individual organisational plans.
- In **Knowsley**, the Community Plan is the ‘starting point’ and the driver alongside the Local Action Plans. Other than contextualisation in the national NRS, it is very local in focus.
- **Liverpool**’s LNRS is seen as a key element of the Liverpool Community Plan which updated the 1999 NCR Prospectus.
- In **Rochdale**, the NRS forms an integral part of the Community Plan that was being developed through a series of community conferences. It also links with thematic strategies, ABIs and Rochdale Council’s priorities for 2002-07.

4.11 Some areas were either still developing or revisiting their Community Strategies. In these cases, the LNRS could influence the overall strategy; for example in areas that had been NCR Pathfinders that had pre-existing plans equivalent to Community Strategies (such as Sandwell, Coventry, Liverpool and Croydon). Where they were in the process of moving to a second version, the LNRS was forming a critical element of the revised plan (Coventry).

4.12 Sometimes local government modernisation is a driver (Kirklees). Perhaps more often, it is a concurrent development that is resulting in wider arrangements reflecting some of the same thinking as LNRSs about devolved decision-making and service reshaping. Similarly there are sometimes links to partners’ main programmes such as the Best Value Performance Plan and preparation for LPSAs (Sandwell), which are also recognised as key drivers for service improvement (Stoke). Greenwich Council has developed a Best Value approach that parallels the LNRS vision of joined up quality services. In Kensington and Chelsea, three major reviews of regeneration (of two SRBs and the Best Value evaluation of the Council’s economic development and regeneration activities) were to inform the annual LNRS review in the Summer 2003.

4.13 Thematic strategies such as HImPs, UDPs, LA21, Housing Strategies and Community Safety Strategies are frequently cited. Box 4.8 gives an example of the range of linked strategies in just one Borough. It is evident that making the links and achieving strategic integration is a greater challenge in those areas that have been eligible for, and successfully won, a large number of special programmes.

#### **Box 4.8: Local strategies and initiatives**

The LNRS in **Westminster** sits within the Westminster City Plan. The two provide a framework for tying together a wide range of local services, plans, initiatives and programmes and the aim is for priority communities to benefit from action delivered through other strategies:

- Children and Young People's Strategy
- Early Years Development and Childcare Partnership Strategic plan
- Sure Start programmes
- Connexions
- Positive Future
- Teenage Pregnancy Strategy
- Supporting People Strategy
- Fuel Poverty Strategy
- Homelessness Strategy
- Rough Sleepers Strategy
- Westminster Joint Health Partnership
- Education Development Plan
- Westminster Housing Strategy

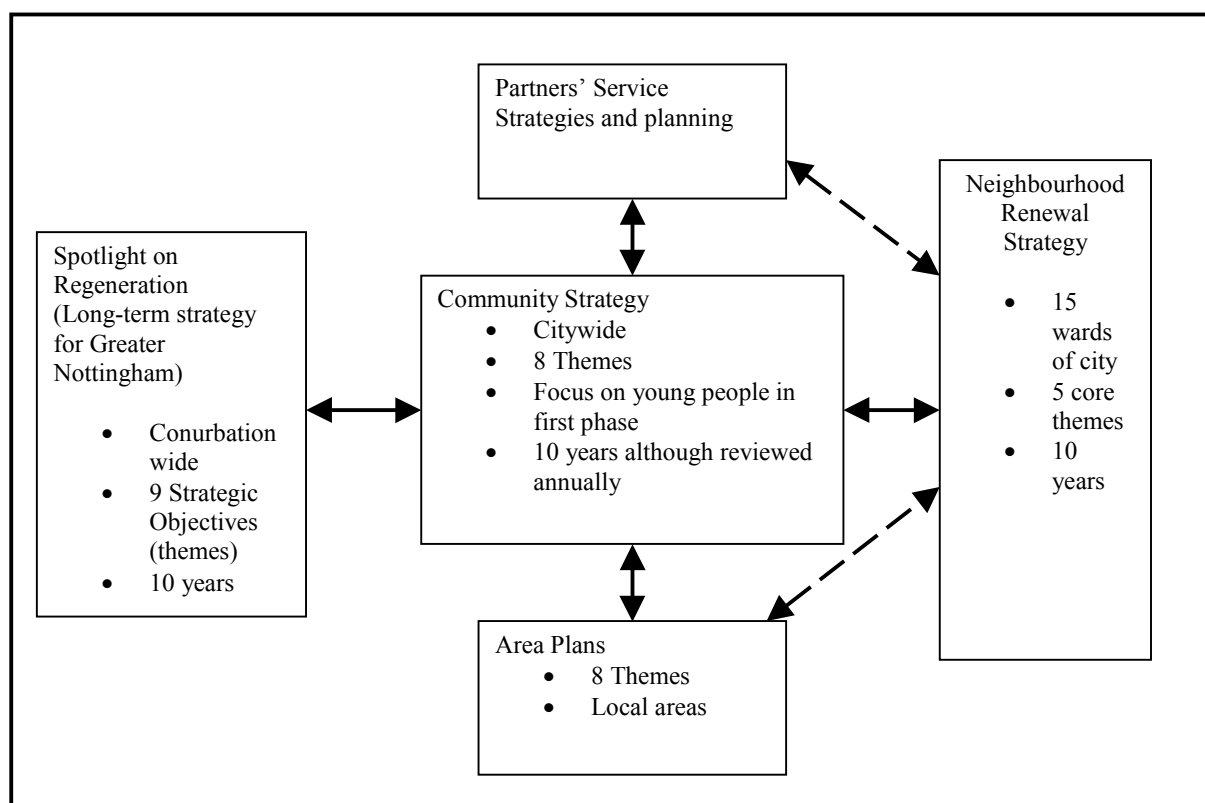
4.14 ABIs such as SRB programmes also feature prominently in the links made. The nature of these links is sometimes evident, for example, where it is local ABIs or plans that will contribute to the development of delivery of the strategy. Box 4.9 gives some examples.

#### **Box 4.9: Links to ABIs**

- In **Portsmouth**, the main elements of the LNRS built upon SRB 5 and 6 bids and the SRB programmes were going to be crucial to delivering the neighbourhood renewal strategy;
- In **Sunderland**, the six Area Regeneration Frameworks identified local priorities;
- In **Southampton**, Weston was selected as a pilot because it was perceived as having a vibrant community sector partly because it had benefited from capacity building through SRBs and Sure Start;
- In **Camden**, links were made throughout the LNRS with a range of strategies and special programmes and they were made explicit in the theme and neighbourhood action plans;
- **Ealing's** LNRS set out the detail of relationships with the Crime and Reduction Strategy, the HImP and the Housing Strategy, including the Estate Regeneration Programme;
- In **East Durham** (Easington), the North East Objective 2 Programme and URBAN Community Initiatives were seen as adding additional impetus in the early years of the strategy.
- In **Hull**, there are links to the NDC and the Urban Regeneration Company.

4.15 However, even with some ABIs, though listed or referred to, the precise interconnections are not spelt out though it is sometimes noted that some might have to be aligned with the LNRS (for example, Sure Start, the Children's Fund and Neighbourhood Nurseries in Hastings). The LNRS may be seen as bringing together a wide range of programmes being pursued by different partnerships, but the organising principle is not necessarily clear.

4.16 The Nottingham diagram showing linkages (Figure 4.1) illustrates the various connections not only between different plans and strategies but also at different levels of vertical and horizontal decision making: across agencies and at sub-regional (Greater Nottingham), city-wide and neighbourhood levels.

**Figure 4.1: Links in Nottingham**

### Driving principles

4.17 For some partnerships, it is not only the content of specific strategies or policies that is a driver. They adopt what might be described as driving principles. These might be multi-agency working (Sheffield) or community involvement. In the case of Great Yarmouth, the strategy seems to be driven partly by the need to manage different and sometimes competing demands, reconcile national targets and community priorities. Further examples are illustrated in Box 4.10.

#### Box 4.10: Principles of approach

**Lincoln's** LNRS discusses the broad principles of a strategic approach, for example:

- quick wins – new services to bring direct benefit to people in deprived neighbourhoods within the lifetime of the NRF
- evidence gathering to identify causes of problems
- evaluation of new approaches

**Blackburn** stresses:

- early intervention and prevention, commitment to break vicious circles of deprivation and invest early;
- the priority of community governance which meant strengthening the capacity of citizens and the skill of partners for effective engagement.

**Bolton** states principles of their approach:

- evidence based

- partnership
- co-ordination and targeting
- sustainability
- deliverability
- diversification
- inclusion
- evaluation and commitment to continuous improvement.

**Bristol** want to build on the approach already underpinning regeneration programmes in the city:

- to build activity and investment on evidence of need
- strong community involvement in shaping and delivering solutions
- in partnership with key agencies and sectors.

4.18 Another driver is learning from experience. Where there are NDCs, they feature as pilots for neighbourhood renewal from which other areas can learn and as test beds for interventions before they are rolled out more widely (Nottingham, Liverpool). Derby makes specific mention of the need to learn from Derwent NDC in relation to management and partnership working.

#### **Box 4.11 : Learning from experience**

**Rochdale** had learnt lessons from Canalside Round 1 SRB:

- area regeneration needs a mix of key issues not a single focus;
- it must have the active engagement and support of local residents at all stages;
- partnership working is key, but a lead agency must be identified for clarity and direction;
- it is necessary to consider mainstream changes; current funding regimes can hinder rather than support area based approaches.

### **Theories of change**

4.19 One way of gaining an understanding of strategies and strategic interventions is to examine the ‘theory of change’ underpinning them. In this case, it means looking at how and why the authors of the LNRSs think they will work. Not surprisingly, this is never explicitly discussed in these terms, so it is a matter of trying to discern the rationale driving the strategies and the principles on which they are based.

4.20 In some cases, there is evidence of Partnerships having gone through this sort of thinking process:

- Burnley’s strategy starts with the question ‘what actually drives the decline in our neighbourhoods?’ and the LSP seemed to have reflected upon the purpose of neighbourhood renewal and its wider implications.
- In Pendle, there is reference to the LA21 Strategy which spells out the challenges faced by Pendle and the actions needed to address them.
- North Tyneside’s LNRS has a section on ‘The need for renewal’ which identifies flaws in previous renewal efforts: timescales too short and the exclusion of local people from the schemes.
- Sunderland’s strategy sets out a detailed vision of what a ‘model’ neighbourhood might be like. Although arguably an idealised vision, its existence shows that the LSP gave some thought to what it was trying to achieve through a process of change.
- In Stockton-on-Tees’ strategy, there is a chapter on the methodology of determining the action plan in which its ‘gap analysis’ talks about needing to identify factors contributing to the success of a neighbourhood.

4.21 Based upon past experience, several areas underline the need for a comprehensive approach combining thematic and spatial interventions. Bolton's LNRS underlines that a spatial approach alone is not enough; it gives a thematic understanding of deprivation concerned with the impacts of social exclusion on people and the factors that exacerbate it. Other strategies such as Wansbeck's recognise the limitations of short term programmes and ABIs that focus upon very small areas and underline the importance of sustainable, long term renewal.

4.22 Surprisingly few LNRSs look at factors beyond the local situation although Barrow's mentions the importance of the macro-economic situation as a limit on the control and influence of local players.

4.23 Blackburn's LNRS illustrates the frequent concern not only to alleviate current deprivation but also to take steps to prevent its perpetuation or recurrence. In broad terms, the solutions are seen to lie in:

- treating causes not just symptoms
- recognising that policies and provision have played a part in reinforcing deprivation and inequality and, therefore, reshaping mainstream provision to meet needs more effectively;
- building up and taking advantage of the contribution that local people and communities can make.

4.24 A commitment, as in Preston, to changing the culture of service provision in order to achieve neighbourhood renewal is often implicit in the strategies. As Box 4.12 illustrates, this links with wider issues of mainstreaming and, as the Hartlepool LNRS mentions, could extend to local players being given greater autonomy through new freedoms and flexibilities.

#### **Box 4.12: The importance of mainstream changes**

In **Hartlepool** it was noted that delivery of the strategy would depend upon:

- bending and using mainstream resources more efficiently and effectively
- bending and using special resources more efficiently and effectively
- continuous improvement across the services provided by all partners
- new freedoms and flexibilities
- substantial additional resources and investment.

In **Bristol**, principles for real and lasting change' are listed though only at a very general level:

- involving local people more effectively in decision making processes about what services are required and how they can best be delivered;
- more effective approaches at all levels which involve agencies working together in a collective way
- a thorough review of all mainstream programmes with different agencies working together to assess the way expenditure is used and determine how it can be targeted more effectively.

4.25 Box 4.13 illustrates that a common driving assumption is that involving local people in governance will lead to public services being better geared towards tackling deprivation. Some LNRSs recognise that a necessary adjunct to providing the opportunities for involvement is raising community expectations so that, in effect, residents become more demanding service users.

#### **Box 4.13 Community involvement**

- **Plymouth** emphasised the importance of effective consultation as an element of building the local partnerships necessary to deliver long-term, sustainable solutions.

- In **Easington**, the two principles underpinning the implementation of the LNRS were an emphasis on effective partnership working between service providers and the local community and effective communication and community involvement.
- **Southampton** states that the desired change will occur through local people being more involved in decisions about how services are run, which will make them more relevant to local needs.
- **Knowsley's** LNRS discusses how the communities' expectations and priorities are predicted to develop over 3 identified phases of the LNRS: consolidation → growth → self sufficiency, culminating in new relationships between service providers and communities, creating active consumers and encouraging social responsibility.
- In **West Cornwall**, the need to challenge and change perceptions – to raise expectations - was identified as an important element for success.
- In **Brighton and Hove**, the theory of change embedded in the vision statement is that by involving local people in governance and ensuring public services respond to their views, these services can be better deployed to tackle deprivation at the neighbourhood level.

4.26 Boxes 4.14 and 4.15 illustrate principles that are considered essential to achieve effective change even though the documents may not contain all the reasoning and evidence that has contributed to their selection.

#### **Box 4.14: Overarching principles**

**St Helens'** LNRS discussion of 'local principles' identifies 10 overarching ones:

- Strategic justification;
- Community involvement and support;
- Concentration of resources
- Enhancing service provision
- Integration
- Sustainability
- Impact
- Local provision
- Adding value
- Testing, learning and rolling out.

Also implicit in the discussion of framework for improving local services at 6 identified stages of service delivery: Engagement; Autonomy; Accountability; Management; Delivery; Enforcement.

#### **Box 4.15: Assumptions about change**

The key principles of the **Leeds'** approach suggest the following assumptions about change:

- targeting and prioritisation;
- a person-centred approach;
- inclusion;
- collaboration;
- committing and combining resources;
- communication;
- evaluation and learning;
- equality.

The methods below suggest further implicit assumptions:

- improving key services

- preventing social exclusion
- reintegrating groups and neighbourhoods
- recognising opportunities
- comprehensive regeneration.

## Targeting priority areas

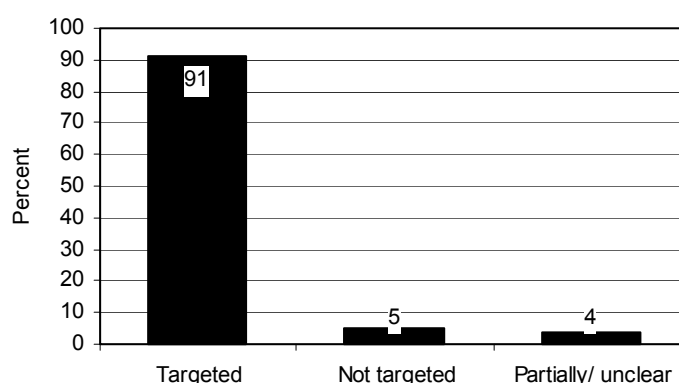
4.27 Partnerships can target their strategies, interventions and activities by focusing on:

- priority areas;
- priority groups; and/or
- policy themes.

4.28 In practice, they deploy a combination of all these approaches although the balance varies.

4.29 In the first instance, most start by identifying key geographical areas (Figure 4.2). A high proportion of the strategies only identify priority areas at ward level and many indicate that further work needs to be done to define and focus more specifically upon priority neighbourhoods. Postcodes are hardly ever given. (Portsmouth is an exception.) Box 4.16 illustrates the variety of different approaches, numbers of neighbourhoods prioritised, levels of definition and proportions of the total population. In some strategies, more precise mapping of deprivation has taken place showing the key needs in relation to employment, housing, crime, health and education.

**Figure 4.2: Proportion of LNRSs targeting key geographical areas**



4.30 Some strategies specifically mention attempting to tackle deprivation at a number of spatial scales; for example in Dudley at borough, ward and neighbourhood level and in hot spots in which there are particular problems. Efforts are also being made to work with communities to identify neighbourhood boundaries.

4.31 In some areas, targeting neighbourhoods is felt to be inappropriate. In Lincoln, its size and nature mean that an emphasis only on specific areas can exclude pockets of lesser deprivation and reduce the cost-effectiveness of programmes. The LNRS, therefore, proposes that some initiatives should be city-wide and focus on particular groups. Islington does not target any specific areas.

4.32 Others also recognise that targeting could have negative affects on other areas. Although Bristol's LNRS identifies 10 areas for targeting, an element of the approach is to ensure that problems are not displaced and the decline of marginal neighbourhoods is prevented.

**Box 4.16: Targeting areas**

In **West Cornwall**, research by the University of Bristol resulted in the identification of areas covering 46,000 residents, but the process was to be taken further by using a Health Needs Assessment model.

**Plymouth** is trying to define 'natural neighbourhoods' of 4,000- 6,000, taking account of topography, administrative boundaries and perceptions. But there is also recognition of the data problems this process raises. 42 areas of the city are identified as the basis for collecting and analysing information and defining priorities for future action.

**Ealing** was able to identify target neighbourhoods within the top 5 most deprived wards through ward profiles.

**Hackney** is targeting wards for NRF funding that were in the bottom 3-4% where no existing initiatives were operating which meant targeting three wards: areas of Upper Clapton, parts of Dalston, an area at the Springfield/New River border. Money is also being set aside for any geographically specific issues emerging from the 2001 Census data.

**Enfield** similarly identifies wards containing high levels of multiple and mutually reinforcing disadvantages which were categorised as 'very high' and 'high' priority plus others to be targeted for specific issues.

**Greenwich** gives the basis of the targeted areas' selection: 'area of opportunity', 'continuation strategy areas', 'declining neighbourhood'.

In **Luton**, two wards are identified on the basis of multiple indicators of deprivation and others prioritised in relation to individual ones: employment, education and housing.

**Nottingham** identifies 15 wards but also includes pockets of disadvantage falling wholly or partly outside of these.

In **Coventry**, 31 priority neighbourhoods are identified ranging in population from less than 500 up to over 9000.

**Walsall, Sandwell, Wolverhampton** all introduce a concept of 'natural' communities and recognise the need to be aware of ones vulnerable to decline. The Wolverhampton neighbourhood profiles showed how neighbourhoods could be appropriately grouped. They use 46 indicators across six domains; ranking for each domain and an all domains ranking that provides an overall deprivation ranking of neighbourhoods.

In addition to identifying 79 'natural' residential neighbourhoods through extensive consultation, **Sandwell** is categorising them using 29 indicators in six domains to guide NR and neighbourhood management activity: the most deprived; ones vulnerable to decline; others.

**Wirral** identifies 5 priority areas all in the north east of the Borough: 3 wards in the 1%, and 2 in the 5% most deprived.

**Rochdale** prioritises 18 neighbourhoods comprising 41 ED falling within the worst 7% nationally (1998 Index of Deprivation) plus 2 'at risk' neighbourhoods. Local residents and agencies are to decide the actual boundaries for the action plans.

After a review of current area-based initiatives, **Tameside** only prioritises two areas for year 1 and the first part of year 2: those with the highest concentrations of deprivation. Others are to be selected later.

21 neighbourhood renewal areas are identified in **Liverpool** selected from the 26 wards in the worst 10% (and mainly in the worst 5%) These are part of a complicated geography of regeneration areas in Liverpool dating back to the Objective 1 programme in which 11 area-based Pathway Partnerships were established. In 2001, these were grouped into 5 cluster areas, each with its own Partnership (mini-LSP).

**Knowsley** includes the entire Borough in the LNRS and defines the neighbourhoods in terms of the Councils' six Community Area Forums.

**Burnley** is zoned into A. areas of affluence; B. areas that are relatively buoyant; C. areas that need attention – the inner core, which is the focus of neighbourhood renewal. Within it, Community Regeneration Areas are to be developed to add impetus to existing work addressed deprivation and the collapse of the housing market. Neighbourhoods that people identify with will be defined through grassroots consultation and data on them collected. To achieve economies of scale, some may be dealt with in clusters.

**Wigan's** strategy is spatial and thematic. It was decided to reflect the wider spread of deprivation across the Borough so it identifies 16 priority areas in 20 out of the 24 wards, all within the 20% most deprived nationally and some in the 10%. The spatial strategy has four elements: the Wigan urban core; Leigh Urban Core; Red Rose regional park; smaller settlements.

**Preston** selected the six wards in the 10% most deprived plus one falling just outside the 10% band and two other wards seen as being in decline.

In **Blackpool**, all the 22 wards are banded and prioritised: Priority 1 includes 7 wards in Bands 1 and 2 plus pockets of severe deprivation; Priority 2 includes Band 3 wards which would not receive NRF but can benefit from provisions to arrest further decline; Priority 3 includes the remaining Band 4 wards that though showing no signs of deprivation could benefit from the broad aims and commitments of the Strategy.

**Blackburn** identifies 18 areas as the basis for co-ordinated service delivery.

In **Barrow**, the 6 wards in the 10% most deprived, with extended areas in two cases where the wards have contiguous pockets of deprivation, contain about 56% of the population.

**Pendle** is targeting the 7 wards in the worst 10% of the country with one other that is just outside the 10%, together containing nearly 45% of the population.

**West Cumbria** is targeting the nine wards (5 in Allerdale and 4 in Copeland) in the 10% most deprived. In line with the NW Regional Strategy, regeneration is also supported in a further 14 wards in the 20% most deprived band.

**Kirklees** groups its priority areas into 6 themed clusters. Some are located in the most deprived wards, but many of the housing estates are in what are otherwise more affluent wards. The clusters reflect different manifestations of deprivation although tackling poverty and deprivation is a non-geographic theme affecting over 100,000 people in the borough and is seen as a catalyst for many other problems.

**Barnsley**, where the LNRS is a chapter in the Community Strategy, decided to adopt a thematic rather than a geographic approach because there is deprivation of roughly equal severity in 20 out of its 22 wards (illustrated by the closeness of its extent and concentration rankings).

**Leeds** put together a targeting framework for identifying neighbourhoods where disadvantage is most concentrated. Three indicators were used as a first step (families receiving council means tested benefits; domestic burglary; empty council properties/condition of housing in mixed tenure) and two

indicators covering health and educational attainment were to be developed. The number of areas identified through stage 1 suggests further prioritisation is needed and this is to be done through 5 district partnerships.

In **Wansbeck**, 7 wards all within the 10% most deprived in England are selected as the focus of neighbourhood renewal. Although they demonstrate similar levels of multiple deprivation, they exhibit different demographic, social and economic characteristics. Most of Wansbeck displays some of these deprivation characteristics but without sub-ward level data it is difficult to identify communities in decline or on the edge. Even if they could be mapped, there is concern that spreading the NRF grant across a wider geographic area would reduce its impact.

**Gateshead** identifies 31 priority neighbourhoods although sometimes their location by ward was unclear.

In **Wear Valley**, 9 out of 21 wards are in the worst 10%, spread out across the district. A further 4 wards are also to be targeted because they are already recipients of Objective 2 funding, they suffer from other deprivation factors less well reflected in the IMD or have suffered further recent hardship through, for example, the closure of large firms.

**Newcastle** identified three parts of the city: East End, West End and North West incorporating within them 12 wards or parts of wards. Although the LNRS was not very explicit, it appeared that neighbourhoods were often well defined within these wards and these were to be the primary focus of regeneration activity.

**Easington** identifies 4 cluster areas together comprising 12 wards: Seaham Cluster, Coastal Cluster, Peterlee Cluster and Western Cluster.

**North Tyneside** combines 6 target wards with 12 additional neighbourhoods in wards that were generally stable.

**South Tyneside** is the 10th worst district overall according to the IMD: 12 out of 20 wards (58% of population) are in the worst 10% with others in the worst 10% for specific measures and a further 5 in the worst 20%.

**Stockton-on-Tees** targets 14 priority neighbourhoods within the 11 wards in the worst 10% nationally covering about 46% of the population. These are neighbourhoods 'that would be recognised by local communities'.

**Redcar** targets the 10 wards in the worst 10% plus 5 sub-ward areas exhibiting concentrated deprivation.

**Hartlepool** has high, medium and lower priority areas. The ranking is based partly on the extent to which they are covered by recent or existing regeneration funding.

**Derwentside** initially targeted 16 wards: the 9 in the 10% most deprived plus others that performed poorly in particular domains. However, after year 1 of NRF when it was found that the grant was being spread too thinly, the list was reduced to 11 wards: 9 suffering intensive deprivation of a specific nature and two experiencing less intense but multiple forms of deprivation.

**Middlesbrough** identifies 15 neighbourhoods determined as follows through local residents' 'perceived' boundaries:

- restricting the size to 2000-5000 households (refer to the government's NM proposals)
- centred around focal points in neighbourhoods, i.e. shops, schools
- guided by the 15 most deprived wards, but not necessarily on the ward as a whole.

Further prioritisation is required on the following basis:

- prioritising neighbourhoods where NM pilots will be developed
- prioritising issues within neighbourhoods with the key outcome areas such as health or employment
- prioritising neighbourhoods for the production of neighbourhood plans
- more targeted use of NRF and other initiatives
- better integration of existing local actions to maximise impact on neighbourhoods rather than simply seeking new funding.

### Targeting priority groups

4.33 LNRSs also adopt different approaches to prioritising groups. Some specifically identify groups to be targeted as key themes within the strategy (most often children and young people - see paragraph 4.38). Alternatively, Box 4.17 provides examples of the needs of priority groups being identified as cross cutting themes.

#### Box 4.17: Priority groups as cross cutting themes

**Tameside** LNRS notes “future development of the strategy will build on initiatives to address social exclusion, improve community cohesion and reduce inequalities amongst black and minority ethnic groups, people with a disability, people with mental health problems older people and other borough wide communities of need”, with a particular stress on community cohesion. Tameside selected communities of interest as 4 of its cross cutting themes: young people; BME communities; older people; people with a disability.

In **Ealing**, one of the principles supporting the LNRS states that “the impacts of racial and other social inequalities are concentrated and evident as key determinants of social exclusion in the target neighbourhoods”. The aim is to ensure that racial equality is integrated as a fundamental cross-cutting theme.

4.34 Some strategies highlight groups that are known to be disadvantaged, but say nothing about their position in that particular area or how they would be targeted within the strategy. Coventry’s strategy identifies a long list of potentially excluded groups but without following this through. The overall range of groups identified is shown in Box 4.18 with, for the less common ones, examples of the areas citing them. Women are surprisingly seldom mentioned specifically though ‘lone parents’ probably largely refers to women.

#### Box 4.18: Examples of groups

- children and young people
- students (**Wandsworth**)
- over 50s/over 55s
- older people who feel isolated/in need
- older and less mobile people (**Lambeth**)
- women (**Luton, Sefton**)
- BME groups
- young families in need/vulnerable families
- low income households (**Camden**)
- workless families (**Islington**)
- lone parents
- people with disabilities
- working age population not working through disability (**Hartlepool**)

- older males (45+) unemployed or in receipt of incapacity benefit (**St Helens**)
- households without a car (**Hartlepool**)
- mentally ill people
- people living in poverty
- travelling people (**Wakefield**)
- groups of men and women isolated perhaps because of their sexuality or for other reasons (**Wakefield, Bristol**)
- asylum seekers
- recent arrivals in need (**Westminster**)
- City street community (**Westminster**)
- people out of work or subject to fluctuating employment
- hard to reach groups (**Barking and Dagenham**)
- carers (**Hackney, Lewisham**)
- people with learning difficulties (**Hackney**)
- people with special needs, including asylum seekers, the homeless, ex-offenders, the elderly, ethnic minority groups (**Islington**)

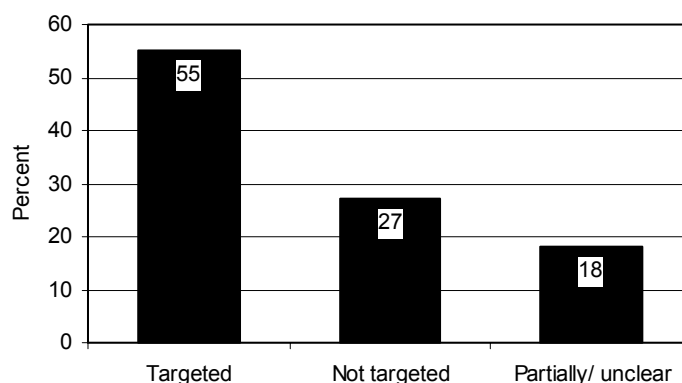
4.35 Some LNRSs do not identify particular groups except by specifying targets or projects relating to them. For example, Plymouth has targets for child poverty and educational attainment and for racial harassment, but does not discuss either children and young people or BME groups.

4.36 Others take a broader approach in linking targeted groups and policy themes. For example, Greenwich Partnership's approach in each of the policy themes is to deal with barriers that exclude people on grounds of race, gender, disability, age and sexuality.

4.37 In Hastings, the ward/neighbourhood forums are to encourage good representation from BME groups, hard-to-reach groups, women, the disabled and young people. The Hartlepool LNRS notes that disadvantaged groups are concentrated in priority areas. On the other hand, the Gateshead strategy notes that, in addition to those in areas of multiple deprivation, people in less deprived areas could still be marginalised for reasons of race, culture, religion, gender, age, special needs, disability, sexuality or family circumstances.

