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An Interim Evaluation

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CRESR

Sheffield Hallam University



Neighbourhood
Renewal Unit

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LIST OF ABBREVIATIONS

ABC	Acceptable Behaviour Contract
ABI	Area Based Initiative
ALMOs	Arms-length Management Organisations
ASB	Anti-Social Behaviour
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BME	Black and Minority Ethnic
CAD	Communities Against Drugs
CDRPs	Crime and Disorder Reduction Partnerships
CPA	Comprehensive Performance Assessment
CRESR	Centre for Regional Economic and Social Research
CSO	Community Support Officers
DAAT	Drug and Alcohol Action Teams
DAT	Drug Action Team
DEEP	Divert, enforce, educate and prevent
DETR	Department for Environment, Transport & the Regions
DfES	Department for Education and Skills
DWP	Department for Work and Pensions
EiC	Excellence in Cities
HAT	Housing Action Trust
HMR	Housing Market Renewal
HPE	Housing and the Physical Environment
HR	Human Resources
IB	Incapacity Benefit
ICT	Information & Communication Technologies
ILM	Intermediate Labour Markets
ILO	International Labour Organisation
IMD	Index of Multiple Deprivation
ISSP	Intensive Supervision and Surveillance Programmes
JSA	Jobseeker's Allowance
LFS	Labour Force Survey
LGMA	Local Government Modernisation Agenda
LSC	Learning and Skills Council
LSP	Local Strategic Partnership
NAO	National Audit Office
NDC	New Deal for Communities
NRAs	Neighbourhood Renewal Advisors
NRF	Neighbourhood Renewal Fund
NRSs	Neighbourhood Renewal Strategies

NRU	Neighbourhood Renewal Unit
NSNR	National Strategy for Neighbourhood Renewal
ODPM	Office of the Deputy Prime Minister
PCM	Project Cycle Management
PCSO	Police Community Support Officer
PCT	Primary Care Trust
PFI	Private Finance Initiative
PLASC	Pupil Level Annual School Census
POP	Problem Oriented Policing
PPOs	Prolific and other Priority Offender Strategy
PSA	Public Service Agreement
RDAs	Regional Development Agencies
RSL	Registered Social Landlord
SDA	Severe Disability Allowance
SDRC	Social Disadvantage Research Centre
SEU	Social Exclusion Unit
SHU	Sheffield Hallam University
SLA	Service Level Agreement
SMR	Standardised Mortality Ratios
SOA	Super Output Area
SRB	Single Regeneration Budget
VFM	Value for Money
YIP	Youth Inclusion Programme
YISP	Youth Inclusion and Support Panels
YJB	Youth Justice Board
YOT	Youth Offending Team

EXECUTIVE SUMMARY

CHAPTER 1: THE NDC PROGRAMME: INTRODUCING THE PROGRAMME AND THE EVALUATION

New Deal for Communities (NDC) is one of the most important ABIs ever launched in England. It is a flagship component to the government's National Strategy for Neighbourhood Renewal and is designed to help close the gaps between these 39 areas and the rest of the country.

The first 17 Pathfinders were announced in 1998, the remaining 22 Round Two schemes the following year. Each NDC is working with partner agencies and the local community to implement 10 year programmes to transform these neighbourhoods. Each approved Delivery Plan attracts about £50 million, the overall Programme budget being around £2 billion.

These are generally deprived areas: nine would fall within the most deprived 1,000 of the 32,000 lower level Super Output Areas derived from the 2001 Census. The Knowsley NDC area would be the 117th most deprived SOA in England.

The 39 areas vary considerably:

- on average they accommodate about, 9,800 people: Hackney has almost 21,000, Plymouth less than 5,000
- the proportion of the non-white population across the Programme is about 26 per cent: for Birmingham Aston the equivalent figure is over 80 per cent: for Plymouth and Knowsley less than one per cent
- across the Programme 55 per cent of households live in social rented accommodation: in Southwark it is almost 85 per cent, but in Hartlepool less than 30 per cent.

In 2001 the Centre for Regional Economic and Social Research at Sheffield Hallam University was commissioned by the Neighbourhood Renewal Unit in the Office of the Deputy Prime Minister (NRU/ODPM) to direct the 2001-2005 phase of the NDC evaluation, of which this Interim Report is the final major output. The evaluation has involved a wide range of data collation and analysis tasks including:

- household surveys in NDC areas and equivalently deprived non NDC 'comparator areas' in both 2002 and 2004
- secondary data analysis including evidence in relation to educational attainment per pupil, police recorded crime, and exits/entrances from benefits
- 39 Partnership level reports for the three years: 2002/03, 2003/04 and 2004/05.

CHAPTER 2: THE NDC PROGRAMME: RATIONALE AND THEORIES OF CHANGE

NDC Partnerships are charged with devising holistic renewal programmes in order to tackle a range of interconnected problems impacting on residents in these deprived neighbourhoods. Interventions are to focus on six key outcomes community development/ engagement; improving housing and the physical environment, health, and education; and reducing worklessness, and fear and experience of crime.

Five **principles** underpin the Programme:

- achieving 10 year transformational change
- creating dedicated neighbourhood level agencies through which to drive forward programmes: the 39 NDC Partnerships
- a strong commitment to community engagement
- working in partnership with other delivery agencies
- learning and innovation.

CHAPTER 3: MANAGING CHANGE AT THE NEIGHBOURHOOD LEVEL

A number of features characterise the **governance** of Partnerships:

- each Partnership is overseen by a Board consisting largely of agency and community representatives
- most NDCs now use elections through which to select community representatives: in 2003 and 2004 average turnouts were about 23 per cent
- the average size of Boards is 22, with community representatives comprising a majority in 24 instances; agency representation averages about 44 per cent of members; more than 30 Boards have representatives from PCTs, the police and local councillors; there is less representation from agencies with city or regional levels remits such as Learning and Skills Councils
- observers are generally of the view that Boards are increasingly stable and harmonious; however time commitments imposed on members are seen as demanding
- chairs and chief executives play a critical role in ensuring effective business; about one-third of Partnerships changed either their chair and/or chief executive in both 2003/04 and 2004/05.

In relation to the **management** of Partnerships:

- the average size of the staff complement is 14 FTEs: many Partnerships are still looking to recruit, but there is less evidence of rapid turnover; most staff are female; and in nine instances 30 per cent or more of staff are from the NDC area
- there is a general view that management systems are working better; some such as project appraisal are assessed in a more positive light than others, notably risk management
- there has been more improvement in relation to local evaluation than any other process; by 2004 virtually all Partnerships were undertaking project specific evaluations and assessing the impact of projects on beneficiaries; however, only 22 had a formal agreed evaluation plan, although more intend shortly to adopt one.

With regard to **legal status and exit strategies**:

- more than half of all Partnerships are companies limited by guarantee; 15 have no legal status
- only 15 have formal exit strategies, although the issue is rising up Partnership agendas; options for securing a 'post NDC presence' include developing an asset base, expanded neighbourhood management projects, and becoming a Community Development Trust; perhaps the best option revolves around the possible longer term role of housing refurbishment companies established by NDCs and partner agencies to oversee redevelopment and refurbishment proposals.

In terms of processes either **driving or constraining delivery**

- Partnership working, community involvement the support of Government Offices for the Regions (GOs), and relationships with other ABIs have consistently been seen as encouraging delivery
- and although easing as a constraint, staffing and HR issues remain quite the most insistent barrier on delivery.

CHAPTER 4: ENGAGING WITH COMMUNITIES

The local community is at the heart of the Programme. Community engagement and involvement are designed to achieve a number of **objectives** including increasing self-confidence, enhancing participation in voluntary activities, and boosting community capacity. Community development has attracted about 22 per cent of total Programme wide spend.

Community engagement embraces a wide range of **activities** including consultation with residents, boosting community infrastructure, involvement of residents in Partnerships and as Board members, and direct involvement in devising and running projects.

Partnerships have generally improved channels through which they **communicate** with the community; more could be done to ensure Partnerships are committed to the distribution of attractive, regular and frequent publicity material through which residents can respond to Partnership plans and activities. Communications have more of an impact if Partnerships develop a clear brand identity.

There is an increasing commitment to **equalities and diversities**: 24 Partnerships have a formal Equalities and Diversities Strategy; Partnerships generally place a stronger emphasis on race than on other equalities issues; there can be a tendency for ED issues to be 'parked' with an individual or sub-committee and not mainstreamed across all activities.

No previous ABI has placed such an emphasis on engaging and supporting **BME communities**; BME groups consistently reveal positive attitudes towards their local community: Asian residents are more likely to feel part of the local community than are white people; black people saw the largest positive changes of any ethnic group with regard to attitudes towards the local community between 2002 and 2004.

In relation to **outcomes for residents**, between 2002 and 2004:

- there were very positive changes in relation to having heard of the local NDC (a 16 percentage point increase) and thinking it has improved the area (an 18 percentage point increase): residents are increasingly impressed with what their local Partnership is doing
- trust in local institutions such as the police rose, but generally by a few percentage points, and usually more or less in line with changes in the comparator areas; but trust in NDCs as institutions rose fully 10 percentage points to 53 per cent
- although residents are more aware and trusting of their local NDC, this has not yet fed through to involvement in voluntary and community groups which held steady at 12 per cent; this compares with an equivalent national figure of 21 per cent.

In relation to outcomes for **business**:

- most NDC support is for infrastructure/equipment or for business start-ups
- over 60 per cent of businesses think the NDC has had a positive impact on the area
- over 30 per cent consider it has had a positive impact on their business; less than 10 per cent think it has had a negative impact.

Drivers encouraging community engagement include ensuring the delivery of relevant, visible projects; wide ranging and responsive approaches to consultation and involvement; and effective methods of communication.

Barriers include a sentiment amongst some residents that NDCs are cliquy and are 'for the few'; a history of resentment towards agencies on the part of local residents; new and transient populations; inter-community strife; and a degree of uncertainty as to whether, in the interest of community cohesion, projects should be targeted at specific communities or not.

CHAPTER 5: THE NDC PROGRAMME: ENGAGING WITH AGENCIES

There is widespread acceptance across the Programme that successful renewal can only occur if NDCs devise and implement strategies in partnership with key agencies. The use of the term 'mainstreaming' in relation to NDC/agency relationships has been interpreted in different ways.