### **Children and young people**

4.38 Children and young people feature strongly (Figure 4.3). For example, Derby, Mansfield, Kirklees, Sheffield, Sunderland, Preston, Haringey, Hammersmith and Fulham all make young people a priority. In Wirral, Children and young people is one of the 8 action themes. One of Newham's key objectives is investing in young people. Southwark says 'The key to sustainable renewal lies with our children and young people'. Box 4.19 illustrates the range of ways in which LSPs perceive the interventions required.

**Figure 4.3: Proportion of LNRSs targeting children and young people****Box 4.19: Children and Young People**

**South Tyneside** refers to a Transformational Plan that highlights the need to help young people to:

- Re-connect – to those who struggle to see the world through their eyes
- Re-engage – with their communities and centres of learning
- Re-discover – the creative potential which lies in all of them through civic participation;
- Re-vision a future which brings them in from the margins and offers them a chance to become the solution rather than the problem

**Sunderland** identifies young people as a strategic priority with objectives to:

- ensure children and young people achieve their potential by helping them to gain the skills, knowledge and responsibilities needed to pursue their rights as individuals and as part of the wider community.
- ensure that children are protected from emotional, physical and sexual abuse and neglect.
- actively involve children and young people in planning services that are aimed at supporting them.
- ensure that access to services is not restricted on the grounds of race, religious beliefs, ethnic or national origin, or their personal beliefs or circumstances.
- ensure the timely identification of post-16 education, training and employment needs of young people and to put in place the necessary support.
- improve children's ability to learn by encouraging high quality environments and child-care that promotes early learning, provides stimulation and enjoyable play and improves language skills.
- increase participation by young people in voting and consultation processes

**Bolton** identifies deprived young people and offenders as 'themes'. It also identifies involving hard to reach groups as a key to success.

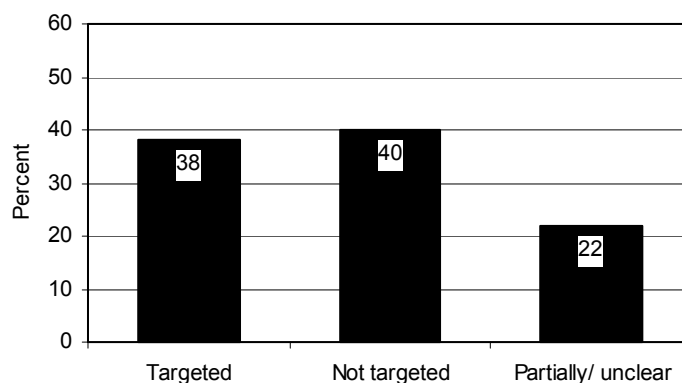
**Blackpool** is targeting enhanced education and health services on children and young families to try to prevent a new generation being caught in the cycle of deprivation.

**BME groups**

4.39 BME groups are another clear focus of attention (Figure 4.4), although again some LNRSs remained thin about how they would turn their concern into action. As Box 4.20 shows, LNRSs variously identify the need to:

- recognise the heterogeneity within BME communities;
- make greater attempts to involve BME groups;
- reduce racial tension;
- ensure equal opportunities and outcomes for all sections of the community;
- work with BME groups to design policies and services that are more accessible and tailored to their needs.

**Figure 4.4: Proportion of LNRSs targeting BME groups**



#### **Box 4.20: BME groups**

A primary goal in **Bradford**'s LNRS is breaking down divisions between communities that have been a cause of problems in the past. It is assumed that these are divisions along ethnic lines but this is not made explicit. The intention was to develop Communities of Interest Action Plans but without specifying which communities would be involved.

**Rotherham** recognises that "different solutions will be required for different types of communities such as . . . black and minority ethnic residents."

**Pendle** has 12% BME communities and issues were identified in consultations.

**Blackburn** indicates the need for equal access to services for the 19% Asian heritage citizens (30% of school age population).

**South Tyneside**'s BME population is mainly concentrated in two wards and the LNRS refers to ways in which the LSP will try to rectify its lack of information:

- undertaking more research into needs
- working with BME groups to design policies and services that are more accessible and tailored to needs
- review best practice about minority ethnic issues in neighbourhood renewal
- develop an NRF funded BME employment and enterprise strategy.

In **Hyndburn**, 16% of the population in the priority wards are of Asian heritage.

**Liverpool** recognises disadvantage experienced by communities of interest and singles out the city's 'black and other cultural minority communities' for particular concern.

In **Southwark**, engaging BME communities is part of improving neighbourhoods.

In **Luton**, very high proportions of the population in both the overall priority wards were classified as 'non-white' (60% and 47%) and even higher proportions of pupils had English as a second language. 'Ethnically sensitive' data for health had been reviewed and the objective was to undertake local community consultation about appropriate remedies.

**Birmingham**'s LNRS states that community cohesion is a theme that 'runs through and underpins other themes'. In other words, it signals a focus upon BME groups but also is a cross cutting theme running through each of the policy themes. Cohesive communities are seen as a necessary precondition of flourishing neighbourhoods. This means encouraging initiatives that promote inter-cultural debate and understanding.

**Kirklees**' LNRS contained overarching objectives including:

- reducing racial tension and division across the district,
- ensuring more equal opportunities for all sections of the community;
- increasing cultural awareness and celebrating the diversity of the local community;
- combating racism and racial harassment;
- tackling the most serious deprivation and disaffection without alienating other deprived communities.

**Croydon** recognises there are disadvantaged 'communities of interest' across the Borough and particularly mentioned BME communities and refugees.

In **Lambeth**, a BME community renewal impact manager is to be appointed with the object of ensuring that BME communities have an input to and can shape policies, priorities and interventions.

In **Lewisham**, a key employment priority is to provide additional support to residents with multiple disadvantages: BME groups, people with disabilities and people with caring responsibilities.

**Wakefield** singles out asylum seekers and refugees for discussion and a key action is a research project to inform the development of services.

**Nottingham** notes that its 15 priority wards reflected concentrations of particular groups experiencing deprivation. They include:

- 7 out of the 8 wards with the highest proportion of BME residents;
- 11 out of the 13 with above city average numbers of Incapacity Benefit and Severe Disability Allowance claimants;
- 8 out of the 12 wards with above average number of lone parent households claiming means tested Housing and Council Tax benefit.

4.40 Westminster's LNRS is unusual in having an appendix devoted to disability and states commitment to an agenda that seeks to provide opportunity and access to goods and services equitably, irrespective of disability.

## Policy themes

4.41 The two most common influences on the choice of policy themes are the National Strategy policy themes and floor targets and Community Strategy themes or strategic objectives (Box 4.21). Some strategies also have thematic principles (Box 4.22) or principles of delivery (Box 4.23).

### Box 4.21: Policy themes

**Newcastle**'s LNRS is structured around the priority areas but within each there is attention to five themes, which vary slightly in focus from area to area. Information is provided about aims, objectives, the current situation, local and national targets and contributors. In addition, examples of good practice are given.

**Wirral** selects the five 'floor target' themes plus 3 cross cutting ones:

- to re-engage excluded groups;
- community facilities
- children and young people.

**Sedgefield**'s strategy is based on three themes:

- prosperity encompassing worklessness and education and, to some extent, access;
- attractiveness covering housing and environment;
- health which also has links to crime and community safety.

**Liverpool**'s policy themes are based on the 'action fronts' set out in the national strategy:

- reviving local economies – subsuming worklessness
- safe and stable communities – cutting across housing, education, crime and community safety
- decent services – relating to health and other services affecting quality of life
- involving communities – geographical and communities of interest
- effective information – for all themes
- leadership and joint working – relating to the different spatial levels of the regeneration programme and including a Skills and Knowledge programme.

**Hackney**'s framework for intervention:

- strategic intervention – the LSP concentrating on education, jobs, housing and the environment because this would have the greatest impact on the Borough
- public service improvements and national targets – annual local targets set against national ones across the five key policy areas.
- targeting priority neighbourhoods.

**Kirklees** addresses policy themes through its themed clusters and Borough wide strategies but subsumes them in its Key Commitments:

- providing support and increasing opportunities for young people;
- building a better future for everyone;
- ensuring all our neighbourhoods are safe, healthy and clean;
- working together and learning from each other.

**Croydon** identifies issues and areas of under-achievement and disadvantage in neighbourhoods and shows how well Croydon is performing under the five key floor target areas. The Action Plan is set out under six themes or areas of work:

- engaging communities
- communication and information systems
- learning and evaluation
- mainstream resources
- joining up regeneration programmes
- environmental sustainability.

The second element of **Wigan**'s LNRS is a set of borough-wide thematic responses:

- lifelong learning
- social inclusion (tackling increasing crime & fear of crime; poverty; underachievement; worklessness and poor health)
- business support – small businesses
- community safety
- health
- sectoral initiatives (creative industries; food; engineering; technology)
- attracting investment
- infrastructure
- sport
- town centres
- housing
- coalfields

**Halton**'s priorities are:

- Improving health
- Promoting urban renewal
- Enhancing life chances and employment
- Tackling poverty and deprivation
- Ensuring safe and attractive neighbourhoods

In **Sheffield** the focus is on cohesion, education and social inclusion in its broadest sense, with almost no coverage for worklessness.

In some LNRSs different policy themes are stressed for different neighbourhoods. For example in parts of **Portsmouth**, there are concerns over physical and perceived 'inequality of access'. Key strategic objectives in renewing the priority neighbourhoods are:

- enhance employment prospects, education and skills
- promote social inclusion and opportunities for disadvantaged people
- promote regeneration, improve the environment, infrastructure and housing
- support and promote growth in the local economy and businesses
- tackle crime and drug abuse and improve community safety
- promote healthy lifestyles

**Greenwich** has four policy themes:

- supporting children and families
- neighbourhoods: places to work and succeed
- neighbourhoods: places to live and grow connecting people and services

#### **Box 4.22: Thematic principles**

In addition to its strategic objectives covering a range of policy themes, Brent has thematic principles underpinning the strategy:

- equality
- local benefit
- sustainability

- quality
- best value
- partnership.

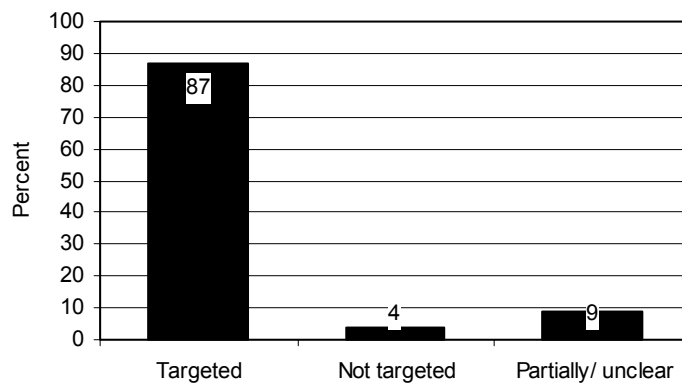
**Box 4.23: Delivery issues**

**Enfield** has key delivery issues:

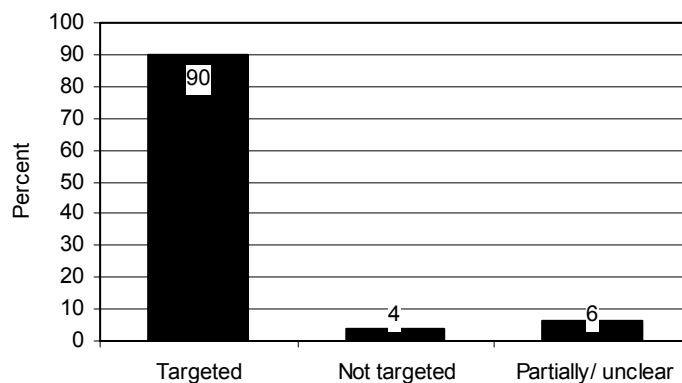
- developing a comprehensive renewal programme
- co-ordinating the plethora of existing initiatives, programme and projects;
- tackling social exclusion and neighbourhood deprivation in partnership with the local strategic partnerships.

4.42 Most LNRSs focus upon all the key policy themes cited in the National Strategy (Figures 4.5-4.9). However, in some strategies, discussion is absent on specific themes. One or two strategies are insufficiently developed to indicate whether or not they will adopt the themes.

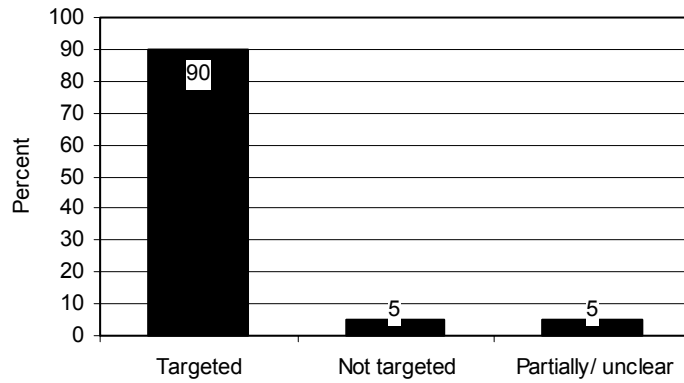
**Figure 4.5: Proportion of LNRSs targeting worklessness**



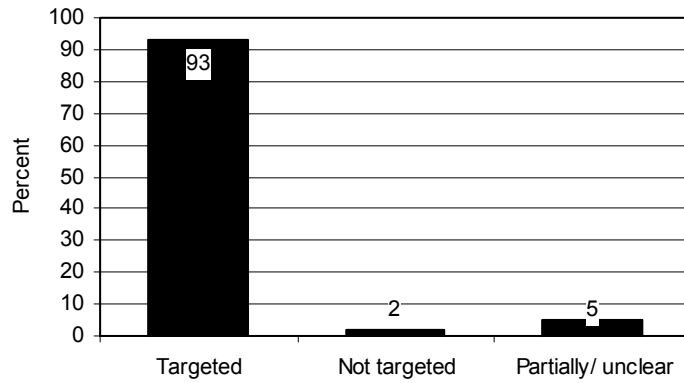
**Figure 4.6: Proportion of LNRSs targeting health**



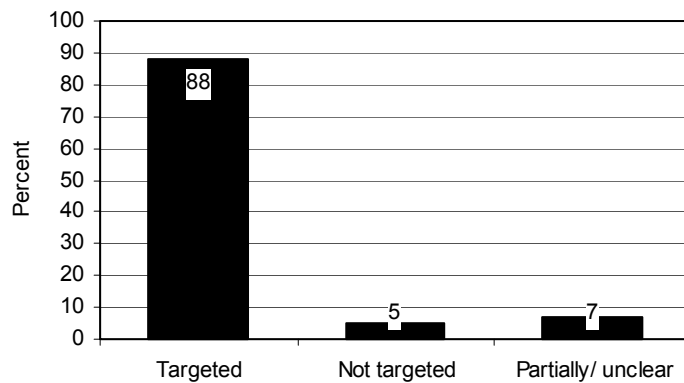
**Figure 4.7: Proportion of LNRSs targeting education**



**Figure 4.8: Proportion of LNRSs targeting crime**



**Figure 4.9: Proportion of LNRSs targeting housing**



**Worklessness**

4.43 Again, the National Strategy is a major influence upon the way the five main policy themes are interpreted. However, worklessness is often extended to wider issues relating to:

- the area's business base (Luton);
- skills levels within the workforce (Halton)
- income, such as benefit take-up and financial exclusion (Coventry);
- overcoming barriers to employment such as affordable childcare, especially for lone parents and accessible recruitment processes (Brighton and Hove).

4.44 Worklessness priorities are also ones that Partnerships thought it more appropriate to tackle across the wider geographical area rather than in a very neighbourhood-specific way (for example, Lambeth – Box 4.24). This is sometimes a matter of trying to link people within the targeted neighbourhoods with the opportunities associated with development and employment opportunities in the wider district or adjoining areas.

#### **Box 4.24: Employment issues**

Worklessness priorities in Lambeth centre on themes rather than specific communities:

- raising skills and employability
- recognising the contribution of volunteering as a step towards employment
- maximising Lambeth's strategic location and diversity
- tailoring government initiatives to meet local employment needs and opportunities
- ensuring that funding regimes and contracting arrangements promote collaboration and avoid duplication.

## **Health**

4.45 The picture emerging from the strategies in relation to health is mixed. It is evident that, even where health is a priority, translating the concern into any plan of action is at a very early stage. For example, floor targets are adopted in some LNRSs, but very often there are few tangible proposals about how these might be reached.

4.46 Secondly, partnerships propose to focus on health issues in a variety of ways. The following may be variously pursued as Box 4.26 illustrates:

- sickness rates: coronary heart disease, cancer, diabetes, mental illness;
- health inequalities across groups, such as BME groups or lone parents;
- problems relating to specific groups, such as teenage pregnancy or poor dental health in children;
- lifestyle issues and health education;
- drug and alcohol misuse;
- information and advocacy;
- primary and secondary health care provision.

4.47 A third aspect relating to health is the participation of PCTs in the development and implementation of LNRSs.

#### **Box 4.25: Health**

One of the strategic links in **Bolsover** is to work with the North Derbyshire PCT to implement the Mental Health promotion Strategy.

**Halton**'s priority for improving health covers:

- understanding what causes poor health in Halton

- improving health and well-being of vulnerable adults with an emphasis on older people
- food and nutrition

In **Brighton and Hove**, teenage pregnancy is one of three main focuses of the LNRS with actions directed towards reducing teenage conceptions, access to primary care, reducing the number of those smoking during pregnancy and generally improving lifestyles, and increasing breastfeeding. A scheme set up by the Brighton Health Care Trust includes targeted recruitment of East Brighton residents into health training.

In **Newham**, a key objective is to develop accessible primary care services.

Health is one of the 3 key issues in **Sedgfield**, reflecting the fact that 11 of the Borough's 22 wards ranked in the worst 5% nationally for health deprivation and only 2 wards were outside the worst 15%.

In **Derwentside**, one of the health goals is to enable more people with limiting long-term illness to work or contribute to the community.

In **Wansbeck** the concerns are to increase access to and take up of health and social service care services and to reduce the under-18 conception rates in the targeted areas.

In **Pendle**, within the overall theme of improving health by addressing lifestyle and socio-economic factors, the following are identified:

- lack of health education, especially in schools
- high rates of mental illness; coronary heart disease; diabetes;
- lack of access to exercise/leisure facilities;
- inequalities in health, for example in the Asian population; lone parents;
- teenage pregnancies.

The health theme for **Bolton**'s NRF spend focuses particularly on older people and 'roofless' people. In addition, Bolton singles out the need to tackle drug misuse as part of neighbourhood renewal.

**Wear Valley** states the key challenges for the PCT and Health Partnership:

- Work more closely with communities, especially children, to help develop and share more understanding about their current lifestyles and subsequent health needs.
- Tackle the common causes of Coronary Heart Disease (CHD).
- Tackle the common causes of Cancer.
- Develop community health services and activities that proactively improve the health of older people.
- Strengthen community-based services and solutions that directly support people with mental health problems.
- Strengthen community-based services and solutions that engage with young peoples sexuality, attitudes and behaviour.
- Ensure that members of the public have access to quality community based para-legal and consumer advice, and to ensure that advocacy and access to unclaimed monetary benefits are utilised by those in need.
- Systematically support people with addictions and drug related problems.
- Engage with communities to develop and deliver healthy eating and informal nutrition based education opportunities.
- Develop services that directly improve the poor oral health of children.

In **Sefton**, one of the strategic objectives is to reduce mortality rates by addressing health inequalities using a community development approach to support hard to reach groups.

## Education

4.48 The emphasis on education and skills in LNRSs reflects the prevalent targeting of children and young people. Sometimes this focus is very much linked in with the floor targets and the goal of narrowing the gap in attainment and other educational measures between deprived neighbourhoods and the rest of the district. However, sometimes it has wider dimensions such as:

- trying to raise aspirations as well as attainment
- focusing on lifelong learning
- linking with improving life chances and looking ahead to employment (Halton) with particular emphasis on young people at risk of failure or social exclusion.

4.49 There are clear synergies between the education theme and others (Box 4.26). As the example of Lambeth shows, there are overlaps with the well-being of children and young people, the provision of recreational facilities and health. Ashfield, Derby and Wansbeck demonstrate the broad links with employment through the skills agenda. In the Lincoln LNRS, breakfast clubs and after-school clubs serve a dual role of childcare provision which also supports learning and employment.

### Box 4.26: Education

**Lambeth's** education goals are to:

- Promote and enhance children's personal and social development
- Raise standards and achievements of all young people
- Ensure that play and youth services are developed in a joined-up way and they impact on other areas (e.g. health)
- Promote and enhance children's personal and social development through greater multi-agency working
- Minimise exclusion through an early intervention strategy

**Ashfield** wants to create a 'learning district' with high vocational and academic achievement. Specific priorities are to:

- support school activity;
- support skills development;
- foster community and family engagement;
- promote attitude changes.

**Derby's** neighbourhood study identifies basic skills as an issue – literacy, numeracy and ICT

**Wansbeck** wants to acquire a more detailed understanding of the basic skills issues faced by local communities.

## Crime and community safety

4.50 Reducing crime and fear of crime is addressed in almost all LNRSs although as a policy theme it is sometimes subsumed into broader ones. For example, in Greenwich, addressing the community safety floor targets comes under the theme of 'neighbourhoods: places to live and grow'. In some areas, particular locations such as town centres are identified as crime and community safety 'hot spots'.

4.51 This theme is also integrated with other policy themes and targeted groups. For example:

- interventions over anti-social behaviour connect with both a focus on young people and housing management;
- concern for community cohesion is reflected in relation to racial harassment and race hate crimes;
- creating environments in which people feel safe extends to housing security measures and the design of estates as well as schemes such as neighbourhood wardens.
- issues such as domestic violence, substance misuse and support for victims of crime link with health;
- work with children and their families and teachers to address challenging behaviour links with education activities.

## Housing

4.52 Housing concerns and issues are wide ranging:

- improve the quality of housing stock;
- increase the amount of affordable housing;
- diversify tenure;
- develop more sheltered housing to enable elderly and disabled people to stay in their homes;
- housing and estate management.

### Box 4.27: Housing

**Blackburn** makes links with using Housing Market Renewal Fund for the possible provision of low cost accommodation for people with disabilities and for addressing environmental issues

4.53 The housing theme reflects different situations in different parts of the country. Problems of low demand in the north are evident. Some areas such as Barrow are especially concerned with private sector renewal. Pendle like other Lancashire towns has an oversupply of low quality, privately owned terraced housing and difficulties with problematic and/or absentee private sector landlords. However, for many places such as Derby, the main preoccupations are improvement and diversification, and links are made in the LNRSs with ongoing initiatives such as stock transfer and estate renewal.

## Environment

4.54 Environmental concerns are wide ranging (Box 4.28). In many LNRSs, 'environment' is the natural adjunct of 'housing' but it also encompasses wider issues linking with other policy themes, such as:

- development of district shopping centres (Derby)
- quality of street scene and open spaces (Luton)
- making streets and open spaces cleaner and safer (Newham)
- derelict land and environmental maintenance incorporating public transport and access to the countryside (Easington)

### Box 4.28: Environment

- In **Wear Valley**, a neighbourhood management approach is to be introduced in priority neighbourhoods and a Tenancy Enforcement Team introduced in two wards to improve community safety.
- In **Salford**, improving locations through environmental design and management features as a cross cutting theme in its focus on community safety.

## Transport

4.55 Transport features both as a theme or sub-theme on its own but also as one that spans other policy areas as the examples in Box 4.29 indicate.

### Box 4.29: Transport

- **Coventry**'s LNRS includes the goal of improving the accessibility, punctuality and reliability of local public transport.
- **Sandwell** is unusual in using the Centro Index of Access to Public Transport in its secondary data.
- Transport links for individuals and schools are mentioned in **Derby**.
- In **Brighton and Hove**, improved transport is a sub-set of the community safety issue, with better transport needed to get people away from crime hot spots quickly.
- **Hastings** mentions poor transport as a deterrent to investment.
- In **Luton**, more frequent and cheaper public transport is part of the 'access to services' theme as well as improved transportation mentioned in relation to disabled people.
- In parts of **Portsmouth**, lack of transport links are one dimension of inadequate access to jobs, training, leisure and health facilities.
- In **Enfield**, barriers to local people exploiting opportunities include limited public transport to Stansted Airport and Upper Lee Valley.
- In **Lambeth** there is a concern to provide transport (and buildings) accessible to older and less mobile people.
- Local consultation in Roehampton, Battersea and Tooting in **Wandsworth** identified concerns about traffic congestion, parking and abandoned vehicles.
- **Hartlepool** has a target of reducing the gap in satisfaction with public transport between the NRS area and the town as a whole.
- In **South Tyneside**, the Inclusion theme covers transport: concerns over low levels of car ownership; shortfall in bus services; variation in accessibility to services at neighbourhood level.
- Transport links with access issues not only in semi-rural districts such as **Sedgefield** and **Easington**, but also in other areas of low car ownership such as **Stockton-on-Tees** where there had been a cut in bus services over the last two years, there is a lack of direct services and information, limited services out of normal hours and fares are relatively expensive. In addition, busy main roads make cycling dangerous and discourage walking.
- In **Halton**, transport is a sub-theme of tackling poverty and deprivation so that it has a strong social inclusion dimension.
- In **Hyndburn**, transport is one of the cross cutting themes: "the quality of neighbourhood life is influenced by residents having access to a range of safe, affordable and reliable modes of transport, which in turn help them access local services, work, education and recreational opportunities."
- In **Knowsley**, transport is referred to as a key issue for the Council, but not identified as a theme or discussed.
- There are references to transport in **Sefton**'s Action Plan under issues to be addressed and 'transport and mobility' appears in the flow chart as a thematic group, but it is not separately identified as a strategic objective or theme.
- Although transport is not a separately identified theme in **Wirral**'s LNRS, it is one of the strategic themes in the Community Strategy and has a 'sector champion' for ensuring that partners contribute to the theme priorities. The LNR Policy group has also asked this champion to offer a representative to join the group.

## Other themes

4.56 Box 4.30 indicates the variety of other policy areas that are included in LNRSs as discrete themes.

### Box 4.30: Other themes

- increasing the level of participation in community life, leisure and cultural activities(**Coventry**)
- recreation and sports provision (**Derby**)
- social and cultural opportunities (**Sunderland**)
- culture and leisure (**Hyndburn**)
- cutting child poverty (**Portsmouth**)
- financial exclusion – lack of access to mainstream financial services (**Portsmouth**)
- tackling poverty and inequalities (**Newham**)
- culture and leisure (**Hartlepool**)
- strengthening communities (**Hartlepool**)
- strengthening communities/participation and involvement/community empowerment. (**Newcastle**)
- City Centre (**Sunderland**)
- to support the development of co-ordinated neighbourhood services (**Sefton**)

### Cross cutting themes

4.57 There are diverse approaches to cross cutting themes which are sometimes explicit, sometimes implicit. Occasionally, the strategy is wholly built around cross cutting themes (Box 4.31). In some strategies, policy themes are treated in a way that makes them in effect cross cutting. For example, in Brighton and Hove, improving the physical environment, quality of life issues and reducing fear of crime appear to thread through different aspects of the strategy.

#### Box 4.31: A cross cutting approach

**Bristol's** LNRS focuses on cross cutting rather than policy themes:

- equalities
- social inclusion
- sustainable development
- regeneration
- community safety

4.58 More often, strategies have one or two cross cutting themes in addition to their policy focus. Box 4.32 gives examples from across many LNRSs, showing that these are a mix of:

- *values* such as diversity and equity,
- underpinning *principles* such as community involvement and access;
- *ways of working* such as co-ordinated, joined up services;
- *policy dimensions* treated in a cross cutting way such as environmental quality.

#### Box 4.32: Examples of cross cutting themes

- a fairer society – tackling poverty and disadvantage with ethnic minority communities and targeting vulnerable people (**Dudley**).
- access to services – improving information and provision of services (**Dudley**).
- access to information and advice about services and entitlements (**Derby**).
- sustainability (**Lincoln**) – encouraging partners to consider sustainability issues in project planning and changes to mainstream services.
- community participation (**Lincoln**).
- sustainable development and sustainable enterprise in disadvantaged areas (**Plymouth**).
- joined up services for deprived neighbourhoods (**West Cornwall**).
- environment as a cross cutting theme (**Newcastle**) – both designing and maintaining a quality environment and promoting sound environmental practices.

- (i) service integration and (ii) capacity (**Sunderland**).
- delivering change in mainstream services and capacity building (**Camden**).
- neighbourhood co-ordination (**Blackburn**).
- valuing diversity (**Preston**).
- partnership and involvement (**Tameside**).
- image and aspiration (**Hull**).

4.59 Box 4.33 shows how Barking and Dagenham and Greenwich use policy themes in an cross cutting way. Box 4.34 indicates how Hartlepool has focused on special needs and hard to reach groups whereas Hyndburn (Box 4.35) has a mix of policy specific themes and principles. Box 4.36 shows that Plymouth's LNRS features sustainability as a cross cutting theme, which also provides a tool for testing the Strategy.

#### **Box 4.33: Cross cutting themes in Barking and Dagenham and Greenwich**

In **Barking and Dagenham**, the Community Priorities identified in the community planning process are used as a framework for the LNRS. As well as specific policy ones, these include overarching/cross-cutting themes:

- promoting equal opportunities and celebrating diversity
- raising general pride in the Borough
- developing rights and responsibilities within the local community.