NDCs are becoming more **embedded** within the wider institutional framework: more than 25 Partnerships have either staff and/or NDC Board members on local authority regeneration or housing fora, on LSPs or on PCT boards.

Agencies are increasingly of the view that they engage with NDCs in a **range of tasks**: joint planning of projects; considering the NDC in their own strategy; and make a positive contribution to NDC partnership work; they are less inclined to increase mainstream funding to NDC areas.

Achieving good relationships with **local authorities** is important since the authority is the accountable body in all but one instance, and council departments will be involved in the implementation, management and continuation of most NDC interventions; in practice relationships have generally improved often driven by NDCs becoming more aware of opportunities arising from better relationships with authorities, and authorities realising important lessons can be learnt from NDCs. Tensions remain: authorities have to balance the needs of NDC areas with other deprived neighbourhoods.

Six **other ABIs** have overlapping jurisdiction with at least 20 NDC areas: the three ABIs which have developed closest links with NDCs are probably Youth Inclusion Programmes, Sure Start, and neighbourhood warden schemes.

Mapping **agency investment** in NDC areas is widely seen as difficult and of little value. There is evidence of **bending of agency resources** into NDC areas, especially on the part of the police and PCTs. But most NDC/agency partnership working involves reshaping or joining up existing services. There is evidence of innovations being piloted in NDCs and subsequently rolled out across local authority areas. But replication/roll out is not always appropriate: NDCs are generally seen as more 'resource rich' than other deprived neighbourhoods.

A number of **constraints** have limited NDC/agency engagement including the complexity of the regeneration scene; different geographies of action; and a lack of fit between agency and NDC objectives.

But there are **drivers** too: better links with LSPs; improved leadership in LSPs, authorities and NDCs; growing confidence and respect for NDC staff on the part of agencies; and the impact of departmental floor targets which identify neighbourhood level objectives.

CHAPTER 6: THE NDC PROGRAMME: HOUSING AND THE PHYSICAL ENVIRONMENT

Between 2000/01 and 2003/04 about £107 million of **Programme spend** was allocated to Housing and the Physical Environment (HPE). This amounted to over a quarter of total spend, more than for any other theme.

Target outcomes include improving the environment, the appearance of NDC areas, and housing quality/satisfaction.

Interventions have focused on improving the physical environment; neighbourhood and housing management, and neighbourhood wardens, programmes; housing rehabilitation, demolition and redevelopment; and devising local housing strategies to deal with a different sets of problems emerging from contrasting tenure mixes.

In terms of **change data**, there were marked improvements in relation to a range of **environmental** indicators, between 2002 and 2004:

- there was 14 percentage point increase in those thinking the area had improved and a six percentage points increase in those very/fairly satisfied with the area
- residents have become less concerned about a range of environmental problems: there was a nine percentage points fall in those identifying car crime as a local problem; in most cases these falls were greater than those occurring in the comparator areas.

Over two-thirds of **businesses** are satisfied with their local area as a place to run a business; businesses and residents prioritise the same three environmental problems: teenagers on the street, litter, and vandalism.

In relation to **housing**, levels of satisfaction with accommodation and its repair hardly changed between 2002 and 2004; there was a slight increase in owner-occupation; there is no evidence as yet to suggest that house prices in NDC areas have increased over and above what would have been expected.

Policy implications include: the vital role of partnership working in effecting larger schemes; the importance of the local authority taking on the management and maintenance of environmental improvement projects to ensure their long term sustainability; the need for Partnerships to tap into the skills base residing in partner agencies; and the importance of managing tensions between existing residents wishing to improve 'their' housing, and pressures to create mixed tenure neighbourhoods which will culminate in an influx of better-off people in owner-occupied accommodation.

CHAPTER 7: THE NDC PROGRAMME: EMPLOYMENT, FINANCE AND ENTERPRISE

About £50 million of **Programme spend** was allocated to worklessness between 2000/01 and 2003/04; this amounted to 11 per cent of total spend, only health received less; but NDC investment in this outcome area was matched by more other investment than any other theme: every pound of NDC investment in worklessness brought in 90p of other spend.

Target outcomes include increasing employment, economic activity, business growth, earnings, and income.

Interventions have tended to focus on promoting enterprise including support for ILMs; raising skills levels and enhancing employability; active labour market interventions notably job brokerage schemes; and improving the transition to work.

Much of the **change data** is cross-sectional in that it compares change at the NDC or comparator area level at two periods in time. This evidence does not point to there being a great deal of change in relation to economic (in)activity, occupational distribution, or household income.

However, **longitudinal data** tracing what happened to individuals through time with regard to their relationship with the benefits system between 2001 and 2003 point to positive outcomes for those in NDC areas: unemployed people in NDC areas were 1.1 times more likely to exit unemployment benefits, and 1.6 times more likely to exit sickness/disability benefits, than claimants living in the rest of the country; evidence from across the evaluation points to there being positive outcomes for individuals in relation to unemployment.

Policy implications include: the need to reconcile demand and supply side approaches in tailoring interventions to the specific needs of the disadvantaged in each NDC area; developing active partnerships: the NRU's financial commitment designed to ensure the direct involvement of JCP in NDC areas is widely seen as having borne fruit; and the need to develop strategies which strike a balance between supply and demand led interventions.

CHAPTER 8: THE NDC PROGRAMME: CRIME AND DISORDER

About £53 million of **Programme resources** was spent on crime and disorder in the four years beginning 2000/01: about 12 per cent of total spend.

Target outcomes include reducing crime, fear of crime, burglary and Anti-Social Behaviour.

Interventions include: enhancing the quality and quantity of policing; increasing surveillance to protect areas and dwellings; interventions targeted at young people; and drug abuse projects.

In relation to **change data** for the period 2002 to 2004:

- fear of crime dropped sharply: a fully 10 percentage points fall in relation to burglary and mugging/robbery; comparator areas also saw similar, often greater, falls
- trust in, and satisfaction with, the police rose by four and five percentage points respectively, more than for the comparator areas: the heavy involvement of the police in the Programme appears to be leading to improved relationship with residents.

Actual crime figures are available from both the 2002 and 2004 household surveys and police recorded data:

- household survey data show reductions in most crimes; these generally tend to be modest in percentage points, but this is to be expected because levels are relatively low anyway: 55 per cent of residents in 2004 were worried about burglary, but only five per cent had actually been burgled in the previous year, itself a two percentage points fall on the 2002 figure

- police recorded data suggest that most NDC areas saw modest improvements in relation to other wards in their city between 2000/01 and 2002/03 with regard to burglary, theft, and criminal damage; evidence suggest that where NDC areas are outperforming other wards in their city, this is associated with an improvement in recorded crime in surrounding buffer zones: there is **no evidence that an improvement in recorded crime in NDC areas leads to a displacement of crime to neighbouring localities.**

Policy implications include: the vital importance of linking in with other partners from the outset: a strong crime prevention partnership infrastructure will generally already exist, with which Partnerships should engage; the need to plan strategically across all elements of crime deterrence, prevention and resolution; and instilling evaluation and monitoring into all projects so that lessons can be learnt and disseminated to the wider crime prevention community.

CHAPTER 9: THE NDC PROGRAMME: HEALTH

In the four years beginning 2000/01 about £48 million of **Programme resources** was spent on health, less than for any other outcome area.

Target outcomes include health promotion, reducing death rates, and addressing mental health.

Interventions have mainly focussed on: promoting healthy lifestyles; enhancing service provision; developing the health workforce; and working with young people.

Change data shows:

- relatively small improvements in some lifestyle indicators: smoking fell two percentage points to 38 per cent between 2002 and 2004: this compares with a national equivalent of 26 per cent
- small improvements in relation to indicators of self-reported health, although reductions in comparator areas were often relatively larger
- no evidence that NDC areas were improving their relative position with regard to standardised health ratios such as mortality rates or hospital admissions; morbidity rates improved slightly in the 2001 to 2003 period compared with 1999-2001 from 1.93 to 1.77; this latter figure indicates that the rate of illness and disability in NDC areas is still almost twice what would be expected
- satisfaction with hospitals and GPs also rose but either in line with, or less than, in comparator areas.

There is less evidence of change in relation to health than for the four other outcome areas.

Policy implications include; the need to work in partnership with Primary Care Trusts (PCTs) to develop strategic, long term plans; the importance of NDC Partnerships giving health the emphasis it deserves; and accepting that outcomes from interventions will take many years to feed through.

CHAPTER 10: THE NDC PROGRAMME: EDUCATION

£79 million of **Programme spend** was allocated to education between 2000/01 and 2003/04, 18 per cent of the total.

Target outcomes include improving attainment levels at Key Stages 2 and 4, and improving school, destinations and stay-on rates.

Interventions have mainly focussed on: creating educational partnerships; raising attainment levels; enhancing parental and community involvement; boosting lifelong learning; widening participation in higher education; and addressing minority ethnic attainment levels.

In terms of **change data**:

- there were modest improvements in terms of educational attainment at Key Stages 2 and 4 between 2002 and 2004, but these were generally in line with what was happening in other deprived localities
- there was little change in relation to adults undertaking further education or training, although over 40 per cent of local businesses think local residents lack appropriate qualifications/training
- satisfaction with educational services rose, childminding by fully 12 percentage points; this may simply reflect lower aspirations: higher satisfaction levels can go hand in hand with poor results
- use of IT, however, rose considerably especially at home: use of a PC at home rose seven percentage points to 42 per cent; increases in the use of IT were greater than occurred in the comparator areas.

Policy implications include the importance of embedding childcare facilities in projects; linking interventions to national qualifications; addressing the specific needs of some BME communities; and ensuring tailored support for post-11 pupils living in the area, but almost always educated outside it.

CHAPTER 11: THE NDC PROGRAMME: EXPENDITURE AND OUTPUTS

Total **Programme spend** amounted to about £827 million or 41 per cent of the total £2 billion budget by the end of 2004/05: about half way through the Programme, almost half the money has been spent.

Spending patterns vary markedly across the 39 NDCs: Programme wide per capita spend between 2002/03 and 2004/05 amounted to about £1,875: Partnership level figures varied from over £4,000 to about £330.