In **Greenwich** the main policy themes are:

- quality of services to narrow the gap – more effective delivery at neighbourhood level through multi-agency arrangements.
- active citizenship – engaging service users in an integrated way in managing their neighbourhoods and determining service needs.
- joined up services - to develop service provider networks who drive focused neighbourhood services at all levels.

#### **Box 4.34: Linking cross cutting themes and hard to reach groups**

**Hartlepool's** cross cutting issues relate to special needs and hard to reach groups:

- improving access to services; information, advice and guidance; facilities; buildings
- ensuring affordability of services; activities; transport; childcare; other forms of care and support;
- raising awareness of different needs, cultures, languages, knowledge and experience, other key barriers;
- developing support structures to increase confidence; provide 'a voice'; promote advocacy; reduce isolation from the mainstream.

**Box 4.35: Hyndburn's** cross cutting themes:

- community cohesion
- ICT
- social inclusion
- sustainable development
- transportation

**Box 4.36: Plymouth's** LNRS includes a Sustainability Appraisal in the form of a template which tests the elements of the strategy against a set of sustainability objectives and criteria with the purpose of:

- gaining a better understanding of the sustainability impact of the strategy
- identifying gaps and reinforcing the delivery of well-being through social, economic and environmental gain.

4.60 Yet another approach to cross cutting themes is being introduced in Newham where they are creating a strong framework for change: providing the LSP with the systems and support for monitoring and evaluating the neighbourhood renewal strategy and driving the agenda forward.

## 5. INFORMATION BASE

5.1 This chapter examines the evidence base that LSPs used to develop their strategies. It looks at how far the strategies are rooted in analysis of the wider context and the breadth of secondary and primary data. It discusses the issues LSPs encountered in trying to collect service data and map resources. It looks at how far LNRSs demonstrate understanding of the dynamics of deprivation and have drawn upon past experience of regeneration practice. Most LNRSs were at an early stage in developing an information base and many expressed the need to collect more data of different sorts.

### Wider Socio-economic context

5.2 Most of the LNRSs have very little discussion about the wider socio economic context. Although there is sometimes a brief resume about the district and its recent past in terms of economic restructuring, this is seldom put in any wider regional or national context. There is hardly any significant exploration of the connections between the priority areas and their wider context or discussion of why these particular neighbourhoods experience persistent disadvantage. To some extent, this may be because the strategies were primarily written for people 'in the know'. But where more information is given, it is not only helpful for readers who do not know the area, but also it provides a more obvious basis for making strategic connections between the problems and their proposed solutions. For example, Wolverhampton's strategy has chapters on the historical growth of the city's neighbourhoods; experience of regeneration and ABIs which also contain some analysis of factors associated with deprivation and what has worked in the past.

#### Box 5.1: Wider contextual information

- **North Tyneside's** LNRS discusses the extent to which factors affecting the Borough derive from its position in the region and sub-region, looking at the legacy of de-industrialisation and the shared characteristics in the North East and deep-seated weaknesses in its economy. It also made links between renewal in North Tyneside and the rest of the region, for example, referring to the Newcastle-Gateshead bid to be the 2008 Capital of Culture.
- **Sunderland's** strategy has a brief but useful overview of the geography of the Borough and the economic upheavals experienced over the past twenty five years.
- **Tameside's** strategy discusses the economic restructuring over the last 20-30 years and its consequences.
- **Wansbeck's** strategy provides a clear overview of the geography of the District, explains its current difficult position and outlines the fundamental weaknesses that must be overcome. It is very accessible and informative to the non-expert or someone not familiar with the area.
- **Great Yarmouth** contains general but not specific references to County wide strategies. However, the picture of the contrast between parts of the Borough and the County was very marked in the reporting of IMD scores and signalled the need to focus upon service levels in the town.
- In **Leeds** there is some discussion of Leeds as a two speed city and the polarising effects of restructuring and there were overall comparators with national rates on some measures.
- Polarisation stemming from economic restructuring is also mentioned in **Wakefield**.

- **Plymouth** notes the need to ensure the benefits to local communities in the priority areas are maximised in relation to the significant development opportunities associated with the sites that have a city-wide or sub regional significance but are actually located in two of the priority wards.
- **Blackburn**'s LNRS has a section on Blackburn with Darwen in context: 'who are we? what are our homes like? what about our jobs? and our life opportunities?'
- The brief discussion in the **Gateshead** LNRS acknowledges that not everyone had benefited from industrial restructuring and indicates that, because a significant part of the Borough is rural, access issues are significant.
- There is no coverage in the **West Cornwall** LNRS but some discussion in the Bristol University report that informs the strategy, for example, about the different needs of rural areas and small towns.
- There is no discussion of the **Derwentside** socio-economic context or analysis of deprivation although, given the atypical nature of the area, this would have been particularly helpful.

## Evidence by theme

5.3 Evidence on themes varies widely in terms of sources, depth, range and quality. Data for some policy themes were easier to access than for others. Sometimes it is absent altogether (for example, Islington, Sheffield), perhaps because it is so taken for granted that it is not produced, but then a vital link is missing for assessing the proposed measures. Islington's LNRS is unusual in not presenting any baseline data or analysis of deprivation. However, the strategy recognises the need to acquire sub-ward data and financial data. In other areas, there is high level data but nothing at ward or sub ward level.

5.4 There is also variation in the amount of qualitative data. Some Partnerships have used the findings of surveys and consultations quite extensively, for example:

- to inform their picture of the range, accessibility and quality of services, and levels of satisfaction with them; and
- to identify priority concerns.

**Box 5.2:** The **Bolsover** LNRS makes use of the Coalfield Task Force report Making a Difference: A New Start for England's Coalfield Communities (1998) which looked at the characteristics of coalfield communities.

**Box 5.3:** In **Greenwich**, the BME Forum identifies barriers to participation which were seen as resonant for other groups suffering discrimination.

### Box 5.4: Neighbourhood data

**Tower Hamlets** has a Neighbourhood Renewal Baseline Data Report (2002) accompanying the LNRS containing detailed analysis which enable local priorities to be identified as well as demonstrating the low levels of employment, educational attainment, health and housing standards and high levels of crime across the Borough.

**Birmingham** exemplifies an attempt to develop a robust neighbourhood information base. Its Social Inclusion Network Team is working on an inter-agency basis to gather different sorts of information including data on needs and problems and service delivery data. This is to be supported by the Oi4B project (the City Pride Open Information 4 Birmingham Project) which has already established a web access database of local data relating to the NR floor targets.

**Leeds** shows contrasts between highest and lowest wards across certain measures and has also mapped the spatial distribution for the indicators chosen to identify their priority areas.

## Use of evidence

5.5 On the whole, LNRSs use some level of evidence to identify needs, identify priorities and inform the allocation of resources, and there are evident links between the baseline data and the strategy. Many are quite strong on statistical analysis, although there was a widespread absence of trend data.

5.6 Many also acknowledge that there is more work to do. This might entail further work on certain themes. In addition, there is frequently a need to match data collection to the designated priority areas. Data are often difficult to access even at ward level. For smaller neighbourhoods or those spanning ward boundaries, it had sometimes proved impossible.

5.7 Ealing, where one of the LNRS principles is that activities and investment should be evidence based, is not atypical in the ways in which different types of evidence were used to determine need and identify priorities:

- evidence is used initially to identify priority neighbourhoods
- detailed profiling and auditing is to follow to produce neighbourhood baselines to inform action plans;
- resident priorities for service improvement inform the overall action plan;
- further socio-economic information is used to supplement resident perceptions and identify further actions linking to mainstream services;
- residents, community groups and local service providers are all engaged in identifying and prioritising local issues to give the basis of the LNRS strategic priorities.

### Box 5.5: Developing data sets

- In **Liverpool**, the LNRS has prompted the single most detailed and comprehensive collection of data covering the policy themes at ward and NRA level ever conducted in the city. Needs are clearly identified and priorities set out within themes. However, there is no explicit discussion of how needs and priorities are reflected in resource allocation.
- The way that the discussion of policy themes is structured in the **Easington** LNRS gives it a strategic and integrated feel with clear progression from evidence to priorities to resource implications and with a brief but useful assessment of how progress in the theme in question might influence outcomes in other policy areas
- The extent of deprivation meant that **Tower Hamlets** needed to develop detailed targeting criteria drawing on its baseline study.
- **Waltham Forest**'s LNRS has a Poverty Profile Addendum which uses Council and Health Authority postcode data. It demonstrates that deprivation is distributed throughout the borough in a 'Dalmatian' effect.
- In **Camden**, the mapping and analysis of deprivation underpins the strategy: it is used to identify the 7 neighbourhood renewal themes and priorities for change, which are then translated into more detailed activities.
- In **Hackney**, where all wards are within the bottom 10% in the country, the LSP uses deprivation indices at ED level to identify small pockets of extreme deprivation and complements this by mapping regeneration funding in order to target areas where resources should be spent in future.
- **Greenwich** builds upon the Neighbourhood Management Pathfinder bid and SRB6 Health Benefits Regeneration Programme to identify priority areas, using two key measurements: EDs where more than one third of households claimed housing benefit; EDs where over one fifth of households had incomes lower than £5,000.
- In **Leeds**, the District Partnerships have a milestone of analysing and benchmarking a small number of priority neighbourhoods in the first year.
- In **Bristol**, there is a repeated theme that 'spending follows deprivation'.

- **Wansbeck** provides detailed data in a Technical Appendix produced by consultants. This supplies very detailed information on all the policy themes, but the IMD rankings still seem to have been the primary indicator used for identifying needs and priorities.

### Secondary data

5.8 The most common source of data is the IMD 2000. This is invariably used to identify the priority wards, although some LNRSs combine this with the IMD 1998 which allows them to go to enumeration district level to identify deprivation more precisely. Apart from problems of obtaining data at the right spatial level, there is awareness that even the IMD 2000 is based upon what is now quite out of date information and that it needs to be combined with other evidence for an up to date picture.

5.9 In some spheres, it is urgent to obtain the latest Census data. For example, in Burnley the difficulties of estimating the size of the BME population is noted because there have been no reliable figures since the 1991 Census.

5.10 Some strategies give abundant evidence but without sourcing it (for example, Newcastle, North Tyneside, Sedgefield, Barrow).

#### Box 5.6: Secondary data sources include:

- 1991 Census
- IMD 1998
- IMD 2000
- Local authorities
- Police
- Community Safety Audits
- DfES/LEAs
- NOMIS
- VAT registrations
- Careers service
- National Employment Survey 2000
- Health authorities and PCTs
- London Health Observatory
- Objective 1 Research Unit which used ED level statistics to identify deprivation areas. (Rotherham)
- Child Poverty Index
- ONS Mid Year estimates
- ONS Regional Trends
- Jarman Index
- Labour Force Survey
- Jobcentre Plus
- DWP
- Basic Skills Agency
- HM Land Registry
- Greater London Authority
- Tees Valley Joint Strategy Unit

### Primary data

5.11 In some areas, surveys were commissioned specifically for preparing the LNRS:

- Plymouth conducted an NRF Household Survey in 2002.
- Portsmouth commissioned a MORI Survey in Autumn 2000. Some findings were referred to, but no further details given. Further surveys were planned for 2002, 2004 and 2006 to track satisfaction with renewal initiatives.
- Camden conducted a LNRS survey in 2002 to develop baseline information on social capital and quality of life indicators.
- Ealing had conducted surveys in priority neighbourhoods to identify residents' overall satisfaction with their area and local priorities.
- Enfield commissioned MORI to carry out a Survey of 1,000 households in the five most deprived wards.
- Hackney conducted a MORI Residents Survey in 2002
- Hammersmith and Fulham had a household survey in 2000.
- Kensington commissioned a MORI Residents Survey in 1999
- Lambeth conducted a household survey and MORI research study
- Southwark commissioned a MORI Survey in 2001 on local people's satisfaction with their area
- Hartlepool's LNRS cited an NDC Household Survey conducted by MORI in 2000 and a 2002 Market Research UK survey of 10.8% of households in the LNRS area and 6.8% across the rest of the Borough.
- Middlesbrough conducted a Neighbourhood Survey in 2001 of 5,700 households with questions on behalf of all the Middlesbrough partnership organisations
- Sunderland have commissioned annual MORI surveys on service range and quality

5.12 Box 5.7 gives a selection of other surveys and primary research used to inform the strategies. Box 5.8 indicates work being conducted to construct a London Index of deprivation.

#### **Box 5.7: Primary research**

**Lambeth** also commissioned an Employment Demand Survey in June 2001.

**Hartlepool** had also carried out youth, ethnic minorities and business surveys.

**Sunderland** also referred to:

- targeted in-depth, independent research on specific deprived neighbourhoods;
- 'Events in the Tents': England's largest ever Community Planning exercise conducted in support of the development of the Area Regeneration Company Strategy;
- ongoing studies: Private Sector Stock Condition Survey; Housing Needs and Migration Study; Neighbourhood Affinity Study; Research Young people in Disadvantaged Neighbourhoods; various area based studies.

**South Tyneside** conducted a Customer Service Survey of 600 Council tenants in 2000 and had recently completed a survey of Council stock.

**Westminster** Local Area Study is mapping and profiling all social housing, temporary accommodation and HMOs with the aim of demonstrating to government levels of need that are not reflected in the IMD. It is involved in developing a London Index of Deprivation which aims to give a more accurate picture of the scope and scale of deprivation (see Box 5.8).

#### **Box 5.8: A proposed London Index of Deprivation**

The Greater London Authority (GLA) is currently consulting on an alternative to the IMD 2000 - the London Index of Deprivation. This includes domains on crime but omits access to services. The London Index would appear to address the inherent rural bias of the IMD, notably by removing the accessibility domain. It also includes domains on the physical environment which is absent from the

IMD but appropriate to measuring deprivation in Westminster and across London. Based on a regression analysis between the two indices, four Westminster wards measure as more deprived on the London Index, whereas none measure as more deprived on the IMD. While the London Index is at an early stage of development, and it does not address the issue of identifying need at sub-ward level, the Westminster City Partnership is inclined to support the London Index as a step towards developing a better measure of need in Westminster and London as a whole, subject to further analysis during the GLA's consultation process.

5.13 There are also examples of primary research which was used in compiling strategies although not specifically commissioned for them. For example, in Brighton and Hove, there had been:

- a survey of parents on the implications of child care for worklessness;
- a 1999 Council Stock Condition Survey;
- a Benchmarking Survey on the proportion of smokers in the population.

5.14 In addition to surveys, LSPs obtained more qualitative information from a number of sources and by a number of mechanisms. However, the LNRSs do not usually state the precise methodology nor indicate how widespread the consultation had been so it is difficult to determine the validity or reliability of the findings. Other areas gained information through the consultation exercises of other agencies or ABIs' Planning for Real exercises. In Lewisham, consultation identified an interest in investigating models of neighbourhood management.

5.15 The methods used included:

- Residents Panels
- User Surveys
- satisfaction surveys
- focus groups
- workshops
- stakeholder conferences
- touring exhibitions in buses.

#### **Box 5.9: Consultation**

**Sedgefield** conducted a 5 month community appraisal from October 2001-February 2002.

**Wakefield** drew views from previous community research, agencies and Area Panels.

Although extensive community consultation had taken place in **Wear Valley**, it is unclear what forms this took.

Examples of combined methods used in one place to get community views, perceptions and priorities (**Wolverhampton**):

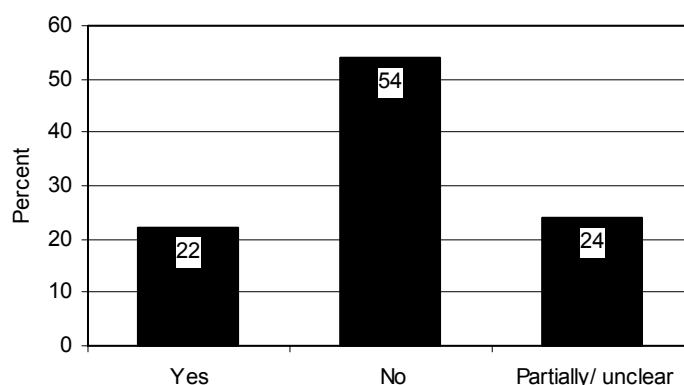
- discussions with interest groups and communities including those traditionally excluded;
- neighbourhood activities with a wide range of groups
- outreach to individuals in a variety of settings
- questionnaire to Citizens' Panel and on websites
- information from community roadshows; workshops; Children's Fund and Youth Council activities, crime audit survey.

**Tower Hamlets** consulted through the Local Area Partnerships.

## Service data for agency expenditure

5.16 In many places, no service data for agency expenditure is given (Figure 5.1). In others, it is given in part either for certain agencies or particular neighbourhoods. In Wansbeck, such information was not overlooked but service providers could not agree on a system for measuring and comparing their spend in priority wards. They rejected the use of *per capita* estimates as flawed and potentially misleading. In Pendle, a large element of the consultation with agencies centred on current resources being spent in the area. Many organisations were unable to break down their current spend by ward. There, too, the majority also thought this would be meaningless and would not show how effective activity is in the wards.

**Figure 5.1: Proportion of LNRSs analysing current service activity and spend**



5.17 Others have adopted different approaches and/or achieved different degrees of progress. Sometimes an internal exercise relied upon partners supplying the information directly. Others used consultants. In Derwentside, consultants conducted an extensive audit of activity, identified gaps and how services were accessed and estimated the investment of each agency into priority areas.

5.18 Most if not all encountered problems relating to the availability of data at the right spatial level. This is a particular problem when the agency boundaries are wider than the local authority area. For example, Burnley have still to complete the collection of service data. The broad geographic scale at which the police and PCT operate make it difficult to estimate spend even at Borough level.

5.19 Brent, Liverpool and Nottingham were pilots for ward level analysis of public expenditure by Glen Bramley *et al* (DETR 1998). Although it uses mid 1990s data, Nottingham LNRS assumes the information is still likely to be a reasonable characterisation of the relative expenditures in different wards. It also allows for a comparison between expenditure for amelioration (e.g. social security) and that for investment (e.g. education and training). The Bramley Report clearly spells out the methodology adopted and the limitations and problems associated with gathering data at a sub local authority level. Although such research is time consuming, expensive and complex, the Nottingham Partnership intends to build on and update the earlier analysis, subject to resources.

5.20 Box 5.10 gives examples of some of the exercises conducted to collect service data and the levels at which it was achieved. Boxes 5.11 and 5.12 give more detail about such exercises in Hastings and Barrow and Box 5.13 details the problems encountered in Bolsover.

### Box 5.10: Service expenditure

- **Stockton-on-Tees** mapped annual spend on public services in the NRA, in the Borough and the % of Borough spend in the NRA.
- **Sunderland** carried out an audit of expenditure in the city.
- The neighbourhood profiles in **Ealing** list the services and providers and the level of resources invested set alongside socio-economic characteristics, resident service needs and priorities and assessment of current service performance and accessibility.
- **Hartlepool** mapped the level of resources going into each neighbourhood priority area for 2000/01 with financial expenditure information from the Borough Council, PCT, Cleveland Police, Teesside Probation Service, Cleveland Fire Brigade, 6th Form College, College of FE, Benefits Agency, Employment Service and Housing Associations.
- **Knowsley** gives a table breaking down gross expenditure for 2000/01 on services at Borough level by key agencies/partners. The Local Action Plans also give an indicative breakdown of public sector expenditure.

#### **Box 5.11: Public expenditure by ward**

**Hastings** presents a breakdown of public expenditure by ward:

- delegated school budgets
- other education services
- EAZ
- primary health care
- secondary health care
- social services
- RSLs
- transport and environment
- Borough Council (except benefits)
- Police
- Housing and Council Tax benefits
- other benefits
- College
- regeneration and neighbourhood renewal.

#### **Box 5.12: Resources into target neighbourhoods**

In **Barrow**, Partners tried to quantify resources going into target neighbourhoods and outline how these will be used to narrow the deprivation gap

- Police – estimates of uniformed officer time devoted to deprived neighbourhoods based on standardised staff costs (excluding fixed overheads, activities such as CID and custody and targeted operations using external funds);
- private sector housing – local authority capital funding (excluding external targeted funds), including Renovation Grants, Disabled Facilities Grants, Home Repair assistance grants, SASH security grants;
- Health – it was not possible to map resources at ward level in a meaningful/accurate way, but it was possible to show how services are being reconfigured to address areas of greater need;
- Education – LEA estimate of additional resource aimed at tackling problems associated with deprivation in local schools;
- Cumbria County Council Local Committee: estimate of spend on regeneration services such as Community & Neighbourhood Development Officers, Neighbourhood Development Grants, Youth Grants, Economic Initiatives Fund.

#### **Box 5.13: Mapping resources**

**Bolsover** conducted a mapping exercise of resource expenditure: about 36 agencies and organisations participated from public, private and voluntary/community sectors. It indicated the ‘health warnings’ associated with the information collected:

*Geographical coverage:*

- few of the organisations operated solely across or within the district boundaries which mean that the resources allocated at that level had to be estimates which were particularly difficult where it was a matter of gauging the proportion of staff time dedicated to Bolsover.
- Virtually no organisation held data at ward level so that information at that level was largely confined to projects where special funds were targeted on ‘eligible’ wards.

*Incomplete data sets:*

- Not all organisations were able to provide figures relating to both financial years
- Not all organisations were covered, for example, Employment Service, Housing Associations.

*Potential for double counting:*

- cross-over between organisations because of partnership working and multi-sourced funding packages
- ‘unpicking’ funding is more difficult because of inconsistency in financial monitoring procedures.

5.21 A few LNRSs go beyond measuring spend to audit provision:

- Newham has hospital admissions data relevant to its objective of accessible primary care.
- Camden is carrying out a Locality Costing exercise attempting to analyse the level of resources being applied by different LSP partners in different parts of the Borough.
- Blackburn has information on current activity throughout the document but no systematic analysis of spend or activity.
- Wakefield is intending to develop resource maps.
- Ashfield is using 4 community workers to support local forums to undertake consultations.
- A service audit of provision and spend in Waltham Forest produced a baseline of current performance in each ward, with comparisons against borough, London and national averages.

**Box 5.14: Mapping service provision**

**St Helens** mapped service provision including a map showing the location by ward of:

- youth centres
- community centres
- centre-based youth work
- detached and outreach work
- health services
- libraries
- housing advice centres
- health centres
- gaps in service provision.

## Analysis of factors associated with deprivation

5.22 On the whole, there is little direct analysis of deprivation in the LNRSs though sometimes associated factors were identified through the discussion of trends. It is usually implicit that the local strategies were set in the context of the analytic base of the National Strategy. Some state the need to understand and address causes rather than symptoms even though they give no detailed analysis.

### Box 5.15: Factors associated with deprivation

- **Camden** used previous studies to consider some of the factors/determinants associated with deprivation, recognising both the concentration of certain factors in the neighbourhood renewal area and the significance of regional and national trends.
- In **Enfield**, income inequalities deriving from worklessness and, to a lesser extent, low pay, are viewed as being at the centre of social exclusion. Worklessness locks households into a cycle of decline which generates and is, in turn, fed by low educational attainment, high crime and poor health.
- Although not written up in the LNRS, assessing the causes of disadvantage and deprivation was one of the steps taken by the consultant who prepared the first draft of the **Hyndburn** strategy using existing community consultation studies and the findings of interviews with representatives of local organisations.
- **Bolton** makes reference to Home Office evidence on drug misuse as a major factor in decline.
- In **Easington**, the discussion of each of the policy themes includes a list of probable causes.
- One of the 10 steps taken in developing the LNRS in **Sunderland** was to understand the root causes of deprivation, but the strategy does not elaborate on what was concluded.
- **Tower Hamlets** acknowledges that past under-investment in key service areas and the sheer scale of challenges and demands faced by services, has contributed to growing deprivation. The way agencies organised, planned and delivered services meant they had failed to improve.
- **Hackney** sees a process of polarisation taking place with the gap between rich and poor widening, especially as land values increase. Those becoming less poor leave the Borough to be replaced by the very poor so that deprivation is reinforced not reduced. High turnover, due to pressurised and poor quality public services and lack of affordable housing has led to sustained deprivation.
- **Lambeth** recognises that social exclusion derives from material and non-material deprivation.
- **Nottingham**'s starting point was to analyse the key issues coming out of the area planning process carried out by the City Council's Area Committees.
- The substantial research commissioned by **West Cornwall** provides some analysis backed by socio-economic analysis and consultation with residents, community groups and agencies.
- **Stockton-on-Tees** identifies some factors affecting community cohesion.

### Box 5.16: Croydon's identification of underlying causes and contributory factors included:

- lack of investment in infrastructure, particularly transport
- concentration of poverty and disadvantage in areas of social housing, reinforced by the shortage of supply
- discrimination and disadvantage faced by BME communities
- lack of adequate childcare for parents wishing to access training and employment
- multiple disadvantage and poverty faced by refugees
- small business development.

### Box 5.17: Derby LNRS suggests a range of problems on the basis of consultation and examination of secondary data:

- High levels of disruptive and anti-social behaviour especially by young people;
- Poor and dirty local environment, including litter and graffiti;
- Fear of crime;

- High levels of stress, depression and feelings of isolation;
- Poor information about and access to basic services;
- Lack of awareness of own health;
- Lack of access to employment, particularly among some groups including young people, people over 50 and asylum seekers;
- Lack of participation even in groups set up to consult or involve residents;
- Poor parenting skills;
- Not enough sustained multi agency working to address local issues;
- Not enough engagement with residents by service providers;
- Not enough of a concerted approach to tackle the needs and requirements of Derby's minority ethnic communities.

**Box 5.18:** In **Hastings**, the causes of deprivation are viewed as:

- poor transport infrastructure – deterring inward investment;
- declining tourism industry – providing fewer job opportunities plus part-time work and low pay;
- a lack of brownfield land;
- housing for London council tenants who were moved to the town despite the lack of job opportunities;
- a substantial number of Victorian terraced properties poorly converted into multiple occupancy and in a poor state of repair as a result of a historically weak housing market;
- a workforce often lacking the skills sought by more high technology-based industries.

Deprivation and isolation has led to distrust and disharmony between certain sections of the community. Seafront wards are also recognised as having transient populations lacking community spirit, reinforcing other social and housing market problems and presenting an obstacle to renewal.

**Box 5.19:** In **Portsmouth**, detailed analysis of consultation findings and the experience of current programmes highlight a number of cross cutting root causes at the heart of deprivation, including:

- poor parenting;
- poor emotional intelligence to deal with pressures;
- lack of confidence and life skills;
- the need to provide comprehensive support to deal with multiple barriers;
- drugs affecting crime;
- lifestyle and diet impacts on health;
- the need to re-establish community trust;
- low aspirations which are compounded from generation to generation.

## Review of what works

5.23 The question of 'what works' is seldom addressed. Where it is mentioned it is most likely to be as an intention to include it either under 'Skills and knowledge' or 'Monitoring and evaluation'. Whilst Newcastle cites numerous good practice examples, there is no indication of an organised review process.

5.24 Reference is sometimes made to reviews of programmes such as SRB, but the findings are not recorded in the strategy (for example, Brighton and Hove). Croydon had reviewed best practice and looked at the potential to implement key ideas from the National Strategy. Other examples of stated intentions and reference to 'what works' are given in Box 5.20. Box 5.21 reports on Sheffield's lessons from past regeneration programmes.

### **Box 5.20: What works**

- In **Wakefield**, there is evident awareness of the importance of the knowledge and expertise of stakeholders and front line workers.
- **Plymouth** mentions the need to learn lessons.
- In **West Cornwall**, there was no formal review but passing reference to effective initiatives such as Sure Start.
- One of the activities in **Brent**'s Action Plan is to ensure the transfer of good practice from South Kilburn NDC to each of the other priority neighbourhoods.
- In **Ealing**, the application of lessons and good practice is to focus particularly on the neighbourhoods at risk of suffering increased levels of social exclusion.
- In **Sunderland**, a bulletin service is under development to share good practice across sectors.
- **Portsmouth** LNRS refers to building upon outcome based work pioneered in the United States. A delegation of residents and representatives from the Council, businesses, the faith communities and the PCT visited the US to look at this outcome based accountability work.
- **Stockton-on-Tees** LNRS refers to: best practice from existing initiatives having informed the Plan; NRU provision and other websites that can help provide a toolkit; Regeneration Exchange, GONE Regional Advisory Panel and other regional and sub regional networks as means of learning.

#### **Box 5.21: Learning from past regeneration**

**Sheffield** LNRS includes a section entitled 'What we have learnt' which lists a series of findings from earlier regeneration programmes:

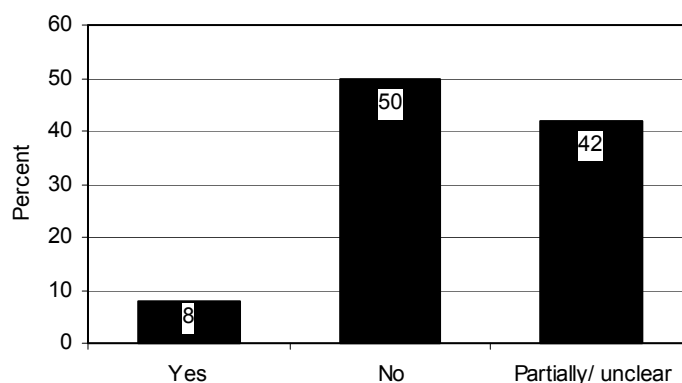
- Physical change alone is not enough.
- Targeted resources for black and ethnic minority communities achieve real improvements.
- Match funding projects at source increases community uptake.
- It is vital that everyone understands the requirements of the funding streams.
- Physical and social regeneration initiatives must interlink.
- There is still a strong perception of residents that regeneration equates to new houses, which needs to be addressed.
- Physical regeneration activity needs to combine with social development.
- Natural local centres need to be recognised within an area.
- Communities have the ability, as well as desire, to self manage.
- The need to encourage and support locally based management teams with local accountability.
- There must be a capital/revenue mix to all regeneration programmes, an echo of the findings of SRB1.
- Joined up activity is possible with a local catalyst for change.
- The imposition of solutions without reference to residents doesn't work.
- The balance between physical and social has to be matched to local residents aspirations.
- The focus of activity needs to be as locally based as possible to engender participation and ownership.
- The community should be involved in all processes.
- We should strive for creativity in engagement techniques.
- The engagement of people in essentially commercially based regeneration is hard work and does require dedication.
- Tenacity is required in matching up commitments from different funders.
- We need to be careful not to raise public expectations before we establish that we can deliver activity.
- It is vital to keep the public informed of what you're doing even if they can't see or touch it.

## Mapping resources

5.25 Comprehensive resource mapping has not often happened, though there are stated plans in some areas to carry out such mapping. Annex G of the National Strategy Action Plan suggested that partners would need to map and recognise the resources going into priority neighbourhoods before deciding what else to do, and mapping exercises have been undertaken within specific areas (Figure 5.2). What is evident is both the difficulty of the exercise and the very different approaches that have been adopted. For example:

- in Dudley, the neighbourhood managers in priority areas are to prepare neighbourhood profiles including baseline data and maps of partnerships, resources and existing facilities.
- Sunderland is currently undertaking mapping of all services and physical assets at neighbourhood level, such as doctors, police stations, community centres, and crèches.
- Southwark Council commissioned a mapping exercise of spending at ward level for the 2000-01 budget.
- Stoke plans a Resources Programme in which one of the tasks is to identify the public money, both revenue and capital going into each neighbourhood, and how it is used.
- An initial resource mapping exercise has taken place in Liverpool but more is required and it is a key area for development.

**Figure 5.2: Proportion of LNRSs mapping resources**



5.26 Box 5.22 gives other examples of what has and is being done to map resources, showing that some partnerships are focusing upon particular areas of work and others are piloting the exercise either within parts of the district or in specific theme areas. Boxes 5.23 – 5.27 give more detail on particular approaches.

### Box 5.22: Examples of mapping exercises

- A mapping project was devised in **Portsmouth** aiming to provide estimates of the amount of local government spending per head in the Heart of Portsmouth and Paulsgrove and Wymering and compare this with the average for the rest of the city. Environmental Health and Social Services piloted the exercise with a view to extending it to all services.
- **Wirral** has prepared a technical annex (not seen) with resource mapping information.
- **West Cornwall** gives headline figures for various recent and current programmes:
- **Islington** is mapping community development and outreach work.
- **Hartlepool** is finalising a database of voluntary and community activity in the NRS area and had calculated the value of the voluntary sector overall in the town.
- Work is in hand in **Blackburn** to map public spend.

- **West Cumbria** is conducting a pilot mapping exercise in Maryport.

#### **Box 5.23: Learning from good practice**

**Middlesbrough** had an initial mapping exercise underway following the methodology used to develop the West Middlesbrough NDC Delivery Plan which was cited as an example of good practice by the Government. The information sought is:

- spend per agency for staff and services per head of population in the neighbourhood;
- spend on buildings and facilities;
- spend per agency across Middlesbrough as a whole.

#### **Box 5.24: Developing GIS systems**

**Plymouth** shows current initiatives but states an intention to produce more detailed information through the GIS-based system, Plymouth Informed. This will take some time. In the meantime the proposal is to use a matrix for mapping resources showing:

- activity/service
- availability
- cost
- number of clients in target group
- current outcomes.

#### **Box 5.25: Calculating agency spend**

**Bristol** states that calculating how much agencies spend in the neighbourhoods is part of the baseline data required. Issues being considered are:

- practical details of identifying geographic patterns of spending from agencies
- resolving different accounting procedures
- assessing the impact of city-wide, regional and national services
- how to judge whether an increase in spend is good or bad
- the link with communities
- does the money 'stick' in the areas?

Other issues to consider:

- voluntary/community sector input
- the skill base in different areas
- accessibility of services
- volunteers and facilities.

#### **Box 5.26: Asset reviews**

**Salford** refers to mapping physical and community assets as 'at a relatively early stage. However, the process of asset positioning and sharing is recognised as a significant step towards more efficient working practices and improving service provision.' Partners including local authority, police, Benefits Agency, healthcare providers, have formed a working group.

- Local authority piloting a more detailed area based review in Irlam and Cadishead as part of its annual asset management plan;
- Recent rationalisation of sites following a Best Value review generated an expected annual maintenance savings of £500,000;

- Health service has mapped assets through SHIFT & LIFT programmes;
- Salford Council are mapping community resources across the city to identify gaps.

### Box 5.27: Neighbourhood profiles

**Wolverhampton's** neighbourhood profiles include an analysis of policy and investment in each neighbourhood:

- facilities and services available;
- existing community structures;
- past, present and planned investment;
- initiatives in the neighbourhood.

These will be strengthened through a more detailed audit of existing resources deployed within priority neighbourhoods.

## 6. TRANSLATION OF STRATEGY INTO ACTION

6.1 The LNRSs examined in this study were at different stages of development. This chapter looks at how far they had advanced in turning strategies into action plans. It reviews the extent to which activities have been identified, delivery mechanisms established and targets have been set against baselines. It further examines the potential for embedding neighbourhood renewal in mainstream services.

### Desired outcomes

6.2 The outcomes that are being sought through neighbourhood renewal often remain implicit in the strategies. There may be reference to reducing the gap between target neighbourhoods and the rest of the country (Mansfield). 'Measurable improvement' in theme areas or 'identifiable changes' may be sought, or a contribution to the priorities in the Community Strategy (Coventry). Sometimes the desired outcomes are an amplification of the vision, giving greater detail about raising standards (Bristol).

### Box 6.1: Desired outcomes

As well as the desired outcomes in each theme area, **Knowsley LNRS** refers to 3 priorities identified at a specially convened Knowsley Partnership Conference on the LNRS. In addition to education and training attainment and employment opportunities, the main concern was social responsibility, that is: 'local people, communities, businesses and other agencies taking responsibility for their actions and the effect they have on others'.

In **Wakefield**, outcomes come out of the vision of building stronger neighbourhood communities:

- Tackle inequalities both geographic and between groups;
- Develop cohesive communities;
- Improve incomes;
- Ensure a safe environment for all;
- Decent housing for all in pleasant environments;
- Good, affordable, accessible local public and community transport systems;
- Excellent public services at the neighbourhood level;
- Pollution-free, sustainable environments;
- Good local infrastructures;
- Lifelong educational opportunities for all.

In **Southwark** the LNRS ambitions are to:

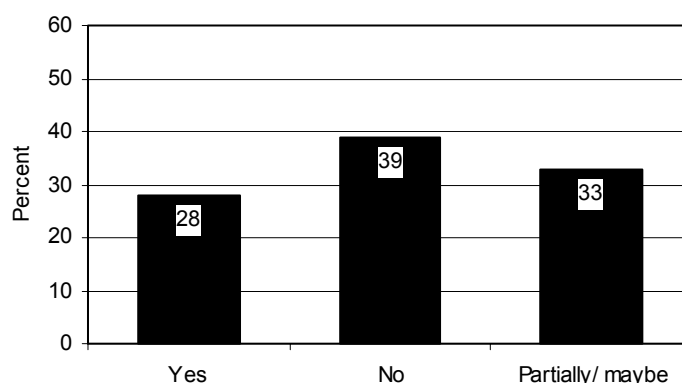
- achieve better material prosperity and an improved quality of life for those in the borough who live on less than two thirds average earnings;
- close the quality of life gap between those living in the most deprived neighbourhoods and the average for Southwark and the country as a whole;
- be a place where local people want to live, where they feel safe and where they value and nurture good neighbourliness and cultural diversity;
- be a place where local people are satisfied with the services they receive and where those services actively contribute to improving their lives.

In **Westminster** the concern is to break the cycle of disadvantage for vulnerable families and promote the well-being of vulnerable young people and ensure that they reach their full potential.

### Overall action plan

6.3 Most LNRSs have reached the stage of developing a broad strategic framework. Beyond that, progress is very varied. Many have not got as far as action plans at any level (Figure 6.1). They are therefore weak on deliverables, specifying who will be doing what for whom. Middlesbrough, for example, promises a plan ‘to be produced later in the year to set out who will do what, by when, with what resources, and to produce what benefits’. St Helens’ LNRS is still very much a strategy options document rather than a detailed Action Plan. Where actions are specified, there is seldom much about how or why the actions proposed will reverse trends or contribute to meeting targets.

**Figure 6.1: Proportion of LNRSs providing an overall action plan**



6.4 Sometimes the strategy includes steps en route to an Action Plan. Wakefield’s LNRS is an action plan for the first year that identifies key actions, many of which relate to processes to take planning and implementation forward, beginning with working with local people to define the priority areas. Birmingham gives key strands as:

- establishing effective area partnerships within the city;
- targeting priority neighbourhoods more clearly;
- developing the neighbourhood information base;
- building the capacity for neighbourhood led renewal and neighbourhood management.

6.5 A few identify in broad terms the steps towards delivering their strategy. For example, Stoke has a three pronged process:

- changing service providers' policies;
- infrastructure programmes as 'cogs' – knowledge, capacity, skills, partnership, resources and monitoring;
- actions at corporate and local level arising out of the above.

6.6 Burnley has an Action Plan structured around 8 strategic objectives, though these are not introduced nor their selection explained. Its proposals are fairly tentative and funding mechanisms seemingly unconfirmed. Boxes 6.2 – 6.7 illustrate different stages of progress in other areas.

**Box 6.2:** In **Leeds**, key tasks and actions for partners are listed with milestones:

- Targeting: developing and maintaining a targeting framework;
- Interpreting and prioritising: agreeing how and when targeted neighbourhoods could be most effectively supported;
- Committing resources and investment: mapping the resources going into targeted neighbourhoods and agreeing how they might be deployed and managed more effectively;
- Communicating the strategy;
- Evaluating and learning.

**Box 6.3:** In **Bristol**, early areas of work are to:

- set targets;
- change the way existing services work;
- introduce new or expand existing services where appropriate;
- join up services – for example, through co-location;
- pilot neighbourhood management principles;
- consider the most effective use of assets;
- rationalise activity;
- bid for new money/explore flexibilities with government;
- implement a skills and knowledge programme.

**Box 6.4:** **Newcastle's** Action Plan for 2002/03 focuses mainly on strategic development:

- management and co-ordination;
- developing the strategy;
- consultation;
- developing and piloting good practice;
- auditing the resources.

**Box 6.5:** **Pendle** sets out an action plan under strategic objectives, detailing for each:

- problems/issues;
- current activity and planned activity in relation to each problem/issue;
- whose responsibility it is;
- funding source;
- targets;
- timescales.

**Box 6.6:** **Camden's** LNRS contains detailed thematic action plans which identify:

- operational objectives;
- actions and initiatives;

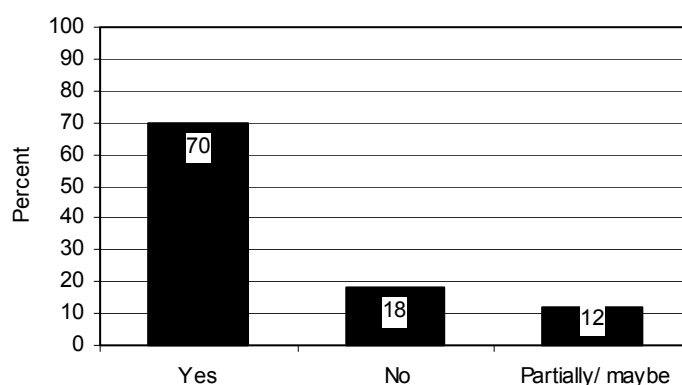
- target outcomes;
- baseline information;
- linkages/mechanisms;
- lead/key agencies.

**Box 6.7:** Bradford Vision’s plan as part of its Community Strategy details how it will meet the floor targets and gives a three year timetable for taking neighbourhood renewal forward. These are necessarily incomplete in the absence of neighbourhood action plans.

### Identification of activities by theme

6.7 Some of the theme activities are covered earlier in the ‘policy themes’ section (paragraphs 4.41-4.60). Again there is variable progress and coverage. The lack of progress on action plans sometimes means that little is specified. On the other hand, some theme activities are often noted even though they are either still at a high level of generality or not organised into an overall plan (Figure 6.2). Sometimes, activities being funded by NRF are mentioned but again without necessarily showing how they fit within any wider plan (Box 6.8).

**Figure 6.2: Proportion of LNRSs providing thematic action plans**



### Box 6.8: Thematic activities funded by NRF

Although it had no overall action plan, **Lambeth** identifies some activities under every theme for NRF spend which also part-funds a Neighbourhood Renewal Co-ordinator and Community Development Co-ordinator and the appointment of an LSP Manager and a Senior Policy and Statistics Analyst.

**Westminster** had identified a variety of projects although there is no full Action Plan. They include neighbourhood wardens and other projects associated with improving the environment and security; projects targeting young people; a benefit take-up campaign and an audit of ethnic minority needs.

6.8 Box 6.9 illustrates something of the broad spectrum of activities.

### Box 6.9: Wide ranging thematic activities

**Islington** identifies actions under the five main policy themes plus the environment and sustainability. The ‘Business, jobs and training’ heading included mentoring and advisers schemes to develop family learning and support individuals in LNRS target groups; developing ILM schemes; developing

systems for converting overseas qualifications; researching why employers think children and young people are not being prepared for work.

There is an ICT focus in **Portsmouth** that is being used to address inequality and isolation issues by increasing the proportion of people participating in courses/social life, increasing the proportion of employed people with formal qualifications, increasing levels of inter-generational contact and increasing the proportion of people buying from local businesses and booking appointment/repairs on-line.

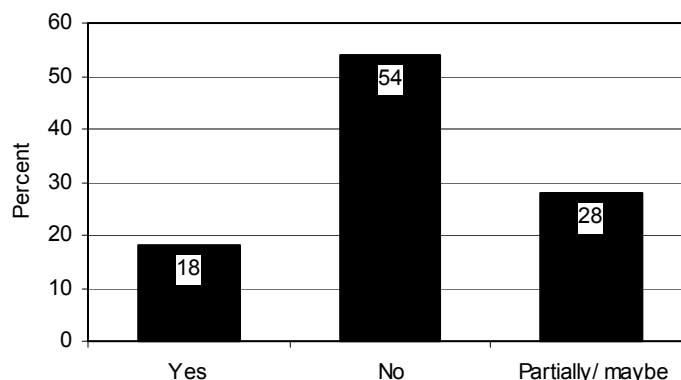
**Derby** is unusual in going beyond the usual range of issues to note the relevance of traffic and transport, urban design and neighbourhood character, open space and land use.

### Neighbourhood/ward action plans

6.9 Progress on neighbourhood action plans is generally even less advanced (Figure 6.3). However, although not yet produced in many areas, the process of developing them is being used as a means of working in partnership with agencies and communities (for example, Coventry).

- In Hastings, community forums, local service providers and voluntary groups will be brought together to work in a Ward/Neighbourhood Partnership that will develop detailed action plans.
- In Plymouth, Project Cycle Management is to be used to develop solutions.
- Nottingham plan to use Area Committees to prepare LNRS Action Plans. It stresses that the LNRS is a framework document that does not seek to prescribe detailed interventions for individual areas, which ought to be developed locally.
- In Newham, the Neighbourhood Facilitation Team is working with local people and service providers to develop a detailed plan for each Forum, which will set out needs, a vision for change and the actions to be taken.
- In Lambeth, local forums in the two targeted areas have devised action plans identifying short, medium and long term interventions.

**Figure 6.3: Proportion of LNRSs providing neighbourhood/ward action plans**



6.10 Box 6.10 shows the way that the Rochdale partnership intends to produce its plans. This reflects the broad approach that many others seemed to be adopting.

#### **Box 6.10 Developing neighbourhood action plans**

**Rochdale** specified tasks for developing neighbourhood action plans to identify:

- multi-agency and resident forums and review them
- lead agency
- main stakeholders
- how much time and money organisations spend in the area
- what assets exist
- key issues from baseline data
- how to engage local groups
- timeframe needed to deliver Plan
- local targets
- possible ‘quick wins’
- changes local people and agencies want to see happen
- training and development needs
- examples of good practice, locally, regionally and nationally
- what are residents doing that can be built on?
- how Plan can build on existing work and strategies
- services provided locally and how to work together
- how to join up services
- changes to way services are delivered
- how to sustain changes; and
- ensure all stakeholders are signed up to targets and changes; set up a transparent method of reviewing progress; identify an annual process of reviewing and setting new priorities or issues; feed into Borough’s NRS.

6.11 Box 6.11 gives examples of planned formats for Neighbourhood Action Plans.

#### **Box 6.11: Proposed Neighbourhood Action Plan formats**

##### **Plymouth**

Annex E gives a template for Local Neighbourhood Actions Plans (LNAPs) with eight main headings, all supported by sub headings:

- Introduction Background
- Policy Context
- Preparing the ground
- Defining the neighbourhood
- The Issues and Problems
- Towards Solutions
- Action Plan
- Forward Plan

##### **Bristol**

The LNRS stipulates that when produced the neighbourhood plans should have a common format but with the flexibility to respond to local variation. All must contain:

- current baseline data
- actions required to meet local aspirations
- clear targets
- timed actions to achieve change
- funding sources
- accountable organisations listed
- monitoring arrangements.

6.12 Box 6.12 illustrates rules laid down by residents in Middlesbrough to ensure that plans would be clear and specific, consistent with the overall area plan but also tailored to the individual neighbourhood.

#### **Box 6.12: Resident views on Neighbourhood Action Plans**

In **Middlesbrough** residents agreed basic rules for plans:

- be as short as possible and easy to understand;
- contain annual actions and targets;
- explain how they will be reviewed and evaluated;
- be a clear statement of the priorities of that neighbourhood in the short, medium and long term;
- state who is responsible for the actions;
- have actions which are costed and funding sources identified;
- make clear who is accountable for making sure that plans are delivered;
- plans should follow the themes of the Community Strategy and use similar measurements.

Each plan to outline unique features of the neighbourhood, but to have a common framework (Annex 3):

- purpose of a neighbourhood plan;
- consultation and engagement;
- neighbourhood profile (links to CR, BVPP etc);
- neighbourhood facilities;
- neighbourhood priorities (high, medium, low);
- mapping of resources;
- key stakeholders, management & governance;
- annual action plan;
- management skills and capacity training;
- arrangements for monitoring & evaluation;
- resources/sustainability mapping.

6.13 Some areas have begun developing neighbourhood plans. Brent includes a sample neighbourhood plan in its strategy to serve as a model for others.

#### **Box 6.13: Neighbourhood Action Plans**

**Tameside** already had action plans for its initial priority areas; others were to be developed once the areas were identified. Neighbourhood action plans were to be developed in year 2 for the following themes which were also priorities for NRF spend:

- youth inclusion
- access to employment
- neighbourhood management
- strategic analysis for priority neighbourhoods.

In **Liverpool**, in addition to five Cluster Partnership Plans, there are 20 individual Neighbourhood Action Plans (plus the Kensington NDC Action Plan) The stated role of Kensington NDC in relation to the LNRS was to pilot a range of innovative initiatives for rolling out to the rest of the city. There is a proposal to develop 'neighbourhood barometers' to enable NRA communities to assess progress against the targets in the plans.

6.14 Some strategies give a role to piloting. In areas with a New Deal for Communities initiative, this is often seen as a model. Some partnerships are already piloting or planning to pilot neighbourhood management approaches.

#### Box 6.14: Neighbourhood management:

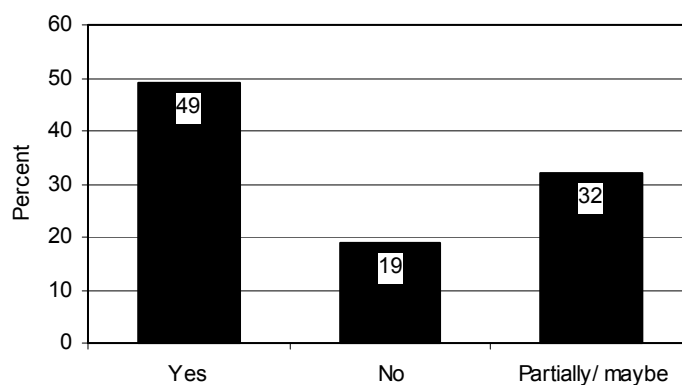
- In **Kirklees**, valuable lessons are being learnt from the Dewsbury West Neighbourhood Management Pathfinder about the benefits of community-led neighbourhood management aspects of which it is hoped to introduce to other parts of Kirklees. Similarly, early indications are that neighbourhood wardens can have a significant impact on neighbourhood renewal by making areas less vulnerable to the spiral of deprivation, and this approach is being included in some neighbourhood action plans.
- **Salford** is piloting new ways of working using the concept of neighbourhood management in two of its regeneration areas.
- **Nottingham** also underlines its belief in the principles of neighbourhood management to involve local people to work with partners to deliver services in a more joined up way.
- **Derby** plans to use a neighbourhood management approach with multi-agency involvement.
- neighbourhood management teams are to be developed in **Mansfield** which will also be the basis for joint action and an important mechanism for community engagement.
- neighbourhood management pilots are seen as important in **Bradford**.
- **Barrow** recognise neighbourhood management as a potentially valuable tool and is proposing to take this forward in Round 2 when community-based structures are more developed.

#### Neighbourhood/ward baselines

6.15 There is evident awareness of the need for baseline data to provide a rationale for targeting NRF and other resources as well as establishing a start position in order to track change and monitor and evaluate progress.

6.16 It is inevitable that very often the baselines for the targeted areas remain to be developed (Figure 6.4). Although there is often a wealth of background material, it does not necessarily constitute a baseline. First, many partnerships have yet to delineate the priority neighbourhoods. Secondly, where they are defined they often do not correspond to normal data collection boundaries. Nevertheless, partnerships invariably intend to develop or strengthen the baselines.

Figure 6.4: Proportion of LNRSs providing neighbourhood/ward baselines



6.17 In a few cases the process has been taken further. In Kirklees, the data profiles for each priority cluster directly inform the proposed actions. Sometimes only brief descriptions are given in the LNRS itself, but reference is made to more detailed profiles. For example, the Bristol LNRS mentions their availability on a website or from the office.

#### **Box 6.15: Baselines**

In **Brighton and Hove**, a Common Database Partnership is charged with developing the baselines. This is an NRF funded project, the results of which should eventually be available to the public via a website.

In **Plymouth**, the positions of the 8 wards are shown against a list of quantitative and qualitative indicators/targets in an Annex which also gives:

- Plymouth/England benchmarks
- the main strategies, plans, organisations and projects
- future strategies, plans, organisations and projects
- lead agencies/key partners/contractors.

### **Mainstreaming**

6.18 Mainstreaming is often mentioned (Box 6.16). Although it is rarely defined, common elements can be discerned:

- changing the way services are delivered;
- increasing the targeting of those most in need;
- bending main budgets – although some would argue that ‘bending’ is not sufficient; rather a total recasting of expenditure is needed (Stoke).

6.19 As is the case in relation to many areas of planning, movement on mainstreaming remains more aspirational than achieved. Many strategies mention building aims and targets into partners’ strategic and service plans in order to mainstream neighbourhood renewal. Many also aim to change the way that organisations – especially local authorities – work, including the delivery of better core services in priority neighbourhoods (for example, Coventry). There is a commitment in Hastings to question current service delivery practices and identify new ways of addressing deprivation through mainstream services. The incorporation of targets by service providers is seen as critical to achieving this sort of change.

6.20 The proportion of the population covered by the priority wards differs markedly across different areas. Where the proportion is high, this is of course reflected in the allocation of NRF. However, in other ways, developing a neighbourhood renewal strategy represents a significantly more difficult task particularly in relation to bending mainstream spend and activity. The Barnsley LNRS underlines this. The Liverpool LNRS notes that the city is one of only seven areas with a ratio of deprived to ‘better’ areas of 70:30. “Hence re-directing mainstream spend ... is not a realistic option – although there is scope for exploring more effective use of the available resources, including identifying flexibilities which might enable the city to stretch its public resource base to make it equal to the task.” The difficulty of the task of developing a model tailored to the needs and circumstances of the city is also seen to affect how long the process will take which, in Liverpool’s case, is estimated to be at least two years.

#### **Box 6.16: Mainstreaming**

- In **Bristol**, the concept of bending mainstream funding is said to be key and defined as: ‘The drawing together of multi-agency teams, skills and budgets to address key economic, social and environmental issues by re-focusing mainstream services in response to unmet local need’.
- **Enfield** is in the process of introducing mechanisms to ensure mainstream services are targeting NRF interventions.
- Mainstreaming is still at a developmental stage in **Wirral** and links with work to establish LPSAs. However, the mapping that has taken place and the formation of a Corporate Research Co-ordination Group to develop better intelligence on service activity underlines that the issue is seen as integral to the LNRS.
- **North Tyneside** is at a very early stage in looking at adjustments to service delivery but intends to set up a small number of pilot schemes encouraging inter-agency working.
- In **Waltham Forest**, there is a proposal to establish neighbourhood management teams using year 3 NRF with the aim of changing mainstream service provision.
- **Wandsworth** LNRS notes a tradition in the Borough of mainstreaming regeneration principles in everyday service planning and delivery. The LSP recognises constraints on bending mainstream spend and has decided to focus upon money that is deprivation linked or where there is some local freedom to target. The LNRS gives details of such ‘bendable’ mainstream expenditure in the targeted areas for crime, education, unemployment, health, housing and environment.
- **Westminster** City Partnership is undertaking work to build its capacity to direct mainstream resources to address disadvantage. For instance, a Local Area Study and Partnership Audit results will be a baseline for mainstreaming and be used to devise more co-ordinated partnership planning systems.
- **St Helens’** LNRS argues that neighbourhood agreements between the community and service providers should be put in place.
- Although much work had been done in **Derwentside** to review partners’ spend and activities, there is little in the LNRS to suggest how changes might be made: “the specifics of the actions will be determined through detailed discussions to agree budgets and proposed delivery with relevant individuals within service organisations, taking into account the impact of such actions on other parts of the district and the county”.
- **Southwark** sees embedding the LNRS in mainstream activity as one of the keys to success, but recognises that mainstream services are fully stretched and that it will take time to identify how to use resources more effectively and to achieve the greater co-operation that would bring benefits from economies of scale or adding value. Mapping resources going into neighbourhoods is a first step.
- In **Lewisham**, mainstreaming is implicit in the strategy and taken as a given, but no formal strategic priorities, actions or delivery mechanisms are stated.
- In **Sandwell**, agencies are to demonstrate in their plans and strategies how actions and resources will be targeted to ‘narrow the gap’.
- **Plymouth** states that, rather than a piecemeal approach, the need is for consistent action across all priority areas, which places firm responsibility on service providers to demonstrate how they are changing the scale, nature or form of provision in the target areas.
- In **Sheffield**, only education and social services are explicitly cited as areas of mainstream provision that would contribute to neighbourhood renewal.
- In **Barking and Dagenham**, during the development of the strategy, ideas were appraised to ensure that organisations had joined up their proposals, taken account of existing activity of different themes and shown how they were bending mainstream funding.
- Public agencies in **Croydon** are committed to jointly review their policies, change spending patterns and innovate in areas of mainstream services, beginning with a pilot project in North West Croydon.
- In **Kensington and Chelsea**, most actions planned for the two target areas represent a commitment from partners to focus or bend their services to meet a local need. The expected LPSAs are to be focused on these areas as a means of making mainstream services more effective. Examples include: streetscape improvements, transport improvements, making libraries and leisure facilities more accessible.

- In **Hackney**, improved financial corporate management is expected to facilitate the Council bending mainstream resources towards regeneration priorities.
- In **Dudley**, one of the roles of the priority neighbourhood manager is to work with partners to provide more effective access to existing services, to get partners to work in a more co-ordinated way and persuade agencies to redirect existing funds to meet specific local needs.
- In **Great Yarmouth**, there is a signed commitment from chief officers of all the main agencies to tackle problems by deploying mainstream services to maximum effect around the core theme of tackling inequality.
- In **Portsmouth**, the LNRS draws heavily on SRB Rounds 5 and 6, which use an approach based upon broad outcomes that relies much more significantly upon contributions by mainstream services rather than on one off grant regimes.
- In **Southampton**, a core LNRS aspiration is to make better use of mainstream funds by refocusing mainstream programmes. Only one example is given: the Sure Start programme in Weston has successfully redirected mainstream funds, which is an additional reason for making this a pilot area.

**Box 6.17:** Mainstreaming is the main focus of the **Preston** strategy. Consequently, “NR should aim to improve service delivery outcomes primarily through *better spending, better partnerships and better information*”. It is argued that mainstream bending can be achieved in 3 different ways:

- Funding can be directed towards specific areas where it is justified;
- A public service can be reshaped to better meet new community needs;
- Public services can tackle problems by working together more effectively.

An audit of resources found that public sector funding was being used to support people in poverty rather than to address the causes of poverty and help them out of the poverty trap. Acknowledging the criticisms of PAT 17 that public services work in silos, the Strategy sees it as vital that agencies and departments find new ways of working together.

Despite the obvious importance placed on mainstreaming, little progress seems to have been made beyond assessing the current situation. But a series of proposed actions are set out:

- map common priorities and areas of work;
- multi-agency teams and pooled budgets to tackle crosscutting issues;
- contracting out of service delivery to voluntary and community organisations where effective;
- map organisational resources and facilities and identify opportunities for joint use.