Every pound of NDC spend was **matched** by about 60 pence of other investment, almost all of it other public sector; worklessness shows highest leverage ratios and community development and health the lowest.

Per capita spend on the HPE is double that for both crime and disorder, and health.

The Programme shows high levels of project **additionally** and there is little evidence of **deadweight**.

Overall **net additionality** is higher for some themes including education, health and worklessness than for others notably HPE and crime and disorder.

Total net outputs for the four year period beginning 2000/01 include almost 130,000 people using new or improved community facilities, 50,000 young people benefiting from youth inclusion/diversionary projects, and over 13,500 people receiving job related training.

CHAPTER 12: THE NDC PROGRAMME: PROGRAMME LEVEL CHANGE

Cross-sectional data provide evidence in relation to change in NDC areas between 2002 and 2004 compared with that occurring in similarly deprived, but non-NDC neighbourhoods, the comparator areas:

- most indicators show NDC areas making improvements between 2002 and 2004, especially in relation to attitudes to the area, the local NDC, and the local environment, and with regard to fear of crime
- older cohorts are tending to show more positive outcomes than those aged 16-24
- a detailed breakdown of change in relation to nine ethnic groups shows considerable variations across groups, with indications that traditionally more deprived groups such as the Pakistani and Bangladeshi communities doing relatively well in areas such as employment
- NDCs tended to outperform the comparator areas between 2002 and 2004 and also national equivalents where direct comparisons are possible. There is evidence that NDC areas are closing the gaps with standards prevailing nationally
- there is currently no relationship between Partnership level change relative to the Programme average, on the one hand, and expenditure, on the other; but there is with the absolute position in 2002: NDC areas showing greatest positive change were generally the most deprived in 2002; for Round One Partnerships there is also a relationship between losing a chair/chief executive and relatively poor relative performance
- there are relationships between higher levels of Partnership spend and variables such as a higher absolute number of overlapping ABIs; a higher proportion of Board members being agency representatives; and a smaller absolute number of resident Board members.

Data can be used to explore differences amongst **four groups of people**: those wishing to leave NDC areas; those who did move between 2002 and 2004: the outmovers, of whom some 355 were traced; those who stayed in the area (the longitudinal panel); and those moved in during this two year period: the in-movers:

- by 2004 13 per cent of NDC residents had lived in their current address for less than a year compared with a national equivalent of nine per cent; 38 per cent wanted to move, a fall of one percentage point on 2002
- those who **want to move** tend to be female, young, black, are renters and have higher qualifications
- property and area based factors encourage mobility: if Partnerships wish to reduce out migration they will need both to address local housing markets (size, tenure and nature of new/refurbished accommodation) but also that nexus of issues surrounding quality of the environment, crime and dereliction
- compared with the NDC average for 2004, **inmovers** tend to be younger, part of larger, low income families, and live in rented accommodation; they are less likely to be employed, despite having higher level qualifications
- compared with the NDC average for 2004, **outmovers** tend to be young, white, relatively better off, better educated, in better health, and to live in owner occupied accommodation
- those **moving frequently** (at least three times in five years) tend to be especially vulnerable in that they live in workless households, have poor self-reported indicators of mental health, be victims of crime, and do not feel part of the local community.

If these patterns of mobility persist, Partnerships and delivery agencies will have to deal with problems arising from a constantly changing and increasingly deprived population. There are early signs that policies will alter mobility patterns in due course: in 2002 22 per cent of those who thought they would leave within two years nevertheless wanted to stay in the neighbourhood, by 2004 that proportion had risen to 24 per cent. And whereas in 2002 53 per cent of those wishing to move wished to do so because of area related factors, that proportion had fallen to 46 per cent two years later: evidence from across the evaluation indicates that residents are seeing improvements to their neighbourhood and the local environment.

The NDC and Comparator area panels (the longitudinal data) provide evidence in relation to **changes to people in places**. Using some 27 indicators to compare these two panels:

- in 16 instances improvements for NDC residents are both statistically significant and greater than those occurring in the comparator areas
- once socio-economic factors are adjusted for, improvements for NDC residents are significantly greater than for comparator area residents with regard to attitudes to the local area, the environment and the community, taking part in training and education, and movement out of unemployment.

CHAPTER 13: THE NDC PROGRAMME: AN INTERIM ASSESSMENT

This Interim report provides an opportunity to reflect on **progress in relation to the five key principles underpinning the Programme:**

Achieving 10 year transformational change: Partnerships have done as well as might reasonably have been anticipated: this was always going to be a difficult objective to achieve. It was made more so by the lack of an effective evidence base, pressures to achieve other goals such as engaging partners and communities, the drive to deliver, and the short time horizons within which Partnerships were to assess baseline problems, define strategies and select appropriate interventions: they were asked to do too much too soon.

However, in more recent years spending has increased, the Programme is characterised by high levels of additionality, and there is evidence of outcome change in relation to attitudes towards the area, the NDCs, and the local environment and in relation to unemployment. Looking ahead a plausibility analysis of outcomes identified in current Delivery Plans provides a cautiously optimistic assessment as to the degree to which outcomes are likely to be achieved in the second half of the Programme.

Creating dedicated agencies for neighbourhood renewal: this proved to be challenging in the early years. Existing agencies were often not that enthusiastic, nor were all local authorities. Progress has been constrained by issues such as staffing, complex institutional structures, and weaknesses in commissioning, and learning from, local evaluation programmes. But NDCs have become much more embedded within the renewal community; and some Partnerships are widely seen as models of how neighbourhood renewal should be carried out.

A commitment to community engagement: no ABI has placed such a strong emphasis on community engagement; there are numerous examples of individuals and households benefiting from Partnership interventions. There are signs that this approach is reaping benefits in relation to resident attitudes towards the area, the environment and the local NDC. It is nevertheless hard work; and it is not yet possible to argue that placing such an emphasis on community engagement better the chances of attaining ultimate outcomes such as fewer crimes, better educational attainment rates or improved health. Perhaps in launching the Programme too much attention was paid to the failures of previous ABIs to engage with their local residents and too little to the costs and consequences of such a heavy commitment to community engagement.

Engaging partner agencies: joint working was essential if change was to occur across such a wide range of outcomes. There were early problems, often because NDCs lacked political awareness and experienced staff able to engage effectively with agencies. Some agencies, especially those operating at wide spatial scales have not generally interacted with NDCs. However, there has been a real improvement in NDC/agency relationships; agencies are much more inclined to be positive about NDCs in general and the quality of their staff in particular; some agencies such as the police and PCTs have proved consistently more supportive than others such as LSCs and local authority social services departments. Nevertheless, Partnerships have generally done as much as might reasonably have been expected in engaging with partner agencies: this is a success story.

There has been less positive change in relation to **learning and innovation**: the depth and quality of the evidence base relating to neighbourhood renewal has improved, partly because of lessons learnt from the Programme. Partnerships are also generally more aware of the need routinely to embed interventions in the evidence base. However, the Programme has not been as innovative as it might have been. Some Partnerships still tend to be somewhat introverted. And LSPs and others could be more imaginative in using NDCs to pilot and evaluate innovations: it is too often seen by the wider renewal community as ‘just another ABI’.

Taking a Programme wide overview there has been as much progress as might reasonably have been expected. Massive strides have been taken in relation to the three key process issues: setting up renewal agencies, engaging communities, and working with partners. The NDC Partnerships are on their way. The key question for the second half of the Programme is this: will the scale of process related tasks carried out by Partnerships in their early years help achieve change in relation to ultimate outcomes, evidence for which, is as yet, relatively muted?

CHAPTER 14: THE NEW DEAL FOR COMMUNITIES EXPERIENCE 2001-2005: IMPLICATIONS FOR THE NEIGHBOURHOOD RENEWAL AGENDA

The Programme offers important **lessons for other neighbourhood renewal partnerships** including:

- **setting up**: ensure delivery from local, accessible offices; create a brand identity; get management systems right from the outset; instil evaluation and monitoring into all activities at an early stage; appoint and keep good people
- **accountability**: define the ground rules; establish strategic boards/steering committees; consider the use of independent chairs
- **planning strategic change**: carry out effective, accurate baselines; use these to inform plausible, transformational strategies; select interventions likely to move the neighbourhood from baseline problems to target outcomes
- **engaging communities**: establish what ‘community engagement’ means; ensure community development is going somewhere; target support on the neglected communities, including younger people; accept the community is not always right
- **BME communities**: know the ethnic population; mainstream BME and equalities and diversities issues; balance the need to target interventions on specific communities against their implications for community cohesion; monitor changes to BME communities
- **engaging agencies**: work with the grain of agencies; maximise links with renewal agencies; get senior agency people on board; understand constraints on agencies; work towards reshaping and joining up services with agencies, rather than asking for ‘more money’
- **delivering change on the ground**: use existing interventions if they are working; look to cross-theme benefits; instil effective, wide-ranging appraisal systems; be innovative; tell the world what is happening
- be **realistic** and **persistent**.

SECTION 1: SETTING THE CONTEXT

This section introduces the New Deal for Communities Programme and the national evaluation, and explores the principles which have underpinned the Programme.

CHAPTER 1:

THE NDC PROGRAMME: INTRODUCING THE PROGRAMME AND THE EVALUATION

THE NEW DEAL FOR COMMUNITIES PROGRAMME

- 1.1 New Deal for Communities is one of the most important neighbourhood renewal programmes ever launched in England. Its primary function is to 'reduce the gaps between some of the poorest neighbourhoods and the rest of the country.'¹ The Programme has been taken forward in two waves: 17 Pathfinders, or Round 1 Partnerships, were announced in 1998 and a further 22 Round 2 schemes a year later. In these 39 areas, typically housing about 9,800 people, Partnerships are implementing approved Delivery Plans, each of which has attracted approximately £50 million of NDC Programme investment. The total cost of the 10 year Programme is of the order of £2 billion.
- 1.2 The origins to the Programme lie, at least in part, in the 1998 SEU's Report 'Bringing Britain Together: a National Strategy for Neighbourhood Renewal'² which pointed out that, despite many years of area based regeneration, there remained at least 4,000 deprived neighbourhoods in England. There was hence, still a need to address the acute and multiple problems of exclusion evident in more disadvantaged localities through longer term Area Based Initiatives (ABIs), designed to improve outcomes across a range of themes including housing and the physical environment, worklessness, crime health, and education.
- 1.3 Further work undertaken by the SEU's 18 Policy Action Teams informed the launch of the **National Strategy for Neighbourhood Renewal** in early 2001. The Government's vision for the NSNR is that, within 10 to 20 years, no-one should be seriously disadvantaged by where they live. A number of initiatives are to help implement the Strategy including:
 - in each spending review since 2000 central government departments whose remit impinges on deprived neighbourhoods have set, reviewed and expanded a series of floor targets designed to ensure that neighbourhood renewal is at the heart of their agenda; in return for resources from the Treasury, departments have had to prove that they are committed to meeting these targets through PSAs
 - LSPs have been created bringing together agencies and the wider community in order to plan the neighbourhood renewal agenda and, where relevant, take major decisions regarding the allocation of the NRF, for which further funding of over £500 million a year for two more years was announced in the 2004 Spending Review
 - the launch of a NMP Programme operating in 35 neighbourhoods designed to test out different approaches to the delivery, management and ownership of services to disadvantaged neighbourhoods; this programme has recently been evaluated³

¹ DETR (2001) *New Deal for Communities: Finance Guidance*.

² Social Exclusion Unit (1998) *Bringing Britain together: a national strategy for neighbourhood renewal*.

³ NRU/ODPM (2004) *Neighbourhood Management Pathfinder Programme National Evaluation – Annual Review 2003/04*.

- and the formation in 2001 of the NRU to join together these strands of work and to drive forward the overall strategy.
- 1.4 The NDC Programme plays a critical role within the NSNR, partly because of the scale of resources allocated to it. Nevertheless, the Programme could only ever address the problems impacting on only a small proportion of those living in deprived localities. A recent report by the Prime Minister's Strategy Unit and the ODPM suggests that eight million people live in deprived areas.⁴ The total population of those living in NDC areas amounts to one-twentieth of that figure. The Programme could thus never of itself make a major dent in neighbourhood deprivation across the country. It was always designed to be a pilot through which lessons could be learnt and disseminated to the wider neighbourhood renewal community. The 2001 DETR 'Review of the Evidence Base for Regeneration Policy and Practice' identified a series of gaps in the then existing evidence base, many of which flowed from a paucity of longitudinal research through which to explore relationships between interventions and outcomes.⁵ The NDC evaluation thus provides an excellent opportunity to trace through relationships between targeted investment in deprived localities and outcomes.
- 1.5 When launched in 1998, the Programme was to be based on five defining **design features**. Although evolving through time, these principles continue to underpin the Programme. Their role in guiding the Programme is discussed in detail in the next chapter:
- the Programme was to achieve **strategic change** through the implementation of 10 year programmes to transform the 39 areas and to close gaps between these relatively deprived localities and the rest of the country; an emphasis was to be placed on achieving change in five key outcome areas: HPE, worklessness, crime, health and education
 - strategic change was to be effected through **dedicated area based agencies**: the 39 NDC Partnerships
 - the Programme placed **local communities** at the heart of the process of transformation
 - NDCs were to **engage with partner agencies** in order to help transform the delivery of services to all NDC residents
 - the Programme was rooted in the concepts of **learning and innovation**: Partnerships were to locate their strategies within, and through their interventions contribute to, the wider evidence base on neighbourhood renewal.

⁴ Prime Minister's Strategy Unit/ODPM (2005) *Improving the prospects of people living in areas of multiple deprivation in England*.

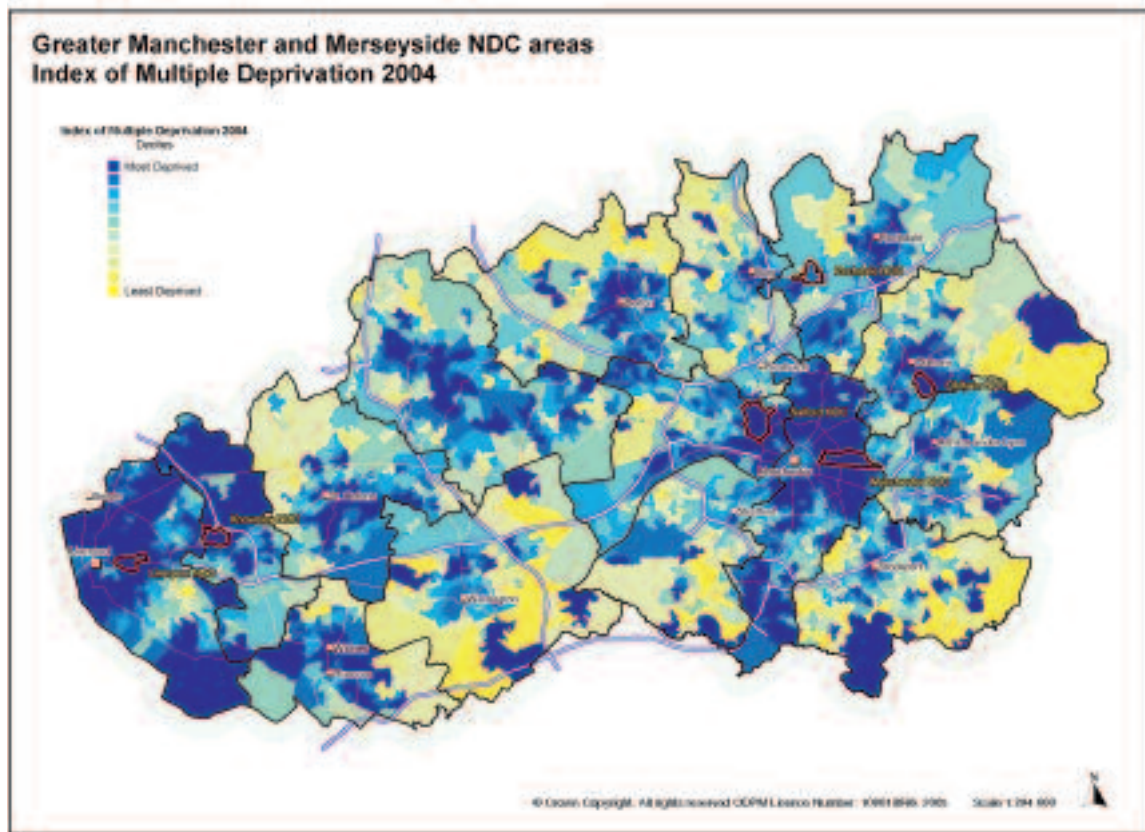
⁵ DETR (2001) *A Review of the Evidence Base for Regeneration Policy and Practice*.

AN INTRODUCTION TO THE 39 NDC AREAS

- 1.6 NDCs are distributed throughout England, there being at least two in each of the nine regions. Approximately 383,700 people were resident in these areas in 2003. This section provides a brief introduction to these localities with particular reference to:
- their relative deprivation
 - variation across the 39 areas.
- 1.7 The IMD 2004 is based on more than 32,000 lower level SOA level. These are an amalgamation of Census Output Areas, having an average population size of 1,500 people. NDC areas can be created as separate SOAs and thus be compared with SOAs as a whole. This small area geography allows for an identification of deprivation in the 39 NDC areas within this wider national framework.⁶
- 1.8 Evidence drawn from the IMD indicates that these are generally **relatively deprived areas** (Table 1.1):
- an NDC areas average IMD score would be 51.7, placing it within the most deprived decile of areas in England
 - twenty-eight NDC areas fall into the most deprived decile, 10 into the second most deprived, and one (Hammersmith and Fulham) into the third
 - NDCs located in the older industrial regions of the north of England are generally more deprived than those in London and the south of England: of the 10 least deprived NDC areas, six are in London
 - the most deprived NDC is Knowsley (IMD of 75.7) which would be 117th most deprived SOA in England
 - other NDC areas falling within the top 1,000 most deprived SOAs include Manchester (123), Liverpool (277), Hull (524), Newcastle (680), Doncaster (740), Coventry (754), and Bradford (838).
- 1.9 Some NDC areas are located in regions which contain relatively few of the most deprived SOAs in England. In these instances the NDC areas concerned tend to be relatively less deprived than others in England, but are nevertheless, generally amongst the most deprived neighbourhoods within their region and their town or city.
- 1.10 For instance the two NDCs located within the East of England, Norwich and Luton, are ranked 32nd and 36th in terms of deprivation amongst the 39 areas. But they are amongst the most deprived of the 3,550 SOAs in the region: Norwich NDC ranking 94th and Luton NDC 157th, the latter also being the 16th most deprived of that city's 121 SOAs. Hence, even where NDC areas may not rank amongst the most deprived nationally, they are often amongst the most deprived localities within their region or city.
- 1.11 Figure 1.1 shows how the six NDCs in the North West are generally located in the most deprived parts of that region.

⁶ Anttila, C. and Wright, G. (2004) *Multiple Deprivation in New Deal for Communities Areas: Applying the Index of Multiple Deprivation to NDC Areas*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

Figure 1.1: The North West: Regional deprivation and location of NDCs



Source: SDRC

1.12 Although amongst some of the most deprived neighbourhoods in England, it is also important to emphasise the degree of **variation across the 39 areas**. This becomes evident from a number of sources including an analysis of key socio-demographic variables (Table 1.1). Brief pen portraits of the 39 NDC areas are also available.⁷ Headline findings include:

- population levels for 2003 range from over 20,000 in Hackney to less than 5,000 in Plymouth
- IMD scores range from over 75 to less than 34
- twenty-six per cent of households consist of lone parents in Knowsley but just eight per cent in Sandwell
- over 77 per cent of the working age population are economically active in Southampton NDC, but less than 50 per cent in Bradford, Newcastle, Birmingham Aston, Tower Hamlets and Nottingham
- in eight NDC areas the non-white population amounts to more than 50 per cent of residents, in 11 less than five per cent
- in 25 NDC areas more than 50 per cent households live in social rented accommodation; in Hartlepool less than 30 per cent do so.

⁷ CRESR (2005) The 39 NDC Areas Brief Pen Portraits.