**Box 6.18:** The discussion of mainstreaming in the **Hartlepool** LNRS underlines that delivery of the strategy depended upon bending mainstream resources and using them more efficiently. It notes that there had already been some shifts:

- especially of Council resources because of the need to match ABI funding;
- a managed shift of resources in Education and, to a lesser extent, Social Services.

But the constraints on bending are also indicated:

- scope was limited by the extent of deprivation;
- the limits on discretion in spending funds allocated on the basis of national prescribed formulae.

**Box 6.19:** In **Redcar and Cleveland**, although mainstreaming is only discussed in the future tense, there is a clear vision of what needs to be done next:

- audit existing provision at neighbourhood level;
- audit existing community groups and leaders;

- audit existing resources;
- join up funding streams;
- audit statutory and non-statutory plans;
- bring together neighbourhoods' main players.

**Box 6.20:** Sunderland's theme of 'service integration' has four key priorities:

- Integration of services at a strategic / city-wide level – more co-ordinated planning and delivery of services against new, more customer-focused standards in terms of quality and geographical coverage.
- Service integration at neighbourhood level – ensuring that neighbourhood services (e.g. street cleaning, refuse collection, grounds maintenance) are responsive, co-ordinated and complete in coverage.
- City Centre Service Integration – reviewing the effectiveness of delivery of public sector services to City centre users and businesses.
- Area Based Initiatives Review – the rationalisation of special-funded programmes, plans and delivery arrangements.

**Box 6.21:** Wansbeck has a detailed *Proposed Joined-Up Service Plan* which gives information on the following under theme headings:

- objectives
- actions
- responsible organisations (and contact)
- community involvement
- outcomes/impacts
- performance measures,
- cost and funding sources;
- timetable/duration.

**Box 6.22:** Rochdale is focusing on four main areas to understand mainstreaming better and how it can be applied locally:

- Sure Start proposal to DfES for extra resources to (i) undertake a multi-disciplinary training programme; (ii) set up information sharing systems; and (iii) combine services in existing settings.
- Home Improvement Agency is piloting issues relating to mainstreaming focusing on preventative work (home improvements) impacting on different agencies. The pilot will try to redefine and broaden understanding of mainstreaming, develop common approaches and methods of measuring the impact of preventative interventions and their financial benefit and look for better working practices and sustainable funding through reconfigured mainstream budgets.
- Community Management project on two estates facing high turnover and problems: work underway to determine the cost effectiveness of preventative measures so that reconfiguring mainstream budgets can be considered.
- Review of existing good practice planned to be used to inform the direction of mainstreaming work.

**Box 6.23:** Mainstreaming is not covered very explicitly in the Salford LNRS but because the overall strategy is so thematic and reliant on policy specific strategies, many of the actions would appear to be ones that would be part of main programmes. Examples:

- Educational development plan;
- establishment of arms length housing management company to separate strategic from operational management;

- programme of change in Community and Social Services Directorate to achieve a better fit for delivery & meeting needs; development of joint health and social services; HImP.

**Box 6.24: Blackburn** is making moves towards co-ordinated service delivery:

- Council has identified 18 neighbourhood areas;
- Police have established same areas for Neighbourhood Beat officers;
- PCT has established 4 Neighbourhood Areas supporting the cluster defined by Council.
- 6 Community Regeneration Zones piloting the approach.

**Box 6.25: Camden** explains the different ways of bending mainstream services (and gives examples of activity already underway in each of these areas):

- re-allocating resources;
- reshaping services;
- improving access to services;
- changing corporate policies.

**Box 6.26: In Tower Hamlets**, initiatives will have to:

- specify clear links with other funding streams, including mainstream services;
- demonstrate how they could provide LSP partners with more effective ways of planning and delivering services together using shared mainstream allocations;
- seek to innovate around service design and delivery and have a clear aim that partners will incorporate such innovation to change the way they use their mainstream allocations.

**Box 6.27: Brent** strategy aims for step changes in attitudes towards refocusing and redirecting service provision to maximise its impact and recognises this requires more imaginative and difficult ways of finding the necessary financial and managerial resources, including:

- freeing restrictions on existing mainstream expenditure by negotiating freedoms and flexibilities with government, for example, through PSAs;
- concentrating efforts on scrutinising existing expenditure in an area and considering ways of re-profiling, enhancing or pump-priming this to achieve maximum impact, for example, through the Best Value process.

**Box 6.28: Sandwell** stresses activities to promote better management of services at neighbourhood level which could be considered as steps towards mainstreaming:

- organisational and workforce culture change;
- integrating local information and delivery access points for services;
- improving quality of service and democratic renewal.

**Box 6.29: In Leeds**, one of the building blocks is to ensure that services are delivered to a minimum standard through, for example:

- a comprehensive range of floor targets setting minimum standards;
- the application of PSA targets at city wide and neighbourhood level;
- targets covering policy themes in the most disadvantaged neighbourhoods.

6.21 One of the clearest examples of commitment to a more integrated and mainstream approach to tackling deprivation is where agencies are trying to align their operational areas. Box 6.30 gives two examples of this happening.

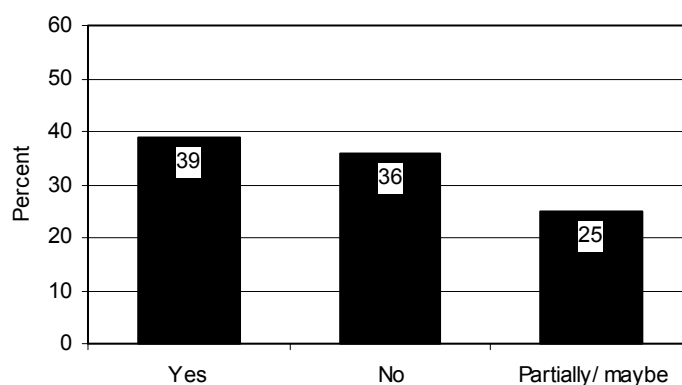
**Box 6.30: Aligning operational areas**

In **South Tyneside**, Northumbria Police reorganised the Area Command to have Community Beat Managers and Inspectors for each Community Area Forum area, facilitating more effective inter-agency co-operation. A formal protocol between the Police, the Council's Neighbourhood wardens and Area Housing Management Teams is also helping to address a range of problems. (It is also noteworthy that one of South Tyneside's appendices on *Neighbourhood Renewal – Background*, includes the Audit Commission's definitions of mainstreaming.)

In **Salford**, the Police and PCT have harmonised their service delivery areas to fit community committee boundaries. Each area has a Neighbourhood Co-ordination Team responsible for bringing agencies together.

**Lead agencies**

6.22 Over a third of strategies omit to specify lead agencies altogether (Figure 6.5), even in cases where actions are being specified. In other documents, reference is made to leadership of different sorts and at different levels as Box 6.31 shows.

**Figure 6.5: Proportion of LNRSs identifying lead agencies****Box 6.31: Lead agencies**

**Islington** specifies lead agencies for the activities presented under its Action Plan themes.

**Hammersmith and Fulham** matches areas of activity/targets to the mainstream agencies responsible for them but also notes the need to develop new delivery pathways.

**Wandsworth** indicates those responsible for existing and proposed initiatives.

In **Wakefield**, a lead agency is always specified for key actions.

**Tower Hamlets** is working through Community Plan Action Groups:

- Living safely – Borough Commander
- Living Well – CE, PCT
- Creating and sharing prosperity – Business representative
- Learning achievement and leisure – CE, LB Tower Hamlets

- Young People – CE, LB Tower Hamlets

In **Hartlepool**, theme partnerships – some newly created – are to provide an overarching management role in achieving NRS targets.

In **Blackpool**, the LSP is the agency through which all activity is managed. It has set up a Neighbourhood Renewal Panel to drive LNRS delivery forward. The LSP is encouraging partners to act as brokers to promote neighbourhood renewal in the sectors they represent. It is also considering adding the role of Commissioner for Neighbourhood Renewal to the portfolio of one of its elected members to broker contributions towards the LNRS at a strategic level across the Council's services and co-ordinate feedback from ward councillors as members of Local Neighbourhood Partnerships.

**Sefton**'s strategy identifies 'lead partners' for 'overall measurable outcomes, principally the existing LSP thematic groups plus the Crime and Disorder Reduction Partnership, the Strategic Children and Young People Partnership, Sure Start, the Children's Fund and the HIMP Executive. However, the LNRS recognises that lead organisations remained to be identified for the action priorities.

**Tameside** identifies different levels of implementation including thematic partnerships and area regeneration partnerships and there was a proposal to appoint 'neighbourhood champions' from partner agencies.

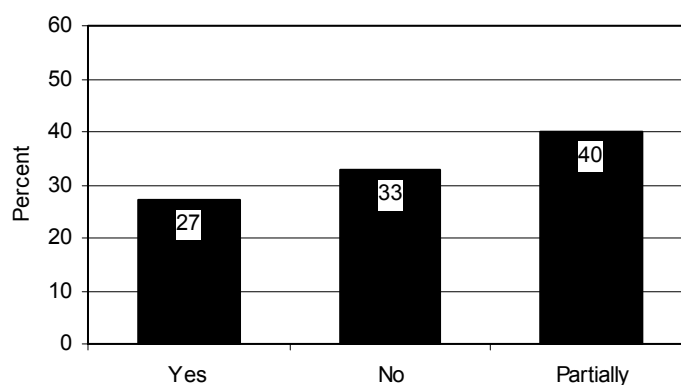
**Wirral** has 'sector champions' from the thematic partnerships for each of the Community Strategy's 7 strategic themes.

**Derby** has neighbourhood co-ordinators based in the Council's Area and Neighbourhood Team.

**Leeds** is forming District Partnerships to reflect the area committees being considered by the City Council and conforming to the boundaries of the PCTs and to emulate the level of partnership working achieved in the Leeds Initiative (LSP).

6.23 Linked with the identification of lead agencies is the question of delivery mechanisms. Again, the lack of action plans makes it unsurprising that there is often a lack of detailed discussion of delivery pathways (Figure 6.6). There is often an assumption that the relevant agencies will deliver on floor targets. There are also some references to pilot approaches such as neighbourhood management (see Box 6.14), but it is sometimes evident that there is quite a long way to go to put delivery infrastructure in place.

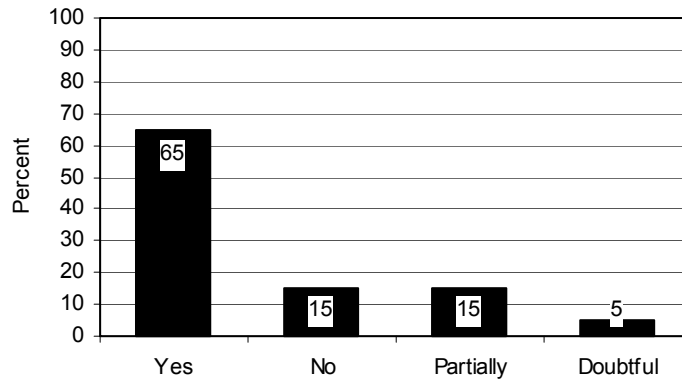
**Figure 6.6: Proportion of LNRSs identifying delivery pathways**



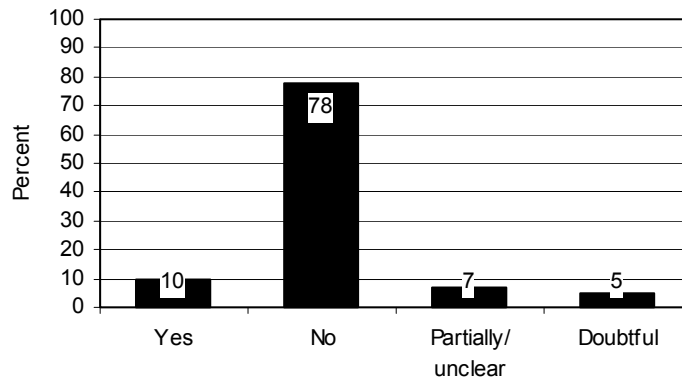
### Targets and performance indicators

6.24 As many places are at such an early stage in developing their strategies and action plans, their targets tend to be very general. There are seldom neighbourhood specific ones, and performance indicators are largely non-existent (Figures 6.7 – 6.10).

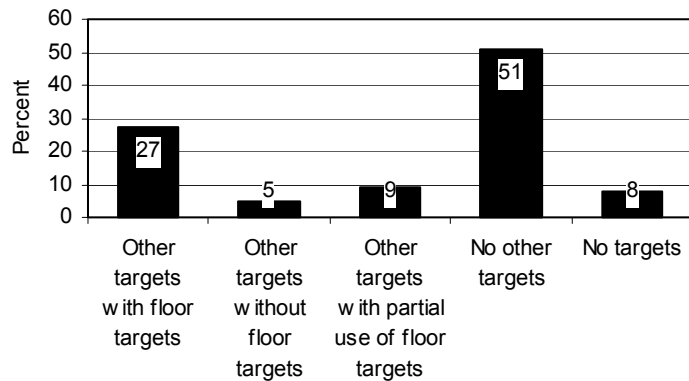
**Figure 6.7: Proportion of LNRSs using floor targets**



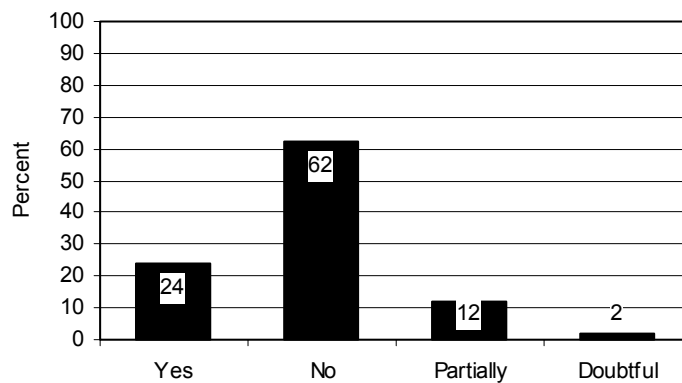
**Figure 6.8: Proportion of LNRSs using Local Public Service Agreements**



**Figure 6.9: Proportion of LNRSs using targets other than floor targets and Local Public Service Agreements**



**Figure 6.10: Proportion of LNRSs using performance indicators**



6.25 Wear Valley is unusual in referring to the need for specific, measurable, achievable, realistic, time limited (SMART) targets, although it is acknowledged that there are insufficient baseline data to guarantee that all their targets could be SMART.

6.26 The targets most frequently used are floor targets (Box 6.32). In some cases, mention is made of developing more place specific ones (Box 6.33) or of linking with the stretched LPSAs (Box 6.34). Sometimes there is a perceived challenge to find ways of achieving the LPSA targets for the city as a whole and, at the same time, making accelerated improvements in the poorest neighbourhoods (Nottingham).

#### **Box 6.32: Floor targets**

- In **Wansbeck**, floor targets are said to be a key driver, but it is difficult to ascertain how far the measures outlined would help towards meeting them. In addition, a few quantitative local targets are set.
- In **Sunderland**, targets based on floor targets and PSAs are set for each strategic priority NRF floor targets are listed as are the 12 LPSA targets to which the City has signed up. Details are given of the 15 PSA performance targets and the interim milestones attached to each. The NRS

will not contribute to meeting all LPSAs. As baselines are finalised, targets will be revised and additional ones, set locally, imposed.

- **Redcar and Cleveland** aspires to meet floor targets and derives a series of local targets from existing plans. But, as no baseline data are supplied, it is difficult to see how challenging these are or how far the strategy has the potential to meet them.
- In **Newcastle**, the strategy is geared to the floor targets plus 5-10 local targets for each theme in each of the three priority areas, tailored to the needs of the individual area.
- In **Bradford** the floor targets are signalled as the primary measure driving the strategy but the means of achieving them is built into the Community Strategy and it is difficult to determine the part the neighbourhood renewal measures will play. There is reference to the future development of PSAs based on the neighbourhood action plans.
- **Blackpool** puts a lot of stress on floor targets, but makes no links between specific commitments and individual targets. It seems that the LNRS as a whole is designed to set in train processes, projects and mechanisms that will contribute to target realisation.
- In **Hyndburn**, any contribution of the LNRS to floor targets is implicit. Most of the targets stipulated are locally derived, or the reader is referred to targets in other plans.

### Box 6.33: Associated targets

In **Bristol**, the LNRS is to link with (unspecified) targets in other strategies:

- Education Development Plan
- Economic regeneration Plan
- Crime and Disorder Strategy
- Tackling Health Inequalities Strategy
- Housing Strategy and Housing Revenue Account Business Plan.

In **Portsmouth**, a set of well-being indicators has been agreed for which the baseline data are to be compiled and updated annually. Its targets are largely based upon the outcome measures in the Community Plan and the actions needed to achieve them.

### Box 6.34: Links with the LPSA

In **Kirklees**, the LNRS was developed in parallel with the LPSA and focuses upon:

- narrowing the employment gap;
- improving the life chances for care leavers aged 19;
- improving health by reducing accidents and increasing physical activity;
- reducing burglary and anti-social behaviour;
- enabling young people to access housing and remain in their communities;
- improving the cleanliness of streets and open spaces.

6.27 Sometimes there is an intention to have a two-tier system of PIs: at a strategic level for each objective and at neighbourhood action plan level for each of the actions proposed. In one LNRS, targets are identified for the strategic indicators, but have yet to be developed for actions. One of the proposed activities is to develop a needs based service culture specifically focused on tackling and preventing social exclusion, incorporating:

- floor targets for core services;
- priority neighbourhood performance targets for core services;
- negotiate an appropriate LPSA in relation to the priority neighbourhoods.

**Box 6.35: Salford** LNRS uses an Early Warning System: a device for reflecting statistical changes in neighbourhoods. It works through the collation of a set of indicators that can be regularly updated.

Currently these are mainly at ward level, but the ultimate aim is to measure data at postcode level with regular monitoring feeding through to the Partnership and Council Monitoring Committees. By responding to early changes in an area profile, it will be possible to act preventatively to avoid more intensive programmes such as NDC in future.

The indicators are organised under the themes of the national floor targets but the framework reflects a number of strategic and national priorities:

- Salford's 6 Pledges;
- the 7 themes of the Community Plan;
- national floor targets;
- Best Value targets;
- LPSA targets.

A Neighbourhood Statistics Officer has been appointed to develop the Early Warning System.

6.28 Interim milestones – where mentioned – usually comprise dates for steps in the preparatory work and development of the strategy or action plan (Box 6.36). For example, Bristol gives target dates for developing the evaluation framework, the Learning and Skills Plan, the Neighbourhood Action Plans, thematic area targets, new ways of working, including neighbourhood management, resident and agency engagement.

#### **Box 6.36: Milestones**

**Lincoln:** Key milestones:

- mandatory use of sustainability checklist as part of project development and identification;
- training of sustainability champions.

**Hastings** includes capacity building targets:

- at least (%) of residents to play an active part in community activity;
- communities of interest to have representation at least in proportion to their numbers in the general population as defined by the 2001 Census;
- young people to have representation at least in proportion to their numbers in the general population as defined by the ONS.

Hastings also includes a target for better neighbourhood management:

- community forums to be actively involved and included in the decision making processes of service providers.

#### **Use of NRF**

6.29 Very few of the LNRSs appear funding driven. Newham, with its relatively high amount of NRF reflecting the extent of deprivation in the Borough, is an exception. However, Hammersmith and Fulham, one of the areas only receiving transitional funding, similarly bases its 3 year strategy very much around the use of NRF. Doncaster's LNRS is also very clear on how they will spend their NRF. In contrast, some such as Sefton and Barnsley do not discuss NRF spend at all. In other cases, there is acknowledgement that successful implementation of the strategy should not be dependent upon NRF even though it may have a vital role in:

- leveraging mainstream resources more effectively into deprived neighbourhoods; and
- providing resources for capacity building.

6.30 Many strategies make some mention either of how the year 1 grant was spent, their principles for its use or proposed criteria for future allocation. Box 6.37 illustrates different approaches.

#### **Box 6.37: Neighbourhood Renewal Fund**

In **Ealing**, one of the LNRS's principles is that NRF should have the primary purpose of facilitating the changes and shifts required in mainstream services to deliver improvements in the quality of life in the most deprived communities, piloting new approaches and helping to bend mainstream services.

In **Liverpool**:

- The focus in the first year of NRF was on quick wins.
- In the second year, it was a priority to develop commissioning frameworks and an appraisal process reflecting community priorities and agreeing indicative budgetary allocations for programme headings across the cluster areas.
- The intention in year 3 is to shift to direct procurement and commissioning to develop the desired 'bending the spend' approach.

A major focus is on young people in **Tower Hamlets** following consultation through the Local Area Partnerships which found that in all areas, people wanted more support for young people and an effective response to young people involved in anti-social behaviour.

In **Pendle**, NRF is used to fund various service enhancements for hard to reach groups.

In **Derwentside**, NRF projects are prioritised according to the following criteria:

- impact: contribution to floor targets;
- targeting: explicit focus on priority areas and where appropriate disadvantaged groups/areas within them;
- need: both for the NRF resource to effect the proposed changes and for the proposed changes themselves;
- partnerships – engagement of service providers and local communities in planning and delivery;
- sustainability – extent to which proposal will be able to continue beyond March 2004 without additional public funds.

**Barrow** criteria for NRF allocation:

- only for specified NR actions;
- contribute to impact targets;
- are demonstrably targeted at beneficiaries living in NRA;
- have the capacity to make lasting change;
- have an exit strategy and are sustainable;
- priority to be given to projects that use NRF to match existing funding or lever in other funds.

In **Camden**, it appears that each neighbourhood renewal area has an NRF allocation and can determine its spend locally.

The small amount of NRF in **Lincoln** means that the priority for the LSP is to establish what works and plan future changes to addressing the problems of deprived neighbourhoods accordingly. The Statement of Use combines projects that would bring early benefits with a range of programmes that involve an evaluation of new approaches. The action plan, therefore, features a significant element of evaluation as a prelude to setting new targets and objectives.

NRF seems to have been peripheral to forming the strategy in **West Cumbria**. It was decided to spread Allerdale's NRF across both boroughs, but the merging of funded and unfunded boroughs raised some dilemmas about the allocation of NRF to projects.

Priorities for NRF spend in **West Cornwall**:

- within identified neighbourhoods;
- to address social exclusion;
- to increase residents' life chances;
- to increase access to training and education;
- to increase economic opportunities of residents;
- for Cornwall Regeneration to continue to be secretariat for NRF and West Cornwall LSP for 2002/3;
- to provide an inclusive approach to meetings: childcare, time and length of meetings, clear language.

**Wolverhampton** has six neighbourhood management pilots and sees neighbourhood management as a means to change the whole way in which public services are delivered. NRF being used to fund these and other activities as 'a platform for change'.

6.31 There is recognition of the need to co-ordinate the use of NRF with other regeneration spending so there can be a consistent use of resources to address common priorities. In relation to other NRU funding, reference is made to:

- Community Empowerment Fund, Community Chests and Community Learning Chests;
- NDC (Birmingham, Luton, Southampton);
- Neighbourhood Management;
- Neighbourhood and street warden schemes.

6.32 In addition a range of non-NRU sources of funding are variously cited (Box 6.38) though it is not always clear precisely how these are to be brought into an integrated strategy.

**Box 6.38: Non-NRU resources**

- SRB
- European funding
- NOF
- Sure Start
- Action Team for Jobs
- Regeneration Zone
- Drugs Prevention
- Jobcentre Plus
- HMRF
- LIFT programmes

6.33 Reference to main budgets in the LNRSs tends to be more implicit than direct insofar as actions were cited that would require the use of main budgets.

## 7. STRUCTURES AND PROCESSES

### General

7.1 The structures and processes being used to develop and deliver LNRSs are critical to their effectiveness. It is therefore important to look at processes as well as the content of strategies, perhaps particularly as so many partnerships are at such an early stage in developing their strategies. Their structural arrangements, and plans for engagement, capacity building and developing skills and knowledge provide an indication of how well founded the work will be. In some cases, strategies appear to be primarily about developing structures and mechanisms (for example, Bradford).

### Decision-making structures

7.2 In almost all cases, the LSP produced the LNRS, but its role differed from place to place. Some strategies such as Dudley's highlight the role of the LSP. However, usually most of the formative work on the strategy took place in the wider partnership structures. The picture is one of delegation although the form this took varies just as the structures vary:

- In some cases, there is a neighbourhood renewal group as one of the thematic groups of the LSP as in Wolverhampton and Derby.
- In others, separate groups take responsibility for specific policy themes or strategic objectives. For example, Pendle's LSP has established Key Priority Groups to keep the LNRS under constant review.
- Also there are often local groups or forums to do the detailed work on neighbourhood plans. For instance, in Leeds there is clear delegation by the Leeds Initiative and its Neighbourhoods and Communities Partnership to District Partnerships.

#### Box 7.1: Decision making structures

**Tower Hamlets** Partnership comprises:

- 8 Local Area Partnerships: local people and organisations whose role is to identify local priorities and influence service delivery;
- 5 Community Plan Action Groups are cross sectoral groups charged with delivering joined up services as set out in the Community Plan;
- a cross-sectoral Partnership Management Group that administers and takes an overview of the key strategic and policy decisions.

**Croydon's** LSP Board owned the development and review of the Community Strategy, including neighbourhood renewal, but it is directly supervised by the cross sectoral Chief Officers' Group and a co-ordinated approach to neighbourhood renewal and implementation at borough-wide level came within the remit of the multi-agency Neighbourhood Renewal Strategy Group. Locally, neighbourhood partnerships comprising public, community and voluntary agencies are to develop neighbourhood plans and projects and influence service delivery supported by inter-agency groups.

**Liverpool** Partnership Group:

- NRA/Public Service Agreement Group responsible for overseeing the development and delivery of the LNRS and LPSAs;
- Strategic issue groups responsible for developing key themes within the Community Plan;
- Cluster Partnerships;
- Neighbourhood Renewal Areas.

In **Greenwich**, as well as the Public Service Forum of the LSP, bringing chief officers together, there is the Neighbourhood Renewal Champions Group composed of senior managers which is a sounding board for the strategy and its members feed back into their respective organisations.

In **Waltham Forest**, although the Roehampton Partnership was established by the LSP following Roehampton's designation as a priority area, the action plans for the other two priority areas are being taken forward by the LSP in close co-operation with the existing Town Centre and SRB Partnerships.

In **Redcar and Cleveland**, although the LNRS is said to be produced by the LSP, it is more characteristically a local authority document. It was written by the Social Policy officer and is clearly geared around the local authority, frequently focusing upon what the Council is currently doing and often making reference to 'the Council and its partners' rather than to the LSP.

In **Wakefield**, the LSP had given the responsibility for prioritising areas to its Social Forum which, in turn, delegated to the Community Empowerment Working Group the task of setting the criteria for selecting the appropriate neighbourhoods and then selecting the neighbourhoods themselves.

In **South Tyneside**, the LSP has overall responsibility but Community Area Forums provide the mechanism for co-ordinating local action. There is to be a wide-ranging review of their role, linking with Council and LSP exploration of options for area/neighbourhood management under local government modernisation

**Lewisham** LSP is leading the delivery of NRF through a sub-group of community and Council LSP members.

**Portsmouth** is developing Community Boards to encourage more constructive involvement by local people: each of the five has:

- 50% local residents and representatives of key agencies;
- 3 representatives on the LSP: 2 residents and 1 elected member;
- delegated authority to approve projects up to £50,000.

They were developing sub-groups and were increasingly a major consultee for local agencies.

**Hyndburn**'s LSP has overall responsibility for the LNRS; 8 themed Working Groups are responsible for the development and delivery of the strategy and accountable to the Hyndburn First Partnership Board.

**Easington** set up six Implementation Groups to develop service improvements in the designated theme areas – membership not specified.

**Halton** Strategic Partnership operates as a 'virtual organisation' with:

- Halton Partnership extending to the wider community – a broad based conference open to all;
- the Board, acting as a Board of directors supported by the Team which was currently being formed;
- Specialist Strategic Partnerships: one for each priority to assess need, develop delivery or commission delivery, performance manage;
- other bodies not yet formed but likely to be sector based/target group based/task based;
- Area Panels of the local authority that offer forums for dialogue and engagement.

7.3 As the Halton example shows, in some instances neighbourhood renewal and more effective service delivery at neighbourhood level are closely linked with new proposals for more devolved governance often with local area partnerships at the heart of this devolved system:

- In Birmingham, area partnerships are to take responsibility for all aspects of the LNRS, including implementation and NRF funding decisions;

- Nottingham is using Area Committees;
- In Islington, the Partnership is proposing a new framework for community empowerment that links with the Council's new Area Committee structure: strengthening community organisations and networks, and developing the role of the Area Committees that would promote neighbourhood management initiatives and facilitate liaison between local organisations and communities.
- Southwark Area Consultative Forums are being used as a basis for some decision making and for liaison between resident representatives and the LSP.

### Joint agency structures

7.4 It was hard to discern how far joint agency structures are emerging. They clearly exist at a strategic level, whether it is in the LSP structures themselves or the many associated thematic and area based partnerships. Sheffield First, for example, calls itself 'family of partnerships'. In addition, there are growing efforts to bring service providers together. In Kensington and Chelsea, the Neighbourhood Renewal Steering Group organises exchange events to bring service providers together across the Partnership. An increasing number of sub-groups are also being developed under the umbrella of LSPs. These take responsibility for tasks such as data sharing, monitoring and skills development. Wakefield's LSP, for example, has a Multi-Agency Information Group and a Learning Partnership.