Table 1.1: The 39 NDC areas: socio-demographic profile (ranked by population)

	Total Population (2003)	Index of Multiple Deprivation (IMD)	% Lone parents	% Economically active (working age)	% Non-white	% Living in social sector renting
Hackney	20,916	50	19	62	43	79
Birmingham A	17,630	58	14	45	82	39
Brighton	17,600	48	18	65	5	60
Leicester	12,671	55	17	68	7	64
Sandwell	11,870	50	8	61	34	38
Walsall	11,756	43	10	67	2	46
Liverpool	11,529	70	17	51	18	35
Bradford	11,277	61	11	49	64	37
Wolverhampton	10,944	47	12	67	55	33
Haringey	10,622	47	17	57	52	53
Newham	10,172	43	16	68	42	53
H'smith & Fulham	9,942	33	13	67	32	62
Southampton	9,861	37	13	77	2	50
Newcastle	9,818	63	13	48.	31	62
Doncaster	9,665	62	11	62	17.	38
Islington	9,655	41	18	59	28	73
Sunderland	9,650	59	13	59	11	52
Birmingham KN	9,515	49	19	61	6	62
Salford	9,481	53	13	66	8	45
Derby	9,476	50	11	70	1	45
Knowsley	9,422	76	26	56	1	68
Oldham	9,286	52	17	66	12	45
Manchester	9,251	75	21	60	16	60
Hartlepool	9,038	53	14	66	3	29
Sheffield	8,944	58	15	53	51	52
Nottingham	8,867	56	12	42	34	57
Lewisham	8,386	36	18	70	47	57
Norwich	8,333	43	14	66	1	61
Rochdale	8,261	43	12	72	1	40
Luton	8,095	38	21	62	35	51
Middlesbrough	8,006	56	15	71	3	40
Southwark	7,876	40	21	61	59	85
Tower Hamlets	7,609	49	11	44	73	67
Brent	7,547	47	20	60	57	78
Lambeth	7,225	39	21	70	44	58
Coventry	7,189	62	23	57	12	79
Hull	5,960	65	18	59	1	78
Bristol	5,504	50	13	75	17	46
Plymouth	4,842	58	19	60	1	76
NDC	9,838	52	16	61	26	55
England	49,855,700	22	7	79	9	20

Source: MORI/NOP/Midyear population estimates 2003/SDRC/Survey of English Housing 2002/03/IMD: Four Quarterly average 2004/Survey of English Housing 2003/04.

- 1.13 This scale of variation across the 39 NDCs has important implications for both the Programme and the indeed national evaluation:
- NDC Partnerships have had to face up to different sets of problems, there is not a standard model of deprivation; local circumstances vary, even for NDCs in the same region
 - it is not possible for a Programme wide national evaluation to consider variations across all 39: inevitably generalised observations developed in later sections of this report will not always apply to each and every Partnership or NDC area.
- 1.14 An initial attempt to **classify NDC areas** was outlined in the baseline report produced by the national evaluation team in 2003.⁸ This was based on a cluster analysis technique using results from the 2002 household survey (see 1.18). It is not the intention here to repeat that exercise, but rather simply to point out that a group of five NDC areas then appeared to be facing particularly acute problems: Coventry, Hull, Knowsley, Manchester and Sunderland. These five are all ranked amongst the nine most deprived NDC areas according to the 2004 IMD (see Table 1.1). The other four are Liverpool, Newcastle, Doncaster and Bradford. Some Partnerships, and again a North of England bias emerges strongly from this list, are facing more acute problems than are others. Interestingly, there is evidence that the most deprived of NDC areas tended to perform relatively better than less disadvantaged areas on this first phase of the Programme (12.22).

NEW DEAL FOR COMMUNITIES: THE NATIONAL EVALUATION

- 1.15 The national evaluation of the NDC Programme was commissioned in 2001 in order to:
- undertake a ‘summative’ evaluation to identify the impact, cost-effectiveness and VFM of the Programme
 - support each Partnership through informed feedback and NDC area specific data: the ‘formative’ element to the evaluation
 - enhance the evidence base with regard to ‘what works, and why’ in relation to neighbourhood renewal.
- 1.16 In 2001 the NRU commissioned the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University to co-ordinate the first 2001-2005 phase of a national evaluation of NDCs. Appendix One provides an overview of methods adopted by the national evaluation team. Appendix Two lists all public outputs. Three issues are explored here:
- an overview of data collection tasks and outputs
 - an indication of data analysis methods
 - a brief discussion of some of the methodological difficulties thrown up by the evaluation.

⁸ NRU/ODPM (2003) *New Deal for Communities Annual Report 2002/03 Research Report 7*; parags 2.24 to 2.32.

Data Collection Tasks and Outputs

- 1.17 The national evaluation team has employed a range of data collection tasks and analytical techniques including case study work in a small number of NDC areas, focus groups, and both business, and project beneficiary, surveys. But, three data sources have proved essential in informing this report: the 2002 and 2004 household surveys, secondary and administrative data, and annual Partnership reports.
- 1.18 MORI and NOP carried out **household surveys** in all 39 NDC areas in both 2002 and 2004. Key design features included:
- some 500 completed questionnaires were obtained from each NDC area in 2002 based on a random sample
 - the questionnaire addressed a wide range of attitudinal, behavioural and status issues across all five core themes, the community dimension, and quality of life concerns
 - 500 completed questionnaires were again obtained in 2004: all of the 2002 addresses were returned to in 2004 creating a longitudinal panel of some 10,638 individuals; a further 8,995 interviews were completed in order to maintain a sample of 500 in all 39 areas; as is developed in Chapter 12 this longitudinal panel represents an especially important resource in that it allows for an analysis of change in relation to individuals remaining in NDC areas between the first 2002 survey and the 2004 follow-up
 - some 473 interviews were obtained by tracing individuals who were interviewed in 2002 but who subsequently moved between then and the 2004 follow up survey; of this group 355 moved out of the NDC area
 - in 2002 MORI/NOP also obtained some 2,014, and in 2004 some 4,048 completed questionnaires from residents in equivalently deprived but non NDC areas: this is referred to throughout as ‘comparator areas’ data and is perhaps the single most useful benchmark against which to assess NDC Programme wide change; it is the best evidence in relation to the counterfactual: what would have happened in NDC areas if the Programme had not been launched (see 1.23); the comparator areas survey also provides a longitudinal panel in that 1,010 people were interviewed in both 2002 and 2004.
- 1.19 The SDRC at Oxford University has majored on the collation and analysis of **secondary and administrative data** specific to NDC areas. Obtaining data for ‘non standard’ geographical neighbourhoods, as is the case for these 39 areas, is a complex process. Working with relevant agencies and government departments, the SDRC has secured and analysed a portfolio of change data including:
- worklessness as manifest through exits from, and entrances into, the benefits system
 - police recorded crime data for NDC areas and surrounding localities
 - educational attainment levels for pupils actually living in NDC areas.

- 1.20 For the three years 2002/03, 2003/04 and 2004/05 members of the national evaluation team produced a report on each NDC. These **annual Partnership reports** included a series of standardised templates. These were informed by both documentary analysis and also through about 20 interviews in each area with those working for Partnerships, members of NDC Boards, local residents, community groups, and partner agencies. The 39 sets of templates provide a rich empirical base through which to identify Programme wide trends in relation to issues such as:
- factual considerations such as staffing levels, and the composition and size of Boards
 - interpretive issues including changing perspectives on barriers to delivery, resident and BME involvement, and constraints on partner agencies.
- 1.21 The evidence emerging from all data sources employed by the evaluation team is used to inform this report, associated data analysis papers, and other outputs (see Appendix Two).

Data Analysis Methods

- 1.22 Data has been analysed using a variety of techniques (see Appendix One for more details):
- the use of descriptive statistics to compare key indicators over time and relate changes in NDC areas to those occurring in both comparator areas and nationally
 - Factor Analysis to derive a series of composite scores where a set of questions cover similar issues; for example indices summarising different aspects of perceived problems in NDC areas such as 'lawlessness and dereliction' and 'environmental problems'
 - Logistic Regression Modelling to explain relationships between key variables: for example relationships between perceptions of area based problems and fear of crime and, in turn, how fear of crime impacts on health; these models take account of, and adjust for, the underlying social and demographic characteristics of the area
 - a Composite Index of Relative Change to summarise NDC area level change in relation to the Programme wide average; multiple regression modelling has been employed to explore relationships between relative change and a number of potential explanatory factors (see 12.19).
- 1.23 When considering household survey change data in this report it is worth bearing in mind that a sample of NDC residents has been interviewed, not the entire population. This means that all results are subject to sampling tolerances, and that not all differences are significant. Sample size dictates whether or not change over time is likely to be statistically significant:
- change at the Programme level: due to the large sample involved, differences of more than +/- 1.5 percentage points are likely to be significant at the 95 per cent level; however in most instances **significant and meaningful** change is taken as being +/- 3 percentage points or more

- change at the Partnership level: a difference of over +/- 7 percentage points is needed when considering questions which all respondents have answered
- comparator survey: a difference of +/- 4 percentage points or more would indicate that variations in change in NDC areas when compared with that occurring in the comparator areas was significant.

Evaluating the Impact of the NDC Programme: Emerging Complexities

1.24 Previous experience has thrown into sharp relief difficulties which can arise in evaluating ABIs. Robson et al provided an especially useful overview as part of their 1994 evaluation of urban policy.⁹ Many of these considerations have recently been revisited in advice issued by the ODPM.¹⁰ Reflecting on key lessons contained within these publications, and in the context of the particular circumstances raised by the NDC Programme, mention should be made of a number of methodological difficulties:

- assessing the **reference point or counterfactual**, remains complex: it is important to establish what would have happened in these 39 localities had the NDC Programme not taken place; the use of benchmarks can help (especially the comparator areas benchmark outlined in 1.18 above); but what is especially complicating here is that NDCs areas, and indeed comparator areas, have almost invariably been the beneficiaries of other ABIs or similar policy initiatives
- there is the related difficulty, often referred to as the **confounding problem**, of isolating 'NDC effects' from the impact of other initiatives which either have affected, or are continuing to impact upon, NDC areas; this is one of the reasons why caution should be used in attributing any changes at this stage specifically to NDC interventions
- there is a **contextual** issue too: NDCs are located across all English regions and hence are subject to a range of city or region specific policy and market forces
- NDCs have adopted a **mix of initiatives** across five or more outcome areas: there is not one explicit 'NDC approach'; this can be a particular problem when looking to provide Programme wide 'explanations' of relative change, when in reality there are 39 different local strategies or 'intervention mixes'
- there is a **timing** issue: many NDC areas have been relatively deprived for decades; efforts to close gaps between these localities and the rest of the country may take many years to become apparent; the relatively limited changes generally identified in this first Interim phase of the evaluation may thus be no more than an initial precursor to more substantial change occurring in later phases of the Programme and indeed thereafter.