7.5 Although joint agency groups are multiplying, it is difficult to establish how far these include multi-agency implementation/delivery teams. In its underpinning principle of partnership, Brent acknowledges that effective delivery of its strategy will require more far-reaching and complex partnership arrangements which will have to extend to joint service planning and budget arrangements. The Easington LNRS does not contain any explicit discussion of joint agency structures but it argues the need to identify 'beacons' or 'flagships' for service improvements that could combine major physical improvements with long term service delivery benefits. Examples of such beacons would be Joint Service Delivery Points, bringing together different service providers under one roof. In some instances, such as Coventry, mention is made of providing training and support to agency staff and communities to strengthen joint working whether at neighbourhood or city-wide levels.

7.6 Some partnerships have already been developing neighbourhood level teams (Box 7.2).

#### Box 7.2: Neighbourhood teams

- **Ashfield** has been developing multi-agency Neighbourhood Action Teams.
- In **Wakefield**, Community partnerships are bringing together stakeholders in the priority neighbourhoods to seek joined up solutions. These partnerships are supported by the CEN of development workers (funded in part by NRF).
- **Wigan** is developing a 'Township' model as a common base for service delivery, including Council, Police, and PCT with area-based partnerships of local residents, councillors and key officers plus a part-time manager.
- **Leeds** refers to close joint working through approaches such as neighbourhood management, multi-agency support teams and joint protocols.

### Community engagement mechanisms

7.7 It follows from the recognition that local communities should be able to influence and own neighbourhood renewal strategies that community engagement mechanisms are critical to success. How far partnerships are having to set up new structures and mechanisms depends considerably on what was already in place. Some, such as Lincoln, are using the LSP's own structures: community and stakeholder engagement takes place through representation on the LSP and its policy forums. However, most are going beyond this and it is clear that very often they are using existing voluntary

and community sector infrastructures and council-led authority wide community development/engagement structures or building on ones developed by ABIs.

7.8 In some places neighbourhood management is being used as the foundation for community engagement. It is operational across part of Derwentside and is to be a channel for the community to contribute its views. Similarly in Gateshead, where Community Partnerships already exist or are being formed which would feed opinion into five Area Consultative Forums, the neighbourhood management framework will enable co-ordination of community engagement.

7.9 There is a distinction between consultation and engagement/empowerment, but it is not always evident that progress is being made from the former to the latter. Some strategies seem strong on consultation to ascertain priorities for the LNRS but less clear about how the community might be involved in developing neighbourhood plans (Doncaster). In Sedgefield so far, engagement seems to signify consultation rather than participation, but the CEF is being used to help support involvement through the Community Network. In Barking and Dagenham, this is addressed head on in the theme of Developing Rights and Responsibilities. This sets out key priorities, targets and actions to promote and enhance community engagement, participation and capacity, and ensure all sections of the community can access and influence service provision. Excluded communities are being specifically targeted.

7.10 There is often an important role for intermediate organisations/community and voluntary sector forums such as STRIDE in South Tyneside and Stockton Borough Voluntary Development Agency, and these are frequently the bodies charged with handling the Community Empowerment Fund. CEF is being used both to develop structures and networks and for training and capacity building.

### **Box 7.3: Community engagement structures**

The structure of **South Tyneside**'s strategy document could be seen to encourage engagement by its inclusion of appendices on useful websites and a glossary of terms and acronyms. The LNRS stresses the importance of engaging residents and lists positive things already happening:

- CEF resource to voluntary sector;
- STRIDE (South Tyneside Resource for Initiating Development of the Economy) Area Forums contributing to identification of priorities;
- Groundwork actively engaging residents through Planning for Real exercises, etc;
- Council's Tenant Compact and Tenant Involvement Strategy
- Council working with residents on Cleadon Park Estate to develop regeneration proposal.

Priorities under the Inclusion theme include helping people to get involved:

- developing mechanisms which allow service providers and local communities to work together to make services more responsive to local needs;
- working to ensure deprived communities can benefit from e-government developments

In **West Cornwall**, two existing networks, Penwith Inter-Link and Kerrier Information Exchange, combined to form the West Cornwall Community Network. CEF was used to strengthen and expand this. There is a stress on ensuring maximum consultation, the development of training to facilitate full participation and on service providers reviewing their processes and operations.

**Ealing** is developing involvement structures to operate at both area and neighbourhood level, reflecting the fact that target neighbourhoods may be seeking similar improvements and some improvements have to be pursued at a wider area level.

**Haringey** has developed Area Assemblies to provide a forum for local people to engage and consider service development to meet local needs. From the various forums, local residents from different

neighbourhoods will start to build a community network that will have representation on the LSP and help community groups to become more involved in partnership working at all levels.

**Hartlepool's** Strengthening Communities priority includes:

- investigating barriers to engagement;
- developing and supporting residents' associations;
- encouraging services providers to value and respond to residents' views and aspirations;
- providing community development and capacity building support including targeted support for hard to reach and special needs groups;
- supporting groups to link together at neighbourhood level;
- developing networks and structures from the neighbourhood level to feed into strategic partnerships/policy makers;
- recognising specific needs and develop outreach activity for hard to reach and special needs groups;
- ensuring effective two way communication and access to information through networks;
- considering voluntary/community sector as a service provider;
- providing and developing long term support including finance, infrastructure, premises, management and skills development;
- building on good practice;
- developing skills, knowledge and infrastructure around e-government.

In **Pendle**, there is ongoing community involvement through the Pendle Community Network which was established through CEF in November 2001 and is still in the development phase but already has:

- a membership of over 100 groups; premises; staff; funding;
- commissioned a Community, Voluntary and Faith Sector Audit;
- planned 3 major events: for young people; voluntary and community sector; a Grand Assembly for All;
- key overarching themes for the future: Community Strategy; Neighbourhood renewal; Community Cohesion
- a perceived instrumental role in consultation, development and implementation.

**Rochdale** is piggybacking on a range of community engagement mechanisms across partner organisations:

- Council as part of modernisation programme is undertaking programme of consultation across the Borough, including consultation on Council services as part of BV process; establishment of a Citizens' Panel; consultation with young people as part of Connexions and the Children's Fund; consultation on new democratic structures and community conferences for the LSP.
- Council's establishment of 4 Townships in 1994 provided a vital path for local people into decision making. Tenant Participation Unit commended as exemplary in tenant involvement in decision making and management. Range of public involvement forums across Borough including ward forums, community forums for regeneration, local crime and safety partnerships, etc.
- PCT has a public involvement worker.
- Learning Partnership has consulted people.
- Racial Equality Council, CVS and Tenants and Residents' Organisations have established a Community Consortium.

In **Sheffield**, there is an Area Panel for each of the 12 Action Areas comprising local councillors, an area co-ordinator and a senior Council lead officer. The Panels meet regularly with the public and

work with them and other partners to agree local priorities. They support the development of projects, produce an annual action plan and monitor the effectiveness of local services.

In **Newham**, each of the 10 priority areas has a Community Forum in place. The Council has a Neighbourhood Facilitation Team whose role is to:

- support Community Forums to become effective in engaging with and representing their local communities;
- work with local people and service providers to develop a detailed Neighbourhood Plan for each Forum;
- build the skills and knowledge of local people and community groups.

In **Islington**, a Citizens' Panel is to be established to monitor residents' views on how key LNRS priorities are being implemented.

In **Kirklees**, the Area Committees are to be the main vehicle for community engagement. They are also seeking to establish 'Member Champions' though the role of these was not defined. Another means of supporting engagement is the development of the 'People's Purse', a small proportion of NRF awarded to each priority area, ring fenced for projects developed by the local community.

The high level of community input to decision making influenced the shortlisting of **Portsmouth** as a Beacon Council for Regeneration. Five community newspapers have been created written by residents.

**Greenwich** is using Neighbourhood Renewal Panels as mechanisms for engaging residents. They are to develop local communication plans to assist in information exchange and consultation between service users and providers; be involved in developing targets and evaluating performance.

The Community Network in **Ealing** is to support new community-based training programmes for groups and meet the travel, childcare and subsistence costs for groups attending neighbourhood forums.

**Wakefield** LNRS discusses key points for developing effective community involvement programmes and their key actions are for:

- the LSP to develop an engagement programme to reinforce NR development and action;
- compacts to be agreed between key public service funders and voluntary and community sectors.

## Engagement mechanisms for other stakeholders

7.11 LSPs have a range of mechanisms for specific groups of stakeholders. Again they often reflect existing structures whether within the LSP or independently in the area. Leeds LNRS recognises the need for different communication mechanisms and media to take account of different audiences and specific measures to reach communities defined by age, faith or ethnicity. Stockton puts considerable focus on bringing together representatives of a range of services in focus groups.

### Box 7.4: Other engagement mechanisms

**Mansfield** is trying to engage through the LSP Board, Neighbourhood Management Development Group and Neighbourhood Management Teams.

**Coventry** is using themed workshops as one means of strengthening community and agency engagement.

**Southwark** is notable for its range of forums and engagement mechanisms:

- a Strategic Ethnic Alliance that aims to bring together and support BME voluntary and community sector organisations;
- engagement with business through Chambers, the Traders Association, Bankside business Partnership, South Bank Employers, Southwark Cares, BitC, Southwark Business Alliance;
- Youth Council that seeks to inform Southwark Alliance (LSP) of the views of young people;
- Anti-Homophobic Forum which addresses homophobic incidents;
- Disabilities Forum through which people with disabilities can engage with mainstream service providers about how services can be improved to meet their needs;
- Pensioners Forum through which older people can engage with mainstream service providers about how services can be improved to meet their needs;
- engagement with faith groups through Borough Deans, African-Caribbean Evangelical Alliance and Southwark Moslem Forum.

**Pendle** has an Ethnic Minority Forum; a Disability Consultation Forum, a Women's Forum and a Youth Council.

7.12 In some areas, particular attention is being paid to BME groups. Box 7.5 shows the various ways in which the focus on BME groups is being developed, for example through:

- BME forums;
- building cross-cultural networks;
- capacity building measures;
- ring fenced resources to support involvement;
- the appointment of diversity officers;
- developing codes of practice for partners;
- encouraging agency diversity audits;
- developing community cohesion projects;
- supporting black-led initiatives.

#### **Box 7.5: BME Groups**

**Kirklees** singles out BME groups for particular attention although using similar engagement mechanisms as for other groups.

**Sheffield** focuses on drawing BME groups into the neighbourhood renewal process. A Black Community Forum is a strategic project to ensure the effective participation and engagement of Black communities and organisations in sustainable regeneration.

**Middlesbrough** is to develop capacity in BME communities through a Network Inclusion Project.

**Ashfield** is taking advice from the CRE and others about engaging with BME groups.

In **Bolton**, the LSP is examining Home Office Community Cohesion guidelines in relation to the LNRS and other partnerships to look at how their work is relevant to and taken up by hard to reach groups.

**Westminster** has a BME Forum.

In **Ealing**, a BME and Refugee (BMER) Fund was established to ensure that those communities had ring fenced resources to support their involvement. An action plan had been produced to build capacity for BME and refugee organisations to access NRF.

**Wakefield** has given NRF to the Asian community to develop and implement an Asian Strategy and for modernisation work for the NHS to improve services at neighbourhood level. It also has a project to support communities of interest including BME communities.

In **Wigan**, a key priority for NRF spend is the creation of a BME Development Worker Post.

**Great Yarmouth** with a BME population of only 0.9% and with no mention of BME issues in the strategy, nevertheless recognises that individuals may suffer from isolation, discrimination and disadvantage.

**Redcar and Cleveland** put a lot of emphasis on community cohesion aiming to:

- get all partners to sign up to Zero Tolerance of racism and discrimination;
- devise a Communication Strategy to convey the message;
- get a commitment from each partner to carry out actions for their organisation and services;
- encourage all sections of the community to nominate community leaders to participate in the process;
- build cross cultural networks.

**Haringey** is supporting black led initiatives that develop the capacity of BME communities such as the Peace Alliance and the Bernie Grant Centre.

**Pendle** used NRF to fund a Partnership Diversity Officer to work across agencies in the Borough to:

- Address the need for key statutory agencies to more effectively reflect their communities in relation to their workforces;
- Address the need for effective consultation structures in relation to disadvantaged communities;
- Address the need for the Local Strategic Partnership to take a lead in promoting diversity and addressing deprivation;
- Strengthen consultation channels with the Borough's ethnic minority community;
- Ensure that the Neighbourhood Renewal Strategy and the Community Strategy effectively take on board the need to promote diversity;
- Advise agencies to enable them to fulfil their duties under the Race Relations Amendment Act;
- Develop citizen and leadership programmes that bridge communities;
- Help agencies undertake diversity audits;
- Develop initiatives that promote community cohesion;
- Explore the possibility of creating an inter-agency district equality and fair treatment initiative;
- Help agencies in the Borough think about how they can respond to the challenges posed by the inquiries into the disturbances of summer 2001.

7.13 Young people represent another group targeted through engagement mechanisms. This often ties in with the priority they are given in the LNRS itself (Box 7.6).

#### **Box 7.6: Young People**

- **Middlesbrough**: Youth Parliament and citizenship programmes.
- A Youth Council is being formed in **Hyndburn** to provide a voice for them.
- As young people are a priority focus in **Sunderland**, they are to be targeted with a tailored raft of actions, but in the draft strategy these still had to be refined and converted into deliverable programmes.
- **Enfield** is to develop a Youth Parliament.
- **Greenwich** is developing Youth and Schools Councils.

7.14 The strategies generally say much less about engaging with businesses (Box 7.7).

**Box 7.7: Business engagement**

- **Nottingham** is a Business Broker pilot area.
- **West Cornwall** had made a proposal for a Business broker to encourage greater mutual understanding between businesses and residents to maximise opportunities for both and to provide a central focal point for businesses and work towards a more co-ordinated approach to providing support and guidance.
- One of **Wear Valley**'s objectives is to build a sustainable business base. Improved collaboration with the business sector forms part of the approach to creating conditions conducive to entrepreneurship and business growth. The Forum for Business developed policy objectives and actions from the priority themes agreed by the LSP Board. As a result, various agencies re-focused their activities and investment.
- **Westminster** had held a workshop with key business partnerships and organisations as a result of which a Business Engagement Strategy is to be developed.
- **Kensington and Chelsea** plan to set up a Business Forum.
- **Ashfield** mentions engaging with businesses.

7.15 There are a few instances of other stakeholders being identified. For example in Kensington and Chelsea, a Forum of Faiths has been established. Greenwich is using the Better Government for Older People programme to encourage older people to become involved in neighbourhood renewal. It seems likely that such mechanisms will grow both as LSPs continue to develop and diversify their structures and as more positive steps are taken to translate neighbourhood renewal strategies into action. The next section on capacity building and skill gives further indications of how greater engagement will be built with both communities and agencies.

**Capacity building and skills and knowledge**

7.16 Although 'capacity building' and 'skills and knowledge' were separate headings in the template used for data collection, it seems appropriate to combine them here because they overlapped so much. Some LNRSs have explicit capacity building plans. For instance, several strategies such as Doncaster, Rotherham and Easington see capacity building as a feature of neighbourhood management. Kirklees mentions, but gives no details of, an NRF capacity building programme. However, LNRSs frequently mention the need to develop and share skills and knowledge. Learning plans – either ones in place or planned – are in effect about building capacity. Dudley sees its learning plan, still to be developed, as a means of furthering community empowerment. Leicester links its learning plan with the need to develop a community engagement and development strategy.

7.17 Some LNRSs pre-date the focus on Learning Plans, and many are not very far down the road of even formulating a plan. Producing a Learning Plan is sometimes part of the Year 1 Action Plan (Rotherham). However, LSPs mainly recognise the need to build capacity in their own structures, in partner agencies and amongst front line staff as well as in the community. One dimension of this is to ensure that they are equipped to work more effectively with local communities. For example, Nottingham stresses the role of individual partners committing themselves to a significant change in culture so that the organisational framework facilitates the active involvement of the communities they are serving. Southampton acknowledges that service providers also need capacity building. In order to manage the culture change necessary for changed ways of working to succeed, agencies need to invest in training their staff to give them an understanding of the renewal agenda and the skills and knowledge to work flexibly and innovatively with local people.

7.18 Skills and knowledge programmes or learning plans also have other functions. Sometimes they are to be vehicles for gathering more information and analysing factors associated with deprivation (Stoke). Boxes 7.8 – 7.13 illustrate the range of approaches being adopted by LSPs.

**Box 7.8: Skills and knowledge approaches**

**Liverpool** plans a ‘Skills for Regeneration’ programme using NRF to build better institutional capacity, community capacity and professional skills and competencies to support the LNRS. The programme will link with regional (RegenNow) and sub-regional (Merseyside Social Inclusion Observatory) initiatives, HEIs and CEF funded capacity building.

**Islington**’s learning and skills programme involves:

- creating an LSP Best Practice website plus visits to learn from best practice examples elsewhere;
- developing and implementing a training programme for LSP Board members and the wider LSP following a training needs analysis;
- developing a method of building expertise within public sector organisations in consulting and involving local groups/residents.

**Wirral** proposes a two phase Plan:

- first, focusing upon the LSP itself, the Neighbourhood Renewal Policy group, the Community Strategy group, the five Neighbourhood Partnerships, the sector champions, thematic partnerships and area forums;
- second, extending involvement to all service providers, members of the Community and Voluntary Sector networks, senior Council officers and elected members.

In **Great Yarmouth**, the aim of the Learning Plan is “to encourage a culture of learning within the partnership, and to equip those involved with the skills, knowledge and attitudes they need, to deliver the outcomes of the LNRS. Delivery of the LNRS will be dependent on effective partnership working and the Plan should include any learning needs identified in the LSP Accreditation Action Plan.” Learning plans should address the needs of people making decisions about neighbourhood renewal, and those delivering neighbourhood renewal. Basic skills for those living in deprived neighbourhoods is a wider issue, beyond the remit of this local Learning Plan.

**Bristol** is a pilot for the NRU Skills and Knowledge programme:

- a series of multi-agency thematic workshops had begun;
- a co-ordinated approach is to range from the direct work of neighbourhood renewal project managers and facilitators at local level, through effective management of CEF and Community Chest, to encouraging involvement at individual, agency and community/voluntary levels;
- Bristol Partnership has agreed to work with academics, professional institutions and the LSC to create a process for accrediting local people who participate;
- learning opportunities to be provided for those responsible for bending mainstream resources.

Training needs identified in **Barking and Dagenham** included:

- participation at community forum level by local residents;
- improving the effectiveness of joint working across service areas and organisations;
- negotiation and facilitation to make change happen;
- capacity within the third sector to attract additional funding to implement services;
- moving from voluntary activity to social enterprise.

**Derwentside** is seeking to make use of existing training provision in County Durham and using GONE’s specialist advisers.

**Stoke**’s six infrastructure programmes are the ‘cogs’ for delivering and developing the LNRS:

- Knowledge

- Capacity
- Skills
- Partnership
- Resources
- Monitoring

**Wolverhampton** Skills and Knowledge Plan: action plan details audits and development of specific ‘learning’ activities for the partnerships, NM pilots, community/voluntary groups and individual residents.

The Neighbourhood Renewal Co-ordinator in **Easington**, linked with the six Implementation groups, is developing a Skills and Knowledge programme. The Groups with the Community Network are establishing a profile of training needs that will provide the basis for a district-wide programme drawing on NRF and other funding sources.

#### **Box 7.9: A partnership diagnostic tool**

**Barrow**’s Skills and Knowledge Programme is to address learning needs in the community and amongst practitioners. Furness Partnership carried out an assessment using a District Audit “partnership diagnostic tool” allowing partners to identify current strengths and weaknesses. Key areas of risk are identified and proposals for an action plan developed including ones that will improve learning and skills for neighbourhood renewal:

- status and contribution of partners;
- shared understanding within the partnership;
- effective arrangements for information sharing;
- effecting procedures for debating and setting priorities;
- are the right people involved to promote partnership working?
- training and development resources;
- commitment to redirect mainstream resources.

Specific skill development needs for neighbourhood renewal:

- project evaluation;
- project sustainability;
- pooled funding initiatives;
- developing Neighbourhood Management.

It incorporates an assessment of the needs of local residents by community and voluntary organisations:

- Partnership working – especially establishment of equitable partnerships;
- IT skills;
- Communication and confidence building;
- Quality assurance systems;
- Management development in community and voluntary sector;
- Project management skills;
- Funding and fund raising;
- Community consultation skills such as participatory appraisal.

#### **Box 7.10: Principles of learning and development**

An Appendix to **Sefton**'s LNRS discussing the Partnership's Learning and Development Plan lists the principles:

- Be a positive and enjoyable experience for all those involved.
- Be proactive in removing barriers that prevent or exclude people from participating in learning.
- Reach out to encourage participation at all levels across all sectors and particularly encourage engagement of those who have previously been excluded because of where they live, their race, gender, sexuality, disability, age or social circumstances.
- Address and encompass people's hopes and expectations about learning.
- Demonstrate benefits to the individual / organisation e.g. through the acquisition or accreditation of transferable knowledge, experience and skills.
- Take account of different sector value bases and experiences and be able to respond appropriately.
- Value existing skills, knowledge and experience as a base to start from.
- Be a continual and relative process that responds to emerging needs.
- Recognise that people have had different learning experiences in the past and that a range of learning opportunities and methods need to be developed.
- Recognise that learning can be achieved through a variety of settings and experiences and that formalised learning is not the only route.
- Create opportunities for people from different backgrounds, organisations and sectors to learn together.
- Create mechanisms to evaluate the impact of learning for individuals and the collective capacity to deliver Neighbourhood Renewal.
- Be realistic.

#### **Box 7.11: Identifying learning needs**

**Middlesbrough** commissioned work from the University of Teesside through the Learning Lessons Project to provide better understanding of local learning needs. Priority learning needs were commonly identified as:

- Knowledge about the funding streams available;
- Fundraising skills for residents;
- Knowledge about the training opportunities which currently existed;
- Thematic knowledge in learning about how to tackle problems in the outcome areas of health, education, jobs, crime;
- Better knowledge about neighbourhoods, their issues and services operating within them;
- Skills in influencing, resolving conflict;
- Employability skills for residents - particularly helping residents to get jobs as practitioners in neighbourhoods;
- Skills in engaging with communities and particular groups within communities e.g. young people;
- What skills and knowledge has been developed elsewhere e.g. through Scotland's Social Inclusion programme.

In addition to the early identified needs, a range of information was gathered relating to methods and styles of learning as follows:

- Learning by example from projects which are working and provide an opportunity to learn from those involved;
- Active learning - learning by trying something out;
- Learning should start in small ways, be informal and take place in the community wherever possible;
- Learning from placements, mentoring and work shadowing;
- Using on-line information but with support services available where necessary;

- Provision of workshops and knowledge events shared by partners and residents.

Middlesbrough Council is a Beacon Council for Neighbourhood Renewal 2002-2003, which gave them an opportunity to use their dissemination plans as learning opportunities for our partners in the widest sense.

### **Box 7.12: Community Excellence Framework**

**Walsall's** Learning Plan is a key tool that the Strategy will link with and work with to achieve shared goals. It focuses on the application of a Community Excellence framework to develop the partnership. This is all embracing and captures the identified needs of the various sectors and organisations. It also gives a structured framework for the development and continuous improvement of partnership working in the borough. As with a number of partnerships, the Walsall Borough Strategic Partnership is newly formed. Its strength lies with the determination and commitment of its membership to work differently.

Walsall has been selected to pilot the development of participatory Local Learning Plans. The development within Walsall will be used to inform other areas of good practice and methods that can be used to develop Local Strategic Partnerships.

The purpose of the Learning Plan is to:

- Focus on the delivery of the strategic plan at neighbourhood level;
- Anticipate the priority skills and knowledge required to deliver the plan;
- Meet the needs of partnerships, organisations, neighbourhood level staff and communities and any intermediaries;
- Identify what is to be done, by whom, by when, to meet which learning needs.

Partner capacity and development is also a key issue and will support a cultural shift in working methods, this will be undertaken in a number of formats:

- To the WBSPP through the Performance and Review Group;
- To the specific Partner agencies at an operational level through neighbourhood management pilots;
- Through Thematic groups to influence Borough-wide strategy, e.g., teenage pregnancy, crime and disorder;
- Utilising legislative changes and, for example, the Council's Duty of Well Being, to support effective implementation of the Strategy. This will be the responsibility of the Theme Groups to ensure we maximise flexibilities and supportive legislation and challenge Government policy that hinders progress by working with regional and sub-regional Partners;
- Commissioning a piece of work to establish a methodology for mapping the finance committed to neighbourhoods, in order to agree a sustainable method of monitoring progress.

### **Box 7.13: A Learning Plan pilot**

**Lincoln** LSP was a Learning Plan pilot and received consultancy support from OPM during 2002. The LSP established a small group of the main partnership to work with OPM, including 2 representatives from the Community Network, recognising the need to address both community and institutional learning needs. The emerging Plan was based on three elements:

- Identifying specific training needs/skills gaps and providing training opportunities;
- Creating a database of community skills, in particular identifying what works; and
- Providing an easy to use resource of information and advice for people in the community.

The work was going forward using materials from OPM such as Training Needs Analysis questionnaires and workshop materials that will enable the identification of needs to continue. The LSP allocated £5000 out of the NRF for 2002/03 and £10,000 in 2003/04 to take the delivery of the Learning Plan forward.

The intention was to incorporate the training needs analysis for professionals into the corporate training and development strategies of the main service providers, targeted at both employees who work directly with communities and those concerned with developing strategy.

7.19 The examples of Haringey and Hammersmith and Fulham show how closely learning, capacity building and engagement can all be intertwined (Box 7.14).

#### **Box 7.14: Linking learning and capacity building**

**Haringey** has several neighbourhood renewal partnerships in which local residents are in the majority. New partnership boards are being promoted to develop and oversee action in the new priority areas. Middlesex University is developing local residents' skills: accrediting practical activity and linking this to an academic foundation course.

**Hammersmith and Fulham's** Capacity Building Strategy led to the formation of a multi-agency steering group of capacity building bodies that promotes joint working and aims to avoid duplication. The group helps to develop an Active Citizens' Programme to support individual residents wishing to engage with their communities.

### **Monitoring and evaluation**

7.20 At present, the LNRSs are mainly weak on review, monitoring and evaluation. They usually recognise that arrangements must be made. For example, Barking and Dagenham is allocating NRF funds for evaluation in year 3. There is sometimes an outline of what monitoring and evaluation will or should cover. Apart from measuring impact, another role that emerges is increasing the flow of information both to and from the priority areas. Leeds have the idea of a 'data warehouse'. Boxes 7.15 – 7.19 indicate the many ways that LSPs intend to handle monitoring and evaluation including:

- regular performance reviews against targets and indicators;
- regular surveys to revisit baselines and monitor trends;
- the adoption of models for qualitative assessment of performance and impact;
- the appointment of dedicated staff to develop baseline information and lead on monitoring and evaluation.

#### **Box 7.15: Monitoring and evaluation**

In **Newham**, qualitative and quantitative evaluation will take place over the short, medium and long term:

- a Neighbourhood Information Manager will co-ordinate data collection and analysis across the Borough, enabling regeneration activity to be measured against key indicators and baseline positions;
- a Regeneration Matrix provides a comprehensive system of measuring the impact of regeneration initiatives;
- a Longitudinal Panel Survey will measure changes affecting 1,000 households;
- the Neighbourhood Facilitation Team will work with Community Forums to identify indicators.

**Middlesbrough** will conduct a full review of the Community Strategy every three years, including key actions in the NRS, through a structured evaluation process:

- LSP has adopted the European Foundation for Quality Management (EFQM) model to help it assess its own performance. For NR, this tool is supported by the Regeneration Driver piloted with NDC and will be introduced to assess the impact of actions within neighbourhoods. Funding allocated from NRF for evaluation.
- Researcher appointed by Middlesbrough Partnership – to work in conjunction with an independent organisation, University of Manchester.
- Work will be supported to analyse local data better and introduce GIS.
- A longitudinal study of a group of local families will take place to gather evidence about the long term impact on people's lives.
- Regular surveys to be carried out and Household Town-wide Survey will be repeated at end of 2003 to provide data to compare with 2001.
- Partnership framework for engagement to be used as ongoing tool to get feedback from residents and stakeholders on their perceptions.
- Development of indicators for each theme area.

In **Croydon**, measuring progress will take place through:

- an annual report on performance to the LSP and posted on the Partnership website;
- NeighbourNet, an internet based tool for providing information on neighbourhoods;
- evaluation against the revised floor targets for 2003.

In **Ealing**, Groundwork West London is to use the 'Prove It' model to measure the effect of neighbourhood renewal on local people.

**Greenwich** is developing an evaluation framework to compare performance against national floor targets and Borough, London and Thames Gateway conditions. The Partnership intended to publish annual 'State of the neighbourhoods' reports.

### **Dudley**

- Priority neighbourhood surveys as baselines to be repeated to assess changes in perceptions of services.
- monitoring and evaluation of schemes contributing to Action Plans.

### **Coventry**

- evaluation at neighbourhood level involving residents, service providers and local workers;
- a champion appointed for each of the aims;
- monitoring quality of core services in priority neighbourhoods;
- joint performance management and evaluation system to be established with a focus on measuring impact at priority neighbourhood and communities of interest level.

In **Derwentside**, the District Council is taking responsibility for a robust monitoring system and is to produce evaluations at the ends of years 3 and 7 in addition to regular updates on progress. All NRF projects must complete quarterly progress reports detailing:

- geographic targeting
- community involvement and consultation
- general progress
- output attainment
- forecast financial performance
- mainstream service bending

- learning experiences.

**Nottingham Partnership** has a Performance and Evaluation Sub-group which is to develop proposals for more qualitative evaluation on the impact of the strategy at a local level and an Evaluation Network will develop ways of learning from experience, including workshops and toolkits. It underlines that this depends on the commitment of all partners at a senior level to support participation by staff involved in direct delivery of services, and a will to engage with the experience of clients and residents.

In the longer term, **Islington** LSP is to investigate the adoption of Project Cycle Management as a way of developing and evaluating activities. A more immediate key action is the development and implementation of performance and project management systems.

#### **Leicester**

- to develop a performance management system;
- 6 monthly reports to LSP;
- to commission external research every two years to see how people feel about their areas.

#### **Box 7.16: Appointing Evaluation Officers**

- **Hyndburn** is appointing a Monitoring and Evaluation Officer to monitor strategy implementation and NRF funding investment.
- In **Enfield**, a Neighbourhood Renewal Manager is to monitor and evaluate NRF interventions.
- **Sandwell** are setting up a Neighbourhood Management Advice and Evaluation Project.
- **Derby** Partnership to appoint a Neighbourhood Statistics Manager to develop baseline information and set up system for identifying and tracking mainstream spend by postcode. Also reference to more resources for Derby Observatory for greater data sharing.

#### **Box 7.17: Drawing on best practice**

In **West Cornwall**, evaluation plans draw upon best practice from West Cornwall PCT and HAZ. The evaluation process will be designed to determine if the LSP has:

- attacked the core problems of deprived areas;
- harnessed the power of all sectors to work in partnership;
- given local residents and community groups a central role in turning neighbourhoods round;
- focused existing services and resources explicitly on deprived areas;
- identified what services have been used most and why;
- identified tensions between services and need;
- identified the effectiveness of communication.

Research and Evaluation team to:

- monitor trends;
- identify gaps in information;
- identify neighbourhoods with greatest need;
- advise on methods of impact assessment;
- draw together information from different sources;
- carry out projects;
- look ahead to identify trends & provide early warnings;
- evaluate progress by local agencies against targets.

The team will monitor LSP's performance ensuring it meets accreditation requirements and report back regularly identifying areas of concern possibly using a scorecard model.

#### **Box 7.18: Measuring the impact of NRF**

**Mansfield:** Project Jupiter: The Partnership is committed to developing Project Jupiter so that it is possible to measure the impact that interventions funded by NRF have on neighbourhoods. Initial data sets targeted for inclusion are:

- Education – attainment, exclusions and free school meals;
- Employment;
- Housing conditions;
- Social Services data;
- Probation Service data;
- Crime data (already provided).

The Neighbourhood Action Plans will need to show a clear connection between individual actions and measurable improvements in the target areas above. All individual actions should include proposals for how their impact will be measured in this context. Each project manager will produce ongoing progress reports alongside each claim for grant payment. The Partnership will establish sufficient management controls to enable projects to be centrally monitored.

The LSP will be provided with reports from each Neighbourhood Management Team and from each Partnership Group which together identify the progress made against initial targets. Additionally, Neighbourhood Management Teams will conduct qualitative reviews amongst residents in order to measure satisfaction levels against a range of public services and against the progress of the plan. This work may take the form of (inter alia): focus group interviews, questionnaires and open meetings.

Final review and evaluation will focus on the measurable improvements to baseline data compared with target improvement. The formal procedures will be developed and established following the approval of this strategy document by all partner organisations and the Community and Voluntary Sector Forum.

#### **Box 7.19: Tracking the LNRS**

In **Wirral**, the monitoring and evaluation framework will be designed to answer a set of questions over the lifetime of the strategy:

- what are we trying to achieve?
- what resources are we putting in?
- what are we delivering with these resources?
- are we hitting our targets?
- what are we achieving?
- are we doing it cost effectively?
- is it what we wanted to achieve?

There will be an emphasis on the sustainability of interventions. In addition, Wirral will look at who is benefiting: the impact on local residents and their access to benefits, including a focus upon community progression and resident involvement through applying measures such as:

- value of projects managed by community organisations
- number of community networks
- number of community members on regeneration partnership boards
- number of volunteers accessing employment opportunities.

## **Accountability**

7.21 Lines of accountability are usually difficult to discern in the LNRSs. First, in most cases, although responsibility for the LNRSs is firmly with LSPs, specific tasks are often delegated, as indicated earlier. The strategies frequently indicate the structures but do not specify the accountability mechanisms in place for the partners/lead bodies. In Plymouth 2020, the LSP, through its NRS sub-group. However, the LNRS comments on the fragmented accountability and the need to build a new structure to support neighbourhood renewal to give better co-ordination. In Brighton and Hove, partners are committed to working towards accountability and neighbourhood management is to be introduced as a way of delivering accountable local services. As LSPs are not themselves delivery vehicles, they are inevitably reliant on partner agencies to deliver either directly or through existing or newly established partnership bodies.

7.22 Another form of accountability would be the LSP giving an account of itself to the community at large and reporting progress in implementing the strategy or achieving the desired outcomes. The converse of this would be opportunities for the public to call the LSP to account. Again, little is spelled out although the idea of accountability is sometimes implicit in discussion about consultation or feedback. To some extent, the uncertainty surrounding this in relation to LNRSs reflects larger questions about LSPs' accountability.

## SECTION III: REVIEW OF FINDINGS AND CONCLUSIONS

### 8. REVIEW OF FINDINGS

8.1 This chapter reviews some of the main findings of the research described in Section II. In discussing them, it also draws on understandings gained through other related research. It starts by focusing on LSPs' strategic approaches to LNRSs including their policy drivers, types of targeting, analytic basis, measurement of change, the role of funding and the potential for changing mainstream services.

8.2 The overriding aim of the LNRSs is to improve the quality of life and well-being of local people, especially in deprived neighbourhoods. As noted previously, the areas covered by the 87 LSPs charged with producing local strategies vary widely in their location, context, size, history and character. This diversity means it is appropriate that the LNRSs would also differ. However, they are all concerned to 'narrow the gap' between these neighbourhoods and others and reflect the Community Strategy visions of promoting thriving areas with healthy, safe and sustainable neighbourhoods where people want to live and raise their children.

#### Policy drivers

8.3 The main strategic drivers of all the strategies are the National Strategy for Neighbourhood Renewal and, usually, the Community Strategy. They can be seen as drivers in different ways. The introduction of the NRF provided an impetus for producing local strategies, which, very often, seem to draw much of their thinking about the causes of and cures for deprivation from the National Strategy. Community Strategies as drivers, on the other hand, provide the means of rooting the LNRS in the specific locality and also integrating neighbourhood renewal with wider aims. LSPs have a wider remit than neighbourhood renewal so that area visions in Community Strategies usually combine twin goals of economic competitiveness and social cohesion. The purpose of LNRSs is to concentrate on the latter. Yet attention still needs to be paid to the connections between these two, sometimes competing, goals. In these usually early drafts, although links are occasionally hinted at through lists of national, regional and local strategies and initiatives, there is seldom any explanation of the nature or significance of these various connections.

8.4 One challenge for LSPs is to match policy responses to the diverse characteristics, needs and priorities in their areas. This diversity is very evident in the LNRSs. Appendix 2 shows the differences in the extent and concentration of deprivation as measured in the Index of deprivation 2000. Behind these figures is a picture of locations that have widely varying combinations of problems and opportunities, levels of investment, institutional arrangements and levels of community infrastructure. Not only do these factors affect the degree of difficulty in the tasks facing LSPs. They also mean that areas fit more or less comfortably within the national policy context.

8.5 What clearly emerges is the multiplicity of strategies and initiatives - sometimes thematic, sometimes overarching - at different spatial levels alongside LNRSs. First this raises the question of the need for some rationalisation. One of the expectations of LSPs is that they can halt and put into reverse the proliferation of other partnerships. For most, this is proving difficult, if only because of the statutory roles some of these partnerships play. The challenge for LSPs is to make sense of them all and achieve horizontal and vertical strategic consistency.

8.6 Apart from the thematic focuses such as Crime and Disorder Partnerships and HImPs, all LSPs need to nest their strategies within sub-regional and regional ones. At sub-regional level, they may be affected by the boundaries of some of their key partners such as the Police and Learning and Skills Councils. Then there are other relevant policies. About 10% of LSPs in three parts of the country fall within European Objective 1 areas. The London LSPs need to take account of what other agencies

such as the GLA and LDA are doing. RDAs in other regions all have their regional strategies and sub-regional priorities, which also influence their deployment of resources.

8.7 The greater the level of deprivation, the greater is likely to be the number of local special initiatives relating to regeneration, with different funders and different purposes, covering different areas, operative over different timescales and driven by different partnerships. In other words, LSPs did not start from a clean sheet when devising their neighbourhood renewal strategies and there are evident difficulties in imposing a new framework on an already overcrowded picture. To some extent, pre-existing initiatives can be seen as building blocks. NDCs and Neighbourhood Management Pathfinders are frequently identified as testbeds for approaches that can be rolled out more widely. On the other hand, an overall neighbourhood renewal strategy cannot simply comprise the sum of existing initiatives. Creating a strategy is complicated not only by socio-economic inequalities but also by disparities of investment going into different neighbourhoods. This is illustrated by NDCs sometimes seeming peripheral to the LNRSs except as testbeds, because it is assumed that their needs are already covered.

## Targeting

8.8 A neighbourhood renewal strategy cannot be confined to programmes targeting very small areas. The character and spread of deprivation within districts affects how far targeting individual neighbourhoods is appropriate. Where deprivation is fairly evenly distributed, some LNRSs are focusing instead upon measures across the whole area recognising that neighbourhood targeting can create all sorts of 'boundary issues', be very divisive and be more likely to result in displacement.

8.9 Few if any strategies confront the reality that neighbourhoods may be in competition with one another. There is a general assumption that all can be put right, all gaps closed, all made equal. Yet in areas where, for example, low housing demand is a factor, it may be that some communities can only become sustainable at the expense of others. These are extremely sensitive (small p) political issues.

8.10 Most LNRSs are targeting priority areas, though it is not always clear how far the targeting is confined to NRF spend and how far it extends to other resources and activities. The simplest way for LSPs to identify priority areas was to use the ward rankings of the Index of Multiple Deprivation 2000 and, in particular, concentrate on those wards falling within the 10% most deprived. In some cases, use of the overall Index is combined with selected individual measures to extend the selection to wards scoring highly on specific dimensions of deprivation such as income, employment or health deprivation.

8.11 Some seem to be remaining at this ward level for their targeting. Other LSPs see ward level data as too blunt an instrument to identify the pattern of deprivation across, or its concentration within, smaller neighbourhoods. They are, therefore, taking the exercise a step further either by including 'hot spots' outside the most deprived wards or by trying to focus upon 'natural' neighbourhoods, that is, ones that local people recognise and with which they identify. Some are also seeking to take into account marginal neighbourhoods or ones vulnerable to decline.

8.12 A number of questions arise. First, there is the issue of whether these 'natural' neighbourhoods are an appropriate size and delineation for different sorts of intervention. In particular, because they are usually based upon residential areas, there is a question about whether there is scope within them for increasing employment opportunities or, if not, whether links are being made with economic development and other locations that do provide such opportunities. Secondly, there is the question already raised of displacement. Thirdly, it is implicit in some strategies that neighbourhoods are being assessed not only in terms of statistical data but also against some notion of what makes a successful or sustainable community. On the whole, however, there is no indication of any clear set of criteria that could have wider application having been developed. Fourthly, the hard choices that this prioritisation exercise suggests in terms of the use of resources are seldom faced.

8.13 Prioritising neighbourhoods goes alongside prioritising groups and a focus on specific policy themes. Sometimes key groups are singled out as priorities or identified alongside policy themes. Most often these are children and young people and BME groups. Some strategies give lists of groups known to be at particular risk of deprivation or exclusion but do not follow this up with any discussion of the strategic approach. In others, groups emerge when actions are specified under the policy themes; for example, projects or interventions relating to teenage mothers, elderly, housebound people or refugees and asylum seekers.

8.14 Almost all the LNRSs pay some attention to the five key policy areas of worklessness, health, education, crime and community safety and housing. However, they do not necessarily focus on them as separate themes, but rather select their own theme headings, which may variously combine different policy areas. Sometimes the theme headings are all or some of the ones in the Community Strategy. Whether or not this is the case, the choice of broader headings indicates that partners did not simply lift the headings from the National Strategy but considered how to interpret them in a way that was meaningful locally. This enabled them to ensure they correspond with concerns about policies and processes that have emerged from consultative exercises with local people and stakeholders. It also suggests that LSPs are concerned to avoid themes that could risk them slipping (back) into silo working. Nevertheless, some cross cutting themes, such as transport, feature less than might have been expected.

8.15 Many of the documents examined in the study were early drafts stating that further work was required. For example, in the absence of discussion about how themes and priorities are combined and the relative weight accorded to them, it can be difficult to see how they form more than the preamble to a strategy. Where some LNRSs have moved on to identify actions, their strategic rationale can still be hard to discern and they run the risk of being little more than a package of projects. Specific problems may be clearly shown, together with actions to address them, but without necessarily being accompanied by any commentary to say why these particular needs in this or that particular neighbourhood have been selected and what this will contribute to neighbourhood renewal overall. There is also a need for greater clarity about the appropriate spatial levels - regional, borough wide or neighbourhood - for tackling different issues. For example, many housing, economic development and labour market issues need to be addressed on a higher plane than the neighbourhood or even the district.

### **Analysis of causes**

8.16 These gaps in the LNRSs reflect a lack of systematic analysis of the causes of deprivation and neighbourhood decline. It may be that this analysis has been undertaken but is not presented in the strategies. In many areas it is clear that considerable reflection has taken place about previous regeneration initiatives and the reasons for their success or failure and that this reflection must have encompassed an examination of the causes. However, it is also possible that some assumptions remained tacit when the strategies were prepared which may both have masked some differences of understanding and view and made the analysis less sharp.

8.17 LNRSs vary in the breadth and depth of their evidence base. As has been stated, the research team did not necessarily have access to all the documentation referred to in the strategies so that it was difficult to judge the quality of some of the data. LSPs had drawn on a wide range of secondary data sources, but some were also awaiting the publication of the 2001 Census data. However, by their own admission, many needed to go further in collecting secondary data both to gather further information on specific themes and to compile baselines for the priority neighbourhoods not conforming to the usual data collection boundaries. Their in-house capacity to collect and manipulate data clearly varied. The need to boost capacity and develop mechanisms for sharing and analysing data quite often featured in sections of the strategies about skills and knowledge/monitoring and evaluation/future actions.

8.18 LNRSs invariably also draw upon primary data. As well as specially commissioned household or other surveys, a range of other consultative mechanisms involving residents, community groups and

service providers are cited. Sometimes these featured as part of the process of developing the LNRS; sometimes use was made of previous community research or consultations conducted by other agencies or ABIs. Although the importance of matching secondary data with the perceptions and views of local people is a thread running through most of the strategies, in the absence of indications of how widespread the consultation had been, how consultees were selected or the methods used, it is hard to determine the validity or reliability of the findings.

8.19 There is also a question of how far community priorities match the ones emerging from the socio-economic data and those of the agencies. It is certainly the case in neighbourhood based ABIs that there can be a disparity in perceptions. For example, on the one hand, health may not be a priority for residents despite very poor health scores. On the other, crime is often at the top of local people's priorities even though the statistics may suggest that the fear of crime is out of proportion to the degree of risk. The potential for a divergence in views may be even greater at the locality wide level, not only about which policy areas should be prioritised but about striking a balance between social and economic interventions and between immediate remedial measures and longer term preventive ones.

8.20 The service data evidence base is usually the least developed, though the importance of this information is widely acknowledged if it is to be possible to track change in spend and provision. LSPs experienced both technical and 'in principle' difficulties in accessing the data. There were problems of obtaining it at the right spatial level, particularly at the level of the priority areas but even at borough level from agencies with wider operating boundaries. Even where ward level spend was collected, it was frequently on a per capita basis. As some agencies feel this is misleading, they are reluctant to participate in such exercises. Some LSPs either had audited, or were intending to audit, provision as well as spend. There were further plans in some areas to conduct more complex mapping exercises as a basis for comparison with neighbourhood socio-economic profiles and future activity planning and resource allocation.

8.21 However, within the LNRSs themselves, the focus on measurement to some extent distracts from other forms of analysis that could inform the strategies. They present the statistics but seldom interpret them to explore their causes, significance, and the relative importance of different manifestations of deprivation or their implications. In general, they give little information about the wider regional or sub-regional context, the overall social and economic position in the district and recent trends, or how, why and over what period the priority areas have declined. Hardly any mention factors that influence the social and economic context and the operating environment of local players and yet which are outside their control, whether this is in relation to regional disparities and the distribution of economic activity across the country or the role of public policy in reinforcing inequalities. The relevance of economic inequalities across regions is underlined by the uneven spread of NRF areas across the country. There are therefore unanswered questions about whether the nature of the economic system has such pressures towards inequalities within it that radical change is beyond the scope of local players. These issues signal the dangers of viewing neighbourhood renewal through too narrow a lens or compartmentalising the neighbourhood renewal agenda.

### **Theories of change**

8.22 One way of coming to grips with the rationale of LNRSs is to unpack the analysis of causes on which they are based; another is to understand the theories of change that underpin them. How and why do the LSPs think their strategies will work? It is unsurprising that the LNRSs themselves do not talk in terms of theories of change. Yet there was evidence that some had gone through a process of thinking through principles of change. Most often what emerged were principles of ways of working. These were sometimes couched as driving strategic principles many of which echoed the National Strategy: a partnership approach; community engagement; a combination of thematic and spatial approaches; mainstream change; treating causes not just symptoms and intervening preventatively. In particular, it is commonly assumed that involving local people in governance will lead to public services better fitted for their task. Few go on to examine how this works and what preliminary steps might need to be taken to enable it to happen, though there is considerable emphasis on raising expectations as a necessary pre-condition.

8.23 Although arguably, LSP partners could and should continue to develop their ‘theories of change’, there is evidence that for many, the process of developing the LNRS brought agencies together and gave the opportunity and impetus for making considerable progress in inter-agency dialogue which now provides a helpful platform for further joint thinking and collaboration.

### **SMART about measurement**

8.24 The absence of baselines and action plans means that it is too soon to tell whether the strategies will be SMART in their target setting but some issues emerged from the LNRSs as they currently stand. The targets most frequently used are the floor targets, whether or not linked with stretched LPSAs or other locally devised targets. However, the role of the floor targets within the strategies is not always clear. It sometimes seems that they are listed because they are nationally accepted targets, but as yet they are not linked into the LNRS. This can be because the strategy is insufficiently developed for it to be clear how challenging or realistic they are or how far it could be potentially instrumental in achieving them.

8.25 There seems to be a degree of over-optimism especially in relation to the broader targets stated. First, there is a tension between achieving targets for the whole district and making accelerated improvements in the poorest neighbourhoods. Second, ‘closing the gap’ may be elusive, especially in some policy spheres such as health. If overall health scores continue to improve, the challenge is to catch up with a moving target and one which may move further away rather than come closer. Third, if the starting point and the distance that has to be travelled is one yardstick for assessing the realism of the strategies, another is the level of available resources. On the one hand, the LNRSs have ambitious goals and targets. On the other, apart from NRF which is a relatively small sum compared with mainstream budgets, they have no additional resources nor in most cases any significant freedoms and flexibilities to try new ways of working.

### **How far strategies are funding driven**

8.26 On the whole, the LNRSs are not funding driven in the sense that they are not wholly about Neighbourhood Renewal Fund spend. There is general recognition that successful implementation of the strategies cannot depend solely upon NRF. However, NRF must play a key role in leveraging mainstream resources more effectively into deprived neighbourhoods and resourcing capacity building.

8.27 The strategies vary in the extent to which they talk about either how NRF has already been deployed or the criteria for future allocation. There was a tendency to use it for quick wins in the first year but to adopt more considered criteria subsequently, sometimes gradually moving away from agencies bidding for grants towards establishing a commissioning framework. In some cases, overall priorities were established through community consultation, or priority areas could decide how to use their own allocated spend. The LNRSs indicate a wide range of intended uses, for example: focusing on specific targeted groups such as young people; contributing to service enhancements; and testing out new approaches. As well as ensuring that the spend was directed towards the specified activities in the designated areas, LSPs often established additional criteria for deciding how to allocate the funding, such as the contribution to floor targets; an inclusive approach and partnership-based working; presence of a forward strategy to ensure sustainability beyond the funding period; and the likelihood of lasting change.

8.28 NRF areas are also eligible for the Community Empowerment Fund, Community Chest and Community Learning Chest. LNRSs refer to these funds especially in relation to community engagement and capacity building. A range of non-NRF funding sources are mentioned in the strategies. Sometimes this is when some parts of the strategy are to be delivered through existing programmes such as SRB or Sure Start although often there is scant explanation about how they form part of an integrated strategy. There is little direct reference to the use of mainstream funding although it is taken as read that many proposed actions would need to be funded through main budgets.

8.29 It may be seen as a strength that the LNRSs are not wholly framed around NRF. However, it is a measure of the extent to which they remain highly aspirational when they fail to specify how the overall strategy will be resourced. This gap in coverage is understandable in advance of a resource mapping exercise and before detailed action plans are developed. It is not only a subject on which much more work is required for it to be possible to implement the strategies, it is also one that will test the commitment of the partner agencies. Although LSPs are aware of the challenges as the next section indicates, there is a risk that their available resources are insufficient to bridge the gulf between where they are now and where they want to be.

### **Changing services**

8.30 The use and redirection of mainstream resources rather than reliance on special grant regimes is one dimension of the changes in mainstream service provision that are fundamental to effective neighbourhood renewal. Many strategies acknowledge this and have ‘mainstreaming’ as a central aspiration. However, what it will entail usually remains unclear. Strategies feature several common elements: changing the way services are delivered; increasing the targeting of those in need; refocusing main budgets; rolling out good practice. The relative stress on these different elements is likely to vary across areas.

8.31 The LSPs in places with higher levels of deprivation, where a very high proportion of the population lives within the targeted areas, point out that this affects what is possible. Not only is the scope for redirecting mainstream spend much more limited, but it may also mean that the task of developing a model tailored to these more complex requirements takes longer. The potential effects of redistribution on other areas have to be considered in addition to the overall limit on resources. There is heavy reliance upon agencies and they have to balance the potentially competing demands of equity in meeting their overall responsibilities and targets and adapting their provision to target extreme need.

8.32 However, some strategies recognise that tailoring mainstream provision to address neighbourhood renewal is a matter of having the drive, imagination and will to change as well as a resource issue. Numerous routes to change are suggested:

- developing better intelligence on service delivery;
- through piloting new approaches, in particular through Neighbourhood Management Pathfinders;
- structures and mechanisms for local service integration and encouraging joint working and more accessible services, such as co-location and shared staff;
- service level agreements, or neighbourhood agreements between providers and the local community.

8.33 LSPs face major challenges about the pace and management of change. The idea behind Community Strategies and LNRSs is to realise ambitions that have been voiced in the past but have frequently remained in the ‘too difficult’ tray; in particular, joining up, mainstreaming and rationalisation. LSPs are not service delivery vehicles. Nor are they statutory bodies. Although they have central government backing, they can only make progress locally through influence, persuasion and the commitment and goodwill of the member organisations. This suggests that it may be hard for them to bring about very rapid change especially when partner agencies experience tensions between their agency-specific priorities and those of their LSP.

### **Delivery infrastructure**

8.34 This second part of the chapter moves on to look at how the LNRSs cover the delivery infrastructure needed for neighbourhood renewal. It was evident in the strategy documents examined in this research that, when the LNRSs were written, many LSPs were in a transition phase between drawing up a strategic framework and translating this into a workable action plan. In addition to reviewing the policy content of the strategies, therefore, it was important for the study to look at LSPs’ progress in putting the infrastructure in place for implementing the strategy. As well as delivery

mechanisms this includes the supportive structures around community and stakeholder engagement, capacity building and developing the requisite skills for neighbourhood renewal and monitoring and evaluation.

### **Evidence of cross agency involvement**

8.35 All LNRSs are produced and owned by the LSP for the area. It was evident, however, that LSPs varied in their level of involvement in the production of strategies and their subsequent development, implementation and review. It was often difficult to discern the locus of the real energy and activity in writing the strategies. There is a distinction to be made between the LSP Board or Executive and the wider partnership structures. Most developmental work on LNRSs was either led by one of the partners, most usually the local authority, or it took place in the subsidiary partnership groupings. Some LSPs set up a designated neighbourhood renewal group. Others used their strategic theme groups and/or involved area based partnerships in the work. In most cases, this ensured cross agency involvement. Then the LSP Board ratified the strategy.

8.36 Other LSP research suggests that the role of the local authority is bound to be an interesting and sensitive one even though it is not an issue that tends to be aired. First, the local authority has the widest set of responsibilities relevant to neighbourhood renewal and access to most resources. Other partners tend to expect councils to take a lead role even though they might also be wary of them being too dominant. Secondly, however, LSPs may be perceived to pose something of a threat to councils which, by contrast, can claim a democratic mandate. Those councillors not themselves involved in the LSP may particularly feel that their position is being usurped. If this is the case the LNRS, which affects the deployment of resources and activities, was likely to crystallise any broader in-principle misgivings. This could mean that LSPs had to walk a political tightrope balancing a strategic overview while working around political sensitivities and ward-based competition for resources.

### **Delivery pathways**

8.37 Joint agency structures clearly exist at strategic level whether within LSPs or in the many associated thematic and area-based partnerships. These are developing in LSPs around strategic themes or specific tasks, such as neighbourhood renewal, and also around functions that are likely to enable closer integration such as information and data sharing, monitoring and skills development.

8.38 What is more difficult to discern in the LNRSs is how far these extend to multi-agency implementation/delivery teams. LSPs themselves are not delivery vehicles. They work through others and seek to influence and improve service delivery. In many strategies, there was no reference at all to delivery. Some refer to using existing mechanisms in ABIs or agencies, especially those responsible for floor targets. Yet others talk about piloting mechanisms such as area/neighbourhood partnerships, neighbourhood management or joint service delivery points, multi-agency support teams, SLAs or joint protocols. Council area committees are another potential base for future local planning and delivery, but the matter seems unresolved in some areas partly because these may be perceived to be too heavily Council led. Again the unfinished nature of the strategies meant that many of the possible intended arrangements were not yet in place. Where they were still piecemeal proposals, it could be difficult to see how the whole would fit together.

### **Community engagement**

8.39 The LNRSs always underline the significance of community involvement as a condition of successful neighbourhood renewal. This means that community engagement mechanisms are critically important. However, the parameters of community engagement often remain unclear: how far it means (improved) community consultation, participation in policy making or involvement in implementation.

8.40 There are differences in starting points. Some areas already had well developed networks, sector led or through longstanding Council-led community development or area forum arrangements, or ones developed by ABIs. The purpose of the Community Empowerment Fund is to enable the creation or strengthening of Community Networks as a means of increasing the voluntary and community sector's capacity to participate in strategic partnerships. In some areas, auditing this sector is seen as a

necessary first step. Beyond that, there is differential emphasis on developing the sector infrastructure and training/capacity building in relation to both individual representatives and groups.

8.41 A number of issues emerge. Once again, they are ones signalled by other research. One is how far the current strategies will reach beyond the 'usual suspects' in involving groups and identifying representatives. An overall (and sometimes acknowledged) weakness in most strategies is the absence of measures to involve 'hard-to-reach' groups. A second issue is whether any potential tensions will be introduced if engagement structures are only put in place in the priority areas for neighbourhood renewal. Some LSPs are thinking about area-wide structures. A third issue is how manageable some of these structures will be once developed and how easily they can be accommodated within the LSP. There is a danger that building massive structures – 'networks of networks' spanning communities of place, communities of interest and different sorts of voluntary sector organisation - will raise over-inflated expectations about the extent and nature of influence that the voluntary and community sector and its representatives can exercise. Deriving the limited number of representatives from this sector that can be accommodated on the LSP Board and even its wider partnership groups without them becoming too cumbersome and losing their strategic edge is difficult. To be feasible, it requires a level of trust within the sector which is not necessarily there partly because organisations are as much accustomed to competing for resources as they are to collaborating. Collaboration is necessary to select representatives and also to agree a workable concept of 'representation' that ensures they speak for, and keep in touch with, their 'constituency' without having overwhelming reporting demands placed on them or over-restrictive limits on their freedom to participate without always having a specific mandate.

### **Engagement mechanisms for other stakeholders.**

8.42 LNRSs cite a range of mechanisms such as forums for engaging groups of stakeholders, again often reflecting existing structures. Despite this, it is exceptional for them to recognise explicitly the need to tailor their forms of communication to different audiences.

8.43 The identification of both BME groups and young people as priority groups in some of the strategies is reflected in the attention paid to engaging them. Even where community cohesion is not a strategic priority in the programme, some LNRSs stress its importance in relation to the way the LSP functions. This emerges in various ways. Sometimes it is reflected in additional efforts to engage and/or capacity build BME groups; sometimes LSPs were seeking outside guidance on thinking through how to make their work relevant to, and taken up by, BME and other hard to reach groups; sometimes LSPs are working with partner organisations on their own anti-racist and inclusion practices.

8.44 It is clear from the LNRSs that an increasing number of areas are developing Youth Councils or Parliaments to provide a means for young people's voices to be heard. However, there is little elaboration in the strategies about how these will be serviced, how they will function and where they will fit within the wider consultation and decision making structures. On the whole, it is clear that they will remain consultation vehicles and, as such, there is a danger that their sphere of influence will remain unclear so that they may appear as token ventures.

8.45 Most strategies say little about engaging businesses, partly reflecting the scant attention generally paid to strengthening the area's economic base and possibly also mirroring the wider difficulties that LSPs have in achieving effective private sector involvement. Where LSPs include strengthening the business base as one of their objectives, improving contact and collaboration with the business sector is essential for informing an approach that will encourage and facilitate growth. In some cases, LNRSs refer to business broker schemes, forums or workshops. However, the absence of any mention of engaging businesses in the LNRSs does not necessarily denote that the LSP is doing nothing. Rather it may reflect the compartmentalisation of economic competitiveness and social cohesion referred to in paragraph 8.3 with links with business firmly associated with the former.