⁹ Robson, B. et al (1994) *Assessing the Impact of Urban Policy*.

¹⁰ ODPM (2005) *Assessing the Impacts of spatial interventions, regeneration, renewal and regional development, 'The 3Rs guidance'*.

THE STRUCTURE OF THE REPORT

1.25 The report is structured as follows:

Section One: Setting the Context

This first section sets the scene for both the Programme and this first phase of the national evaluation and outlines the key principles which have underpinned NDC.

- Chapter 1: Introducing the Programme and the Evaluation
- Chapter 2: The NDC: Programme: Rationale and Principles

Section Two: Processes in Neighbourhood Renewal

This section explores the three main processes associated with the Programme: the establishment and operation of the 39 NDC Partnerships; engaging local communities in devising and implementing renewal programmes; and engaging partner agencies in delivering change to NDC areas.

- Chapter 3: Managing change at the Neighbourhood Level
- Chapter 4: Engaging with Communities
- Chapter 5: Engaging with Agencies

Section Three: A Thematic Overview

This third section looks in turn at each of the five main outcome areas in relation to targets, activities, change data, and the policy implications arising from work undertaken by the national evaluation's five theme teams.

- Chapter 6: Housing and the Physical Environment
- Chapter 7: Employment, Finance and Enterprise
- Chapter 8: Crime and Disorder
- Chapter 9: Health
- Chapter 10: Education

Section Four: Delivering Change

This penultimate section explores the two key Programme wide considerations: spend and outputs, and evidence of impact change during this first phase of the evaluation.

- Chapter 11: The NDC Programme: Expenditure and Outputs
- Chapter 12: Programme Level Change

Section Five: Conclusions and Implications

This final section provides a Programme wide overview at this Interim stage and identifies policy implications for the wider neighbourhood renewal community.

- Chapter 13: The NDC Programme: An Interim Assessment
- Chapter 14: The NDC Experience 2001-2005: Implications for the Neighbourhood Renewal Agenda

CHAPTER 2:

THE NDC PROGRAMME: RATIONALE AND PRINCIPLES

INTRODUCTION

2.1 The purpose of this chapter is twofold:

- to explore the nature of the problem which NDC Programme was set up to address
- and from this, to outline the conceptual framework which has guided the Programme and hence in turn the nature of this evaluation.

THE NATURE OF THE PROBLEM

2.2 When launched in 1998, the NSNR highlighted both the level and persistence of inequalities between the poorest and richest neighbourhoods in Britain across a range of indicators. It also pointed out that poorest areas were blighted by high levels of crime and fear of crime, high levels of worklessness, a narrow business base, poor basic skill levels, low educational performance, poor levels of health and often poor and low demand housing. Poorest neighbourhoods were therefore characterised by multiple forms of deprivation, which presented individuals and neighbourhoods with formidable barriers in escaping poverty.

2.3 The NSNR suggested that these problems of deprivation had been accentuated by a series of policy weaknesses, including:

- initiative-it is, in that a panoply of national, regional and local initiatives were often working in the same area, with the same client group, but not in any coherent way likely to leave a lasting impact on the area
- too many rules faced both local agencies and local people seeking to regenerate their area, especially in relation to what could be funded and how finances were to be drawn down
- lack of local co-operation amongst agencies, and between agencies and local people
- too little investment by both the public and private sectors
- neighbourhood policies and initiatives were often too insular failing to recognise the knock-on effects of interventions on neighbouring areas or the opportunities which might exist outside the targeted area
- in many poor neighbourhoods there was often a willingness on the part of people to contribute to the regeneration of their area, but there were often only limited ways through which this could be effectively channelled
- although the evidence base on neighbourhood renewal and area based regeneration had grown, many ABIs were seen as failing to learn from past lessons, partly because of limited capacity on the ground to absorb lessons, but also because relevant evidence was still not always being captured and disseminated coherently.

- 2.4 Although these factors may explain why poor areas remain poor, they do not necessarily provide an adequate analysis of why areas become poor in the first place. This issue is more fully addressed in the SEU's Consultation Paper on the NSNR published in 2000.¹¹ This set out the causes as being primarily to do with economic factors and especially the impact of structural economic change occurring in the 1980s which fell heavily on particular localities, mainly older conurbations, and on particular occupations, notably unskilled and manual jobs, many of which were never to be replaced.
- 2.5 The 2000 SEU Report, and later in turn further contributions from again the SEU¹² and the Prime Minister's Strategy Unit¹³ also argued that demographic and social changes, in particular family breakdown, had created additional barriers for the poorest further constraining their ability to return to work. The housing and benefits system was widely seen as a 'trap' because of its role in enhancing benefits dependency and because it constrained housing choice, thus limiting the ability of poorer people and the unemployed from moving closer to sources of employment. The SEU also suggested, however, that the causes of entrenched neighbourhood disadvantage were not due solely to economic change. In addition, factors such as a decline in social capital, a deterioration in the density of neighbourhood level social networks, and increasing pressures on public services, had created additional problems for vulnerable groups and places. The poorest of communities often received the poorest services.
- 2.6 The NDC Programme was always designed to moderate these entrenched patterns of neighbourhood deprivation. The NSNR indicated that the Programme would support plans that brought together local people, voluntary and community sector organisations, public agencies, local authorities and businesses in order to focus intensively on tackling a set of inter-related problems such as poor job prospects, high levels of crime, poor health and educational standards and rundown environments. The Programme was instigated specifically to overcome the problem that often there was 'no one in charge of managing the neighbourhood and co-ordinating the public services that affect it'.¹⁴ But how was this Programme to be organised? What were the key elements to its theory of change?

THE NDC PROGRAMME: THE KEY PRINCIPLES

- 2.7 Identifying the key principles through which the Programme was to achieve change is important because they provide a conceptual basis through which to understand NDC and also because they collectively constitute a framework within which this evaluation has been organised. These principles suffuse all elements of this report. However, in Chapter 13 all of the evidence regarding the degree to which the Programme has helped achieve these principles is brought together and reviewed. One reason to define these principles at an early stage is that it helps to identify what the Programme might **reasonably have achieved** during this first, 2001-2005 phase, of the evaluation. There is no point in criticising the Programme for not attaining targets which were never assumed in the first place or which could not, as yet, have been achieved.

11 Social Exclusion Unit (2000) *National strategy for neighbourhood renewal: a framework for consultation*.

12 Social Exclusion Unit (2004) *Breaking the Cycle: taking stock of progress and priorities for the future*.

13 Prime Minister's Strategy Unit (2005) *Improving the prospects of people living in areas of multiple deprivation in England*.

14 Social Exclusion Unit (1998) *Bringing Britain together: a national strategy for neighbourhood renewal* p.49.

2.8 Five key principles have underpinned the Programme:

- achieving strategic transformation
- creating dedicated agencies for neighbourhood renewal
- a commitment to community engagement
- engaging partner agencies
- learning and innovation.

2.9 Each of these is addressed below together with a brief indication of some attendant tensions and ambiguities.

Achieving strategic transformation

2.10 The Programme differs from many previous ABIs in that it was designed to bring wide ranging, strategic and transformational change to these disadvantaged neighbourhoods. The Programme was never seen as lightweight: it was designed to set in train processes through which these neighbourhoods would enjoy deep seated change.

A 10 year commitment

2.11 A government commitment for this length of time was unprecedented in UK renewal or regeneration policy. The duration of the Programme reflected an acceptance that the poorest areas faced multiple deprivation and entrenched social and economic problems that could not be addressed over the course of a more traditional three to five year funding cycle. Establishing a 10 year cycle also allowed the Programme to evolve and, critically, to provide local neighbourhoods with the opportunity to build capacity. This was also seen as a realistic time period for some progress to be made in closing gaps between these poor neighbourhoods and the country as whole. In part, this was driven by the realisation that a 10 year cycle was necessary for, at least the partial, realisation of HPE interventions and for outcome change to become apparent in relation to education and health.

2.12 Of course, a 10 planning cycle had its downside. In particular, Partnerships have had to operate in a rapidly evolving policy context. Throughout this report mention is made of instances where changing national or local policies have been implemented which impact in some way or other on the Programme. Some of these policy modifications have presented opportunities whilst others have set challenges. Some of the more important national policy developments have included:

- **Neighbourhood Renewal Policies:** where key changes have included an increase in NRF going to the poorest 88 local authority districts; this funding should provide LSPs in these areas with an opportunity to give a greater focus to neighbourhood renewal issues; all but one NDC (Norwich) are located in these 88 authorities

- **Urban Regeneration and Sustainable Communities:** the ODPM has launched policies such as Urban Regeneration Companies and proposals for a Northern Way under this policy banner; whilst both have a different geographic focus to the NDC Programme, they nonetheless are intended to engage with the most deprived of communities
- **Local Government Modernisation Agenda:** the LGMA, driven forward through the 1998 and 2000 Local Government Acts has led to a range of changes in local governance; these include the establishment of LSPs, the development of the local authority as the 'community leader', Community Strategies, and new forms of central-local relations including Local Area Agreements; the LGMA has brought greater clarity and focus to regeneration and partnership activities at a local level; it has also given LSPs and local authorities pivotal positions in addressing local neighbourhood renewal.

2.13 Clearly whilst many of these changes are likely to create benefits for NDCs, they nevertheless impose an additional tier of complexity for those implementing robust 10 year strategies.

Planning and funding interventions

- 2.14 The rationale of all ABIs such as NDCs is to concentrate resources on specific target areas. However, the scale of resources allocated to the 39 NDCs was generally significantly greater than for most previous programmes. Critically too, local Partnerships were given the flexibility to fund packages of interventions best suited to meet the needs of their local areas. In practice guidelines were laid down providing Partnerships with a portfolio of possible outcome areas within which they were largely to intervene: health, education, housing and physical environment, worklessness, and crime.
- 2.15 Nevertheless, previous ABIs had not normally been given this degree of breadth and flexibility, tending instead to be limited to a smaller number of policy areas. But, there was a rationale for providing NDC Partnerships with the scope to intervene within a wider set of possible outcome areas: the entrenched and multi-faceted nature of deprivation in the poorest areas required intervention across an equally wide range of policy areas, and for that intervention to be locally specified.
- 2.16 Partnerships were to formalise their strategies through **delivery plans**. These were to set out an understanding of local needs across the five policy areas, to identify a series of baselines against which progress could be measured, to outline a strategy for addressing local needs, and to indicate how the programme was to be managed locally. Local partners in previous ABIs have usually been required to produce strategies. However, the NDC Programme was to differ from previous ABIs in that the strategy needed to be locally agreed, to provide a strategic 10 year plan, and to provide an outline of how communities were to be involved in its implementation.
- 2.17 Strategic planning designed to transform NDC areas has thus been a critical plank in the NDC Programme. The degree to which this objective has been achieved is addressed in various sections of the Report, and main findings brought together in 13.4 onwards.

Creating dedicated agencies for neighbourhood renewal

Area based effects

- 2.18 Since at least the 1960s there has been continuing debate about the relevance of 'area based' initiatives. Massively summarising a complex area there are perhaps two major fields of thought.¹⁵ Some would argue that area effects are limited: poor people live in deprived areas largely because of the housing market: they may have nowhere else to live. In this view areas do not 'create' poor people. Rather deprived individuals tend to live in poor areas because they may have little choice in the matter. However, others would point to area based effects having an impact over and above individual effects: concentrations in poor areas of individuals experiencing multiple deprivations having a compounding effect on the problem of deprivation at an area level. The rationale for area based effects is thus that different forms of exclusion and deprivation interact to accentuate initial problems and to stifle the impact of responses operating within single policy domains, such as employment. Some indeed have argued¹⁶ that areas may experience a tipping point, created by a complex set of exclusionary forces coming together to trigger a vicious cycle of deprivation with attendant individual and area based effects.
- 2.19 In practice evidence in relation to the 'people versus area' debate is mixed. Findings for instance from McKay,¹⁷ in an analysis of Families and Children Study survey data, suggests that local area and regional factors do influence family and individual behaviour, but that in most cases individual-level influences have a much greater weight. These findings are to some extent supported by McCoulough¹⁸ using British Household Panel data.
- 2.20 The NSNR took perhaps a more pragmatic line in recognising that, despite continued economic growth at a national level, many areas were being left behind, or worse, were facing increasing poverty and more severe levels of social exclusion. The primary basis for supporting an area based initiative such as the NDC Programme was thus that there remained significant geographic concentrations of people experiencing different, but often complex, forms of deprivation. Area based interventions such as NDCs were thus needed to tackle area based problems.

Area based agencies

- 2.21 The wider question concerning the very rationale for ABIs was in sense beyond the remit of the Programme. Whatever the theoretical merits or otherwise of creating area based interventions, that is exactly what NDCs were. Partnerships were to devise and implement programmes designed to tackle the problems of people living in relatively small, pre-defined neighbourhoods. That was a given. But a central component to the Programme was that its implementation was to be carried out by dedicated area based agencies designed to coordinate and manage delivery at the local level. There were

15 DETR (2001) A Review of the Evidence Base for Regeneration Policy and Practice.

16 Brennan, A., Rhodes, J. and Tyler, P. (2000) The Nature of Local Area Social Exclusion in England and the Role of the Labour Market. *Oxford Review of Economic Policy*, 16 (1), pp. 129-146.

17 McKay (2003) *Local Area Characteristics and Individual Behaviour: FACS Data Linking Project*. DWP, Social Research Division in-house report 123.

18 McCoulough (2001) Ward-level deprivation and individual social and economic outcomes in the British Household Panel Study, *Environment and Planning A*,. 33 pp. 667-684.

other possible options including for instance using, say, loose partnerships of existing agencies or teams from local authorities. These approaches were not adopted. Dedicated area based agencies were to be created. The rationale for this was based on several premises:

- **Focus for joined-up planning and delivery:** some previous regeneration programmes have been coordinated and run through organisations which could be physically located some distance from local areas they were designed to improve and were not anyway dedicated solely to the improvement of a single area; the NDC Programme was to be based around dedicated area based agencies providing a focus for planning and coordinating delivery, community engagement and partnership working
- **Accountability:** responsibility for the delivery of NDC programmes was to be vested in the 39 Partnerships, with the requirement that they should be accountable to local communities
- **Partner agencies:** the area based nature of NDCs should help engage partner delivery agencies.

2.22 It was always realised that area based organisations operating within defined localities would create operational problems. Some of these are intrinsic to the nature of all ABIs. For instance, drawing boundaries always leads to the problem of some areas being included, whereas ostensibly very similar localities, being excluded. But in addition to these generic problems, the NDC Programme was to face two other complexities.

2.23 First, as is discussed below, a major emphasis was to be placed on 'community engagement'. But NDCs rarely proved to be 'natural' or 'functioning' communities. Boundaries were usually determined by local authorities working with partners to help define areas facing severe levels of deprivation. This may have made sense at one level, but it did not lead to NDCs typically being seen as coherent communities, a potential drawback as Partnerships sought to engage with local residents and businesses. Many NDC areas contain several discrete communities, divided from each other by physical barriers, such as major roads. Partnerships generally have to work with multiple 'communities'.

2.24 Second, because of the tendency to define the most deprived of localities, NDC areas rarely coincided with functional administrative units. This created two problems:

- Partnerships encountered often formidable problems in the collection and analysis of robust baseline data, the implications of which are addressed in 13.5
- the engagement of agencies was made more complex since NDCs boundaries rarely, if ever, coincided with those used for the delivery of services.

2.25 Nevertheless, despite these operational complexities, one key principle central to the Programme is the creation of locally based and accountable agencies, given the primary purpose of implementing agreed delivery plans. Such agencies should encourage joined-up working, provide greater accountability and stimulate partnership working. The degree to which this principle has been achieved is discussed from 13.17 onwards.

A commitment to community engagement

2.26 A failing generally attributed to previous ABIs, such as SRB or City Challenge, was that community involvement tended to be piecemeal and variable. It was always the intention that the NDC Programme would ensure communities were given a central voice in decisions regarding resource allocation and programme delivery. There has been a lively debate about the degree to which the Programme was to be 'led' by the local community. As the Programme has evolved however a consensus has tended to emerge around the view expressed for instance by the NAO¹⁹ that NDC was a 'community centred' Programme, or as the NRU put it the community was to be at the heart of NDC.²⁰ But, whatever the nuances placed on the relationship between NDCs and their local residents there seemed little doubt that, compared with previous ABIs, there was a decisive shift towards more intensive community engagement.

2.27 One aspect to the overall theory of change underpinning the Programme was thus that the local community should be heavily involved in devising and implementing strategies. This was to be effected through a range of policies including direct elections to Boards, a prominent role for residents in Board decisions, and a focussed effort on the part of Partnerships to enhance capacity amongst all groups in the community. Chapter 4 considers generic issues concerning the involvement of communities in the Programme. Evidence from across all of the evaluation is reviewed in 13.27.

Engaging partner agencies

2.28 The NSNR suggested that public services had generally failed to meet the needs of poorest groups in the most disadvantaged areas. Previous ABIs had, moreover, often proved relatively unsuccessful in tackling this problem because regeneration had been attempted without the support and involvement of the main public sector agencies. The NDC Programme was thus designed to address this issue by working in partnership with key agencies to improve delivery of services to residents of these deprived localities.

2.29 In broad terms therefore, the Programme was launched on the general understanding that change in NDC areas would require long term collaboration between Partnerships and agencies to improve the quality and quantity of service provision at the local level in ways which would actively contribute to lifting people out of poverty. Generic issues governing relationships between Partnerships and agencies are considered in Chapter 5, and the involvement of agencies in the delivery of each of the five key themes in Chapters 6 to 10. The main implications arising from all of the evidence relating to NDC/agency engagement is addressed in Chapter 13.34.

¹⁹ NAO (2004) *An early progress report on the NDC Programme*.

²⁰ NRU (2004) *Transformation and sustainability: Future Support, Management and Monitoring of the New Deal for Communities Programme, Programme Note 25*.

Learning and Innovation

2.30 The Programme's fifth principle revolved around learning and innovation. There was perhaps a general concern that too few lessons had been learnt from previous Programmes. And too many ABIs had spent insufficient time in identifying lessons which they themselves could learn from previous programmes. From the outset, the intention was that the NDC would be a learning Programme in that:

- Partnerships were to embed their interventions in the wider evidence base: NDCs were themselves to learn from previous ABIs and other relevant initiatives
- the NDC experience would in turn inform the wider debate regarding neighbourhood renewal.

2.31 Learning from, and in turn contributing to, the evidence base was to be achieved through:

- **Expertise and Support:** in contrast to previous ABIs, a systematic programme of support was to be devised for Partnerships; as the Programme evolved this was to include NRAs, support from GOs, and a range of activities sponsored by the NRU
- **Innovation:** it was always the intention that Partnerships would have the scope to innovate in order to address local causes of deprivation; the Programme gave flexibility for Partnerships to devise, monitor and evaluate innovative interventions
- **National and local evaluation:** the Programme was premised on the assumption that the national evaluation, supplemented by local evaluation activity, would identify lessons in relation to what was working locally and why
- **Dissemination of activity:** lessons learnt from the Programme would be widely disseminated through what was to become an increasing array of channels including the NRU's, and the national evaluations, websites, and renewal.net.

2.32 The degree to which NDC can reasonably be regarded as a reflective, innovative and learning Programme, and the degree to which others have learnt from it, are addressed in various sections of this Report. The main conclusions from this evidence are developed from 13.41 onwards.

2.33 This chapter has provided a brief introduction to the problems facing Partnerships and has outlined the five key principles underpinning the Programme. The next three chapters explore the three key process considerations: Chapter 3 looks at issues surrounding the operation of Partnerships; Chapter 4 explores relationships between NDCs and their local communities; and Chapter 5 examines NDC/partner agency engagement.