## **Building capacity**

8.46 Capacity building and skills and knowledge programmes are not identical, but they are closely connected. Sometimes capacity building is primarily discussed in relation to community capacity building. In addition, however, most LSPs recognise the equal need to build capacity in their own structures, in partner agencies and amongst front line staff. In part, this is a matter of equipping them for partnership and joined up working and for working more effectively with local communities. The underpinning assumption of the National Strategy is that for neighbourhood renewal to succeed, it requires a culture change within agencies and organisations. One of the functions of skills and knowledge programmes is to be one of the instruments for managing this process of culture change.

8.47 Other functions are evident such as developing an information base about deprivation and neighbourhood renewal; sharing good practice and increasing mutual understanding amongst practitioners. For residents and community and voluntary groups, assessments indicate numerous needs such as confidence building, IT skills, project management skills, quality assurance systems and fund raising.

8.48 LNRSs directly and indirectly talk about principles and values in relation to their capacity building and skills and knowledge programmes as well as needs. Equity is central to most whether this is expressed through a determination to improve the functioning of service providers, remove barriers to participation or include scope to accredit local people for their involvement to enhance their employability.

8.49 Although most have given preliminary consideration to learning plans, when these LNRSs were produced, few LSPs were far advanced in developing them. It is evident that they are likely to take different approaches and give varying degrees of importance to different dimensions and potential participants. With many, developing and implementing a plan also seems likely to be an incremental process; for example, either starting with the LSP Board and gradually widening out or beginning by using the Learning Plan as a means of drawing in and involving more community groups.

## **Measuring progress**

8.50 As yet, LNRSs are mainly weak on review, monitoring and evaluation although there are isolated examples of well developed plans, for example, including the adoption of excellence models for assessing performance and links with local universities. Most LSPs recognise that arrangements need to be made and that both quantitative and qualitative data are required. Where they have not already been set, baselines and performance indicators are also basic pre-requisites.

8.51 Some LSPs have set up sub-groups to develop an evaluation framework and take responsibility for its application. A combination of purposes emerge: a diagnostic tool; an early warning system; monitoring the quality of services; data collection and analysis to allow measurement of outputs, impact and mainstream service bending; assessing cost effectiveness and value for money; measuring the contribution of agencies responsible for delivery; the identification of who is benefiting and how sustainable are the benefits; an ongoing means of communicating progress to, and obtaining feedback from, residents and stakeholders.

8.52 The LNRSs also feature a wide range of methodologies and reporting mechanisms. Several propose setting up evaluation projects and/or the appointment of monitoring and evaluation or statistics/information officers. There are plans for surveys of different types, such as regular household surveys, longitudinal panel surveys and qualitative reviews of service satisfaction levels. Data systems need to be put in place especially for collection through any neighbourhood delivery vehicles and some LSPs are looking ahead to the development of more sophisticated systems for obtaining data down to postcode level.

## **Lines of accountability**

8.53 Lines of accountability are difficult to discern in the LNRSs. It is implicit that overall responsibility rests with the LSP. Very often, as has already been indicated, delivery arrangements are

not yet stated. Even where structures are planned or in place, accountability mechanisms are not specified. As LSPs are not themselves delivery vehicles, they are inevitably reliant on partner agencies to deliver either directly or through existing or newly established partnership bodies. This means that setting up reporting/accountability mechanisms is likely to need sensitive handling especially as partner bodies already have their own systems of accountability.

8.54 There is also the question of the LSP giving an account of its performance to the community at large. Some of the proposed arrangements suggest a means of doing this though little is said in the LNRSs about how the public might call the LSP to account. The uncertainty around this reflects questions about the precise role and standing of LSPs within the wider governance structures.

## 9. CONCLUSIONS AND RECOMMENDATIONS

9.1 This is a long report, largely because of the amount of illustrative material it contains in relation to the LNRSs. The template approach to examining the strategies adopted in the study in part allowed a comparison of their different approaches and was also the basis of assessing how far the strategies contained the range and depth of information that would be expected. Chapter 3 made clear the limitations of the methodology. It underlined that we were looking at strategies at various stages of completion and often without the benefit of associated documentation. Further, there was never any intention to provide individual strategy evaluations. One consequence is that the way that the report is structured probably serves the first purpose better than the second. In indicating the range of approaches and exemplifying different aspects of the strategies, it may to some extent obscure the patchiness of many of them.

### **The LNRSs overall: strengths and weaknesses**

9.2 Even those LNRSs that cover many aspects of the template – that is, those items a strategy might be expected to include – tend not to do so in any great depth. There are various common, interconnected weaknesses. First, the analysis of deprivation stays at the level of citing the IMD 2000 without exploration of what might lie behind the statistics or what were the causes or character of deprivation. There is an impression of more measuring going on than analysis. Secondly, the route map from analysis of need to strategic ambitions to actions and targets and outcomes is not clear. There is little elaboration of what actions are planned. In any case, some seem over-optimistic. Strategies are often ambitious not only about their desired outcomes but also in relation to the steps required which can seem to depend upon levels of knowledge, partnership and infrastructure that are far from being in place. At the extremes, LNRSs either catalogue what has been and is being done without necessarily showing how these together make a strategy, or they talk about future intentions without linking them to what already exists and demonstrating how they will be achieved. Although there is much talk of step change or even transformational change, a lot of the strategies read more like standard regeneration documents. It is not easy to judge how the more fundamental change that is being sought will be realised.

9.3 One of the questions that emerged which had a bearing on the way the strategies were constructed was ‘who was the intended audience?’. Some came across as primarily ‘internal’ documents that take a lot of prior knowledge for granted or make statements as ‘givens’ without seeing the need for amplification or justification. Others were produced for a much wider readership. This was a positive when it meant that they were more clearly written and the information presented attractively though one or two arguably verged on being over-glossy and promotional.

9.4 Boxes 9.1 – 9.5 give summaries from five of the templates that typify more general strengths and weaknesses.

#### **Box 9.1**

A very comprehensive Strategy will clearly stated priorities for each neighbourhood renewal theme at borough and ward levels. the analysis of deprivation encompasses a wide range of factors, with particular emphasis given to vulnerable groups such as the disabled. Priorities and actions are closely related to the evidence, with Part 3 giving detailed Area Plans for each neighbourhood. This also includes other strategies and programmes. Deficiencies in the strategy revolve around delivery pathways and the monitoring and evaluation framework.

### **Box 9.2**

The layout of the Strategy is largely based on 6 strategic objectives, with each containing reasons for their inclusion, current commitments/linkages and the Partnerships priorities. This is an effective means in which to state the strategic objectives and priorities of the Partnership, but there are problems. Beyond outlining the Strategy's links with other strategies there is no exploration of how they relate to each other. This is compounded by the use of limited data and an insufficient analysis of deprivation. Thus, the links between baseline data and strategic priorities and actions are tenuous. The nature of intervention to address key priority issues identified in Strategic objectives 1-4 lacks detail. Delivery pathways, decision-making structures and joint agency arrangements are not adequately detailed. Finally, the targets do not generally have set figures.

### **Box 9.3**

This is an uneven strategy. Good progress has been made in some areas (e.g. mainstreaming) while in others (e.g. the development of community partnerships) there is insufficient evidence to be certain what, precisely, has been achieved. Priority neighbourhoods have been selected but the extent to which different themes will be prioritised within them is hard to ascertain. The impression is given that, in a small District with such serious problems, the NRF grant will have a minimal impact. This may explain the emphasis placed on mainstreaming.

### **Box 9.4**

Although in parts it is a framework for action, this Strategy is generally strong. It is well structured and demonstrates a grasp of the 'big picture' that most LNRSs do not. Great emphasis is placed on mainstreaming, although only time will tell if this commitment is real rather than simply rhetorical. Priority wards are identified but the focus is mainly on a set of priority themes. This causes the balance between thematic and geographic priorities to become rather uneven with solutions sometimes appearing somewhat generic.

### **Box 9.5**

A mixed report. Contextualises the NRS well in relation to the national NRS, shows understanding of the issues (implicit theories of change) and makes good use of data in the discussion of themes. But it still comes across very much as a document introducing and raising issues and basic principles for the development of an NRS rather than an actual NRS itself (with identified targets/activities/resource allocation etc.). Its date (March 2002) and provenance (a commissioned consultancy report) perhaps explain this. It does not yet appear to have a very clear stamp of ownership by the LSP. Needs more work on translating strategy into action.

## **Lessons**

9.5 Many lessons emerge from this study for LSPs and their member agencies about the steps towards developing structures and strategies for effective neighbourhood renewal.

9.6 The study concluded that the production of strong and comprehensive strategies requires:

- an analysis of the factors affecting deprivation, including those external to the neighbourhoods themselves arising from the wider social, economic and policy contexts;
- clear linkages between the identification of need, strategic ambitions, actions, targets and outcomes;
- firm strategic underpinning for what otherwise risks being a list of existing initiatives and planned approaches;
- progress from special initiatives to mainstreaming in the form of more joint working, new ways of delivering services taking into account the needs of target areas and groups and more pooling of budgets;
- the use of NRF to facilitate changes in mainstream activity;
- the developing of baselines, targets and performance indicators to allow the measurement of change and impact;
- the development of an infrastructure for delivery: identifying how actions will be delivered, how that delivery will be co-ordinated, monitored and evaluated and how the responsible bodies will be accountable to the LSP;
- attention to the necessary supportive functions such as structures for community and stakeholder engagements; capacity building within agencies and the community; mechanisms for gathering, sharing and reviewing data and intelligence; learning plans; monitoring and evaluation systems.

9.7 These general lessons point to a number of ways in which LSPs and Government can strengthen future LNRSs and they form the basis of the following recommendations.

## Recommendations

### Recommendations to LSPs

9.8 Neighbourhood renewal is not just another special programme. It is meant to be a catalyst for, not a distraction from, achieving more fundamental change in the way that agencies operate and work together. LNRSs therefore need to be seen as key documents towards the planning and delivery of improved services in the most deprived areas and communities. To be effective, they must be closely linked with and supported by Community Strategies.

*Recommendation 1:* Ensure the demonstrable integration of LNRSs and Community Strategies and rationalisation and consistency across partner agencies' goals and strategies.

9.9 LNRSs should be evidence-based and show the route map from the analysis of needs to strategic priorities, activities, targets and outcomes.

*Recommendation 2:* LNRSs should spell out how the interventions identified in the strategy will improve services and should specify relevant targets and milestones.

### Recommendations to Government

9.10 The research also produced some messages for the NRU. The first concerns the diversity of areas. The variation means that it was not only predictable but also desirable that the LNRSs would differ.

*Recommendation 3:* Government guidance, advice and support for those producing LNRSs should be sensitive to the variety of area needs and circumstances and avoid seeking uniformity or being excessively prescriptive.

9.11 Although tight prescription about producing LNRSs is inappropriate, it is apparent that LSPs would like more guidance than was given in Annex G of the National Strategy Action Plan in a form that avoids a formulaic framework, but does indicate the necessary steps to be taken and items for inclusion.

*Recommendation 4:* Government should provide more support and guidance to help LSPs develop, monitor, use and update their LNRSs. This can be done in a number of ways through detailed guidance (for example, in the new Performance Management Framework for LSPs); consultancy support (for example, through Neighbourhood Renewal Advisers); improved local data (for example, through the Neighbourhood Statistics Programme); or general dissemination of good practice (for example, through renewal.net).

9.12 Another aspect of the variation across areas is their different starting points. It is clearly a very big step for some to embark on a strategic approach to neighbourhood renewal so it is necessary to be realistic not only about the time it will take to produce results but also how long it will take to make some of the instrumental changes to put plans and systems in place.

*Recommendation 5:* The LSP Delivery Toolkit, whilst not able to meet all knowledge and skills needs, should provide practical and plausible examples of how LSPs can effect change through both their policies (the 'what' questions) and their practices (the 'how' questions). All Government guidance should emphasise the importance of capacity building for effective partnership across all sectors.

## APPENDIX 1: SELECTING THE 88 LOCAL AUTHORITIES ELIGIBLE FOR THE NEIGHBOURHOOD RENEWAL FUND (NRF)

All six measures of the IMD 2000 were used to determine the 88 local authorities eligible for the Neighbourhood Renewal Fund (NRF) and the level of allocation. Areas were eligible if they featured in the top 50 on any of the measures. This process identified 81 areas.

Most of these were unitary authorities – London Boroughs, metropolitan Districts and Shire Unitary authorities. However, 19 were shire districts that did not have responsibility for key services such as education and social services. The LSP guidance recommended a joint partnership in two tier authorities, including the county council. The National Strategy for Neighbourhood Renewal underlined the importance of district and county councils developing “a joint approach to service improvement in deprived areas” (p.86).

In addition, transitional arrangements were made for those authorities not amongst the 81 but which had been in the 50 most deprived areas under any of the four measures of the former Index of Local Deprivation. This brought in a further 7 authorities, four in London, two in the South East and one in the East:

- Hammersmith and Fulham
- Kensington and Chelsea
- Wandsworth
- Westminster
- Luton
- Portsmouth
- Southampton

These 88 areas were spread across the regions as follows:

- South East - 4
- South West - 4
- London - 20
- East - 2
- East Midlands - 7
- West Midlands - 7
- North West - 21
- Yorkshire and Humberside - 9
- North East - 14

Two district councils in West Cornwall, Kerrier and Penwith, came together with the County Council to form the West Cornwall Partnership and develop a joint LNRS, thus reducing the total number of LNRSs to 87.

The grant funding was related to the severity of deprivation in an area, measured by the number of residents living in the most deprived areas. The allocation was a standard amount per head of population in those wards in the local authority area that were in the 10% most deprived nationally on top of a minimum allocation for all eligible authorities of £100,000.

## APPENDIX 2: RANKINGS OF THE 88 NRF LSPS FOR EXTENT AND CONCENTRATION OF DEPRIVATION

Region	Local Authority	Extent Rank	Concentration
South East	Brighton & Hove	110	92
	Hastings	51	48
	Portsmouth	117	108
	Southampton	125	139
	4		
South West	Bristol	83	71
	Kerrier/Penwith (W. Cornwall)	49	98
		63	79
	Plymouth	86	86
	3		
London	Barking & Dagenham	74	109
	Brent	78	60
	Camden	34	56
	Croydon	156	159
	Ealing	141	133
	Enfield	95	93
	Greenwich	47	63
	Hackney	1	20
	Hammersmith & Fulham	99	77
	Haringey	28	27
	Islington	9	81
	Kensington & Chelsea	101	95
	Lambeth	79	87
	Lewisham	76	89
	Newham	3	24
	Southwark	12	49
	Tower Hamlets	2	11
	Waltham Forest	72	105
	Wandsworth	158=	165
	Westminster	98	110
	20		
East	Great Yarmouth	35	5
	Luton	88	91
	2		
West Midlands	Birmingham	37	15
	Coventry	50	51
	Dudley	120	112
	Sandwell	19	52
	Stoke-On-Trent	54	85
	Walsall	20	33
	Wolverhampton	25	41
	7		
East Midlands	Ashfield	80	96
	Bolsover	41	44
	Derby	65	39
	Leicester	18	36
	Lincoln	158=	218
	Mansfield	33	59
	Nottingham	14	22
	7		
North West	Allerdale	82	50
	Barrow-In-Furness	22	29
	Blackburn With Darwen	15	16
	Blackpool	44	34
	Bolton	43	23
	Burnley	62	21
	Halton	13	38
	Hyndburn	53	35
	Knowsley	5	3
	Liverpool	7	2
	Manchester	4	4
	Oldham	39	18
	Pendle	30	19

	Preston	46	46
	Rochdale	31	13
	Salford	27	30
	Sefton	45	43
	St Helens	38	42
	Tameside	102	74
	Wigan	85	66
	Wirral	57	9
	21		
Yorks/Humber	Barnsley	29	32
	Bradford	42	17
	Doncaster	16	62
	Hull	17	12
	Kirklees	92	90
	Leeds	71	78
	Rotherham	60	31
	Sheffield	48	14
	Wakefield	64	72
	9		
North East	Derwentside	52	45
	Easington	6	8
	Gateshead	32	37
	Hartlepool	11	10
	Middlesbrough	8	1
	Newcastle Upon Tyne	24	6
	North Tyneside	55	40
	Redcar & Cleveland	23	7
	Sedgefield	68	70
	South Tyneside	10	54
	Stockton-On-Tees	40	26
	Sunderland	26	25
	Wansbeck	36	47
	Wear Valley	21	28
	14		

## APPENDIX 3: ANNEX G OF THE NATIONAL STRATEGY ACTION PLAN

### CHECKLIST FOR DEVELOPING LOCAL NEIGHBOURHOOD RENEWAL STRATEGIES: STEPS IN DEVELOPING STRATEGIES

1 The right approach to drawing up Local Neighbourhood Renewal Strategies will differ greatly between places. But the overall objective will be the same – for local people and organisations to work together to narrow the gap between the most deprived neighbourhoods and the rest of England.

#### Five suggested common steps for developing Local Neighbourhood Renewal Strategies – a useful checklist

- i) Identify priority neighbourhoods
- ii) Understand their problems and any differential impact on residents
- iii) Map the resources going into these neighbourhoods
- iv) Agree on what more needs to be done
- v) Implement, monitor and self-evaluate agreed actions

2 In taking these steps, Local Strategic Partnerships (LSPs) will need to work closely with neighbourhood organisations. The balance between the two levels will differ in different places, and the Government does not want to prescribe a particular model. But in most places, the broad renewal strategy will need to be backed up by detailed action plans at the neighbourhood level. In each case, the onus is on LSPs to find, work with – and if necessary establish – neighbourhood organisations to take on this task.

#### i) Identify priority neighbourhoods

3 The first suggested step is to identify which neighbourhoods have the lowest quality of life – in terms of joblessness, crime, educational failure, ill health, poor physical environment and housing.

4 As Paragraph 5.16 explains, some areas may choose to define neighbourhoods in terms of electoral wards (for which there are better statistics) or other small areas containing several thousand people. Local circumstances will guide this choice, but – as a guide – Government believes that a neighbourhood should be defined as a priority if:

- on several of these problems, it falls below national minimum standards (e.g. if it has domestic burglary more than three times the national average) or is heading that way; or
- it is among (or its boundaries fall substantially within) the 10 per cent most deprived wards in England as set out in the new Indices of Deprivation 2000 (ID2000).

5 This process is not about choosing one ‘lucky winner’ for regeneration funding, but instead identifying all the neighbourhoods that need priority status. In some areas, this will be a majority of neighbourhoods, and decisions about sequencing will need to be made.

6 Having selected priority neighbourhoods, it is important to establish a ‘baseline’ of current conditions in each, against which to measure future progress. This is something that each NDC pathfinder has done.

#### Setting the baseline: Manchester NDC (Beswick/Openshaw), 1999

	<b>NDC area</b>	<b>Manchester</b>	<b>UK</b>
Unemployment	11.7 per cent	9.6 per cent	4.6 per cent
Burglary rate per 1,000 households	81.3	72.6	22.7
Pupils gaining 5 GCSEs (A*–C)	24.7 per cent	28.7 per cent	46.3 per cent
Standardised mortality ratio	253	172	100
Ave sale price, terraced house	£12,816	£40,400	£65,330

Note: these are just a few of the baseline indicators recorded by the partnership.

## ii) Understand the problems of priority neighbourhoods

7 Regeneration programmes have often failed because they have focused on addressing symptoms rather than the root causes, or because Governments have not recognised how policies impact on each other. For instance, if low demand for housing is caused by crime, anti-social behaviour and drugs, no amount of extra housing investment will solve it. High-density housing might place a severe strain on education or health services. The roots may lie in poor education service and employment opportunities, and all of these might in turn be helped by mixed tenure neighbourhoods and improved facilities for recreation within the neighbourhood.

8 **Chapter 1** described how the problems that deprived neighbourhoods have in common – unemployment, crime and poor health, low skills and poor housing and physical environment – are driven by a range of other problems. A vital task in priority neighbourhoods will be to understand exactly what lies beneath each of these headline problems – which is the next recommended step. The analysis in this report will be of help.

9 The dynamics of neighbourhood decline and recovery will need careful study. For instance, housing voids may be low, but there may be a high turnover problem underlying this, indicating serious local problems.

10 Particular attention should be paid to understanding the way particular groups are especially disadvantaged because, for example, of their age, gender, sexuality, religion, disability or race.

11 Understanding neighbourhood decline is not a simple exercise, and it will not be enough just to ‘tick the boxes’ mentioned in this document. Real effort will be needed to get to the bottom of problems. It will be important to use intensive and imaginative consultation with residents and practitioners, and draw on existing research and consultation. The formation of groups and networks which can lead some of this work should be encouraged.

12 This is a process that is likely to need input both from LSPs and from organisations at the neighbourhood level. Although many problems may lie within a neighbourhood (e.g. transport and childcare barriers to jobs), others may reflect wider problems (e.g. planning and housing allocation). Solving some problems will require action at both levels – and also in the regions.

## iii) Map the resources going into priority neighbourhoods

13 Action to tackle neighbourhood problems does not take place in a vacuum. A lot of action is already in place, and partners will need to map and recognise this before deciding what else is needed. With training, local people could also get involved in this.

14 This might involve an audit of:

- what each organisation is doing in the neighbourhood (e.g. how much time and money are spent in the particular neighbourhood under consideration); and

- what other potential assets are in the neighbourhood (e.g. how many volunteers are contributing or could contribute time and skills, or local knowledge, what buildings and facilities could be used, what businesses, faith groups, sports and cultural organisations could be involved).

### Mapping local resources – Middlesbrough NDC

Each NDC partnership was asked to map the resources and initiatives coming into their neighbourhood. West Middlesbrough NDC calculated that in 1999–2000, public sector spending in the area would be as follows:

Category	Expenditure (£)
Community involvement	215,000
Education (schools)	4,964,000
Jobs and training	1,616,000
Benefits	24,234,000
Crime and community safety	1,906,000
Health	8,818,000
Housing and physical environment	6,534,000
Capital projects	516,000
<b>Total</b>	<b>48,803,000</b>

Exercises of this kind can be very revealing, and can shape local action. A similar exercise in the Brighton NDC area found that local authority expenditure per head was 2.5 times the town average. This high expenditure helped to persuade them to pilot Neighbourhood Management in the area, to try and make better use of these substantial resources.

15 **Chapter 4** may be helpful in mapping local activity, as it provides a description of some of the main Government programmes related to renewal.

#### iv) Agree on what more needs to be done

16 The next step would be for partners to look together at what could change; an important element of this will be consulting local people on what they want. Partners at both neighbourhood and local strategic levels would be involved – but the main focus would be on shifting blockages with key local decision-makers.

17 This would not be a case of bulldozing partners into commitments against their will. Instead, it would be a chance to align action, to make it more effective. Partners should soon find that there are benefits to each of them from close co-operation.

18 There will be a range of ways that partners can improve the effectiveness of services, which this kind of analysis may expose. These might be to:

- **set targets**, for example on health, crime or housing;
- **change the way existing services work**, for instance by using resources differently to fund a new activity, or by changing local rules or policies. Another option might be examining who delivers the service, or parts of it, and whether community or voluntary organisations could play a bigger role in doing so; or by involving residents in the recruitment of service managers;
- **introduce new services**, like on-the-spot housing management or other successful models;
- **join up services**, for instance co-locating services (e.g. siting health and social work professionals in schools), creating local multi-agency teams (e.g. anti-social behaviour teams) or pooling and/or devolving budgets down to neighbourhood managers or other neighbourhood organisations;
- **expand existing services**, for instance by seeking to ensure that there is a homework club in every school serving a priority area;

- **try Neighbourhood Management;**
- **consider the most effective use of assets**, for instance, public sector bodies could examine the case for transferring assets (e.g. buildings, green spaces) to community organisations in order to stimulate community enterprise;
- **rationalise activity**. One important option is to rationalise or even reduce activity, rather than just increasing it. For instance, if two partnerships are doing overlapping jobs, it might make sense to merge them; and
- **bid for new money/explore new flexibilities with central Government**, for instance a joint bid by police and housing services for start-up funding for a Neighbourhood Warden scheme.

19 Various sources of central Government funding and support may help with this, including new money, freedoms and flexibilities, training and sharing best practice. Examples of these are set out in **Chapters 5 and 6**.

20 To be effective, it is likely that the changes that partners propose will need to become hard commitments. Commitments can be cemented in various ways, such as by incorporating decisions in partners' business plans or other performance management frameworks, such as Best Value performance plans. Commitments also have more 'bite' if they clearly set out who is going to do what, and by when. This is especially important for black and minority ethnic communities.

21 These commitments will give partners a clear idea of how far they will be able to get. Based on this, and their initial vision, LSPs and their neighbourhood counterparts would be expected to set targets for how things should change over time in the priority neighbourhoods. One way of giving such targets added 'bite' (especially for local authorities) would be to incorporate them in a local Public Service Agreement (local PSA).

### **Local Public Service Agreements**

Local PSAs will be voluntary partnership agreements between individual local authorities and the Government. Their aim is to improve key outcomes more quickly and/or to a higher level than would otherwise be the case for the residents of that area.

Working with their partners, local authorities will suggest about 12 ambitious targets – exceeding the commitments in their Best Value performance plans. In return, the Government will provide start-up funding, agreed extra flexibilities, and additional grant to authorities that hit their enhanced targets from a new Performance Fund.

Resources from the Neighbourhood Renewal Fund (available to 88 severely deprived authorities) will be conditional on five factors. One of these is that any local PSA should include a clear focus on deprivation.

Twenty authorities will pilot the idea of local PSAs in 2001–02. If successful, the idea will be rolled out more widely.

### **v) Implement and monitor agreed action**

22 Once the overall strategy – and any Neighbourhood Action Plans – are agreed, they need to be implemented. Whilst this is the easiest stage to describe, it is probably the most difficult to get right in practice. Momentum will need to be maintained, and 'early wins' achieved, to bolster the enthusiasm of local service deliverers and communities.

23 It is also inevitable both that some elements of the Action Plan will need honing, and that others will be overtaken by circumstances. This means that constant monitoring of progress will be required, with frequent feedback on how the strategy is working on the ground and adjustment of the strategy.

## APPENDIX 4: INDIVIDUAL CHECKLIST ANALYSIS AND SUMMARY TEMPLATE

Heading	Item	Addressed?			Detail (if applicable) (include page number references)
		Y	N	Partially /Maybe	
<b>1. Summary</b>					
1.1 Summary	Overall shape of strategy including mix of neighbourhood /group/thematic priorities				
	Analysis of causes				
	SMART about measurement				
	How far strategy is funding driven				
	Changing services (mainstreaming)				
	Evidence of cross agency involvement				
	Delivery pathways				
1.2 Strengths & weaknesses					
1.3 References for composite report					
<b>2. Strategic approach</b>					
2.1 Title					
2.2 Date					
2.3 Produced by					
2.4 Purpose					
2.5 Vision					
2.6 Strategic drivers	National				
	Regional				

	Local				
2.7 Strategic links					
2.8 Theories of change					
2.9 Targeting: priority areas					
List wards and postcodes covered by priority areas					
2.10 Targeting: priority groups	BME				
	Children & Young People				
	Older people				
	Disabled people				
	Women				
2.11 Policy themes	Worklessness				
	Health				
	Education				
	Crime and community safety				
	Housing				
	Environment				
	Transport				
	Other				
	Cross-cutting themes				
3. The information base of the strategy					

3.1 Wider socio-economic context					
3.2 Evidence by policy theme	Worklessness				
	Health				
	Education				
	Crime and community safety				
	Housing and environment				
3.3 Evidence use	Evidence used to identify needs				
	Evidence used to identify priorities				
	Evidence used in the allocation of resources				
	Links between baseline data and strategy				
3.4 Sources of evidence	Secondary data on area conditions				
	Primary data (surveys) on conditions and perceptions				
	Service data - current activity and spend				
3.5 Analysis of factors associated with deprivation					
3.6 Review of what works					
3.7 Mapping resources					

4. The translation of strategy into action					
4.1 Desired outcomes					
4.2 Overall Action Plan					
4.3 Identification of activities by theme					
4.4 Existence of neighbourhood/ward action plans					
4.5 Existence of neighbourhood /ward baselines					
4.6 Mainstreaming					
4.7 Lead agencies					
4.8 Performance indicators	Worklessness				
	Health				
	Education				
	Crime and community safety				
	Housing				
	Environment				
4.9 Targets  Indicate where the LNRS will explicitly make a contribution to meeting floor targets, LPSAs and other targets for each of the five key policy themes	Worklessness				
	Floor targets				
	LPSAs				
	Other				
	Health				
	Floor targets				
	LPSAs				
	Other				
	Education				
	Floor targets				

	LPSAs				
	Other				
	Crime and community safety				
	Floor targets				
	LPSAs				
	Other				
	Housing				
	Floor targets				
	LPSAs				
	Other				
	Environment				
	Floor targets				
	LPSAs				
	Other				
	Timeframes on targets				
	Interim milestones				
	SMART targets				
4.10	Priorities for NRF spend				
4.11	Other NRU				
	Other special initiatives				
	Main budgets				
<b>5. Structures and processes</b>					
5.1	Decision-making structures				
5.2	Joint agency structures				
5.3	Community engagement mechanisms				
5.4	Engagement mechanisms for other stakeholders	BME			
		Business			

	Other				
5.5 Capacity building					
5.6 Monitoring and evaluation					
5.7 Accountability					
5.8 Skills and knowledge					
6. Innovative/ interesting features					
6.1 Strategic					
6.2 Programme/ actions					
6.3 Structures/ processes					
6.4 Other					