SECTION 2: PROCESSES IN NEIGHBOURHOOD RENEWAL

This section explores the three key process issues: Chapter 3 examines the management of NDCs; Chapter 4 considers the relationships between Partnerships and their local communities; and Chapter 5 explores partner agency involvement in the Programme.

CHAPTER 3:

MANAGING CHANGE AT THE NEIGHBOURHOOD LEVEL

INTRODUCTION

3.1 The purpose of this chapter is to examine processes by which NDCs manage change mainly using evidence drawn from the 39 annual Partnership Reports, together with examples of good practice. Four key themes are explored:

- governing Partnerships
- management of Partnerships
- legal status and exit strategies
- delivery: barriers and drivers.

GOVERNING PARTNERSHIPS

3.2 This section examines five issues relating to the governance of Partnerships:

- governance structures
- Board elections
- composition of Boards
- role and function of Boards
- role of chairs and chief executives.

Governance Structures

3.3 Each NDC Partnership is overseen by a Board. In turn, most Partnerships have also established theme and/or working groups, responsible to the Board for developing thematic strategies and commissioning projects. Dedicated staff teams have been established in all 39, managed by a chief executive or a director. This team is responsible for servicing the Board and other Partnership groups, working with the community and agencies to develop projects, monitoring project delivery and ensuring financial and output information is reported as necessary to GOS and the NRU. NDC teams are accountable to the Partnership Board.

3.4 The 2004 NAO Report on the NDC Programme²¹ indicates that the role of Boards is ‘to coordinate and manage action to address deprivation in the theme areas in the Partnership community’. They have responsibility for identifying community needs;

²¹ NAO (2004) *An early progress report on the New Deal for Communities Programme*.

liaising with existing service providers in key theme areas; developing and agreeing a long-term annual development strategy with GO; procuring and managing the delivery of projects to meet strategies; and with the assistance of the accountable body (in all but one instance the local authority) managing and accounting for funds allocated to them by the GO.

3.5 The NAO report also provides a useful summary of the roles and responsibilities of main stakeholders:

- **NDC Chairperson:** usually elected by community representatives
- **NDC Chief Executive:** responsible for advising the Board and for the development and management of projects
- **Community Representatives:** to represent the views of those in the area: their responsibilities include identifying local needs, helping to working up projects and assisting in the process of consultation with residents
- **Local service delivery agencies:** typically including the local authority, PCT, police, JCP and the LEA, their functions being determined in negotiation between the Partnership and agency concerned; acting in a non-executive capacity, their roles can include participation in partnership meetings and working groups, advising the Board on specific sectoral issues, and developing strategies and projects; they can assist in bringing forward expenditure in the area, helping to manage the delivery of projects, and working jointly to improve services in the area
- **GOs:** have an observer/adviser status; their role is the supervision of the management of the programme; they are responsible for agreeing strategies and annual expenditure plans, monitoring project progress, and assessing the degree to which the Partnership is working towards theme and programme level outcomes.

Board Elections

3.6 The use of formal Board elections is a novel and innovative element to the Programme. 34 of 39 NDC Partnerships have used elections to select community Board representatives. These differ from local council elections in a number of respects:

- candidates do not stand for a political party
- although most areas have used first past the post systems, some have employed single transferable vote systems
- voting has been extended in some areas to people as young as 15 and to other groups not normally recognised in elections such as refugees and asylum seekers
- there has been some use of a 'geographic constituency' system whereby NDC areas have been divided into smaller sub-neighbourhoods for the purposes of elections; this can lead to small numbers standing in particular constituencies

- in most cases (26 in 2004) postal voting has been used which has generally increased turnout rates.

- 3.7 Research by the Local Government Chronicle Elections Centre at the University of Plymouth²² found that candidates stood because they ‘wanted to give something back’ or were ‘concerned with local quality of life issues’. The average turnout for 25 NDC elections was 23.7 per cent in 2002 compared with a corresponding turnout in local elections of 29.7 per cent, suggesting slightly lower turnouts for NDC elections. However, as the authors suggest this is not a fair like-for-like test not least because middle-class dominated wards tend to have higher levels of turnout than more deprived localities such as NDC areas. Results from a regression model to predict turnouts produced mixed results. Some Partnership elections greatly exceeded predictions because of factors such as high levels of local media coverage and relatively well known people standing.
- 3.8 More recent findings emerging from the national evaluation suggest that most Partnerships are holding elections every year, with smaller numbers every two, and in the case of six, every three years. Sixteen held an election in 2004. Average turnout in 2003 and 2004 (for those 21 NDCs holding elections in both years) was 23.8 per cent and 23.1 per cent respectively. Average Programme wide turnout figures seem remarkably constant, but they hide marked variations at the Partnership level, from 40 per cent to five per cent.
- 3.9 The frequency of elections can affect the continuity of Boards. Where all community representatives are standing for election every year, there is a risk of high turnover, although it can be argued that frequent elections should make representatives more responsive to community needs. The position adopted by Partnerships such as Bradford, Newcastle and Sandwell may prove to be an appropriate compromise: half the community representative seats are up for election every two years. This should help ensure continuity, avoid election fatigue, and provide representatives with a reasonable length of time in office.

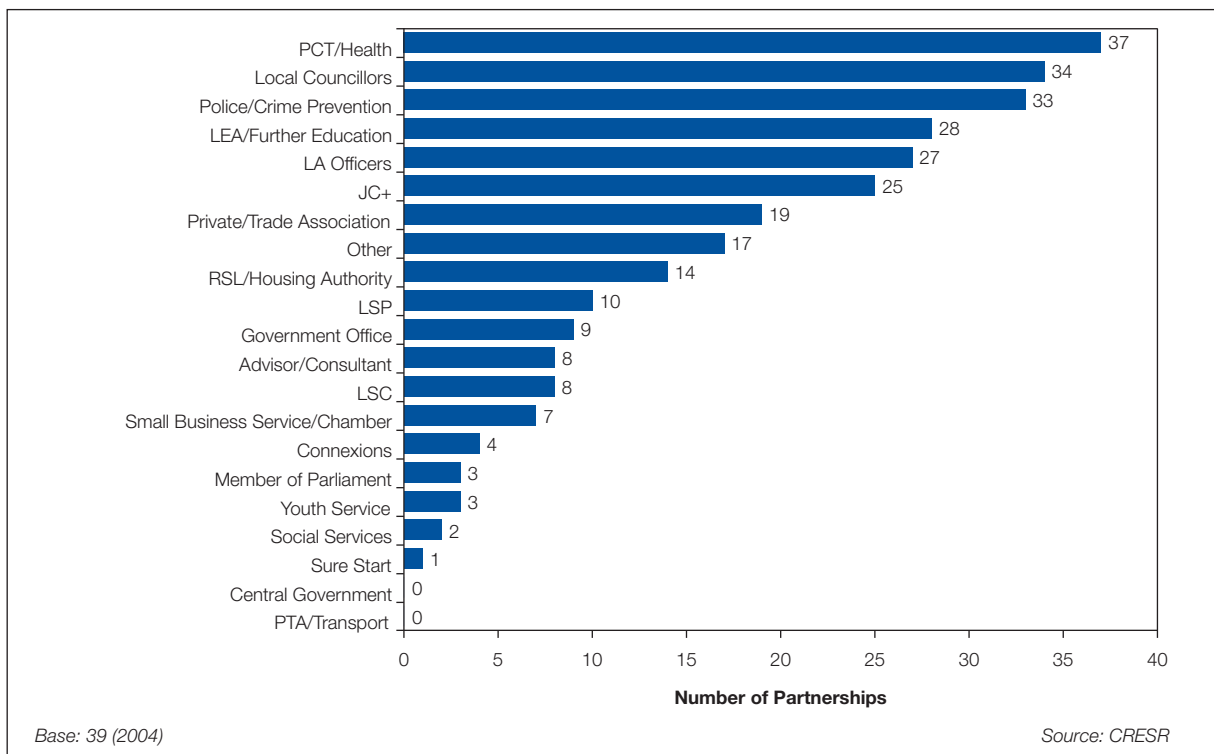
Composition of Boards

- 3.10 The average size of Boards is 22 members, ranging from 12 in Manchester to 37 in Derby. This figure remained relatively stable during the 2003/04 to 2004/05 period. Local residents constitute a majority on 24 Boards. In only three instances did this proportion fall below 30 per cent. In 13 instances at least 60 per cent of Board members are local residents. About 40 per cent of Board members are female, although at the Partnership level this varies from below 10 per cent to over 60 per cent. Thirty Boards have 50 per cent or less female representation. Across the Programme about 20 per cent of representatives are from BME groups. Ten Boards have no BME Board members, whereas two have more than 70 per cent representation. It is possible to compare data regarding ethnicity drawn from the MORI/NOP 2004 household survey with the proportion of BME Board members. In 10 instances BME representation on Boards is higher than the proportion of BME residents in the local community. However, in 12 cases BME Board representation is at least ten percentage points lower than the proportion of the local population from BME communities. Interestingly six of these 12 are in London.

²² Rallings, C., Thrasher, M., Cheal, B. and Borisyuk, G. (2004) The New Deal for Communities: assessing procedures and voter turnout at partnership board elections. *Environment and Planning C: Government and Policy*; 22 pp. 569-582.

- 3.11 Approximately 80 per cent of Board members are aged between 25 and 59. Newcastle, Sandwell and Manchester have significant numbers of Board members under 25. Many Partnerships have encouraged young people to participate in Partnership activities, through for example youth ambassador programmes where they become advocates for others in the area and may, in that capacity, attend Board meetings. In contrast, over 25 per cent of Board members in at least seven Partnerships over 60.
- 3.12 Forty-seven per cent of members have been on Boards for more than 24 months, suggesting a considerable degree of stability. However, there are significant Partnership level variations. In Coventry more than 90 per cent of members have been on Boards for more than 24 months whereas in some instances, such as Birmingham Aston, Board restructuring means that figure drops to zero. Fifty-four per cent of Board members are local residents, with extremes of 80 per cent and 31 per cent.
- 3.13 In 2004 agency representation averaged 44 per cent, a slight increase on 2003. There are considerable variations at the Partnership level, from more than 80 per cent to less than 20 per cent. Reflecting on evidence from across the Programme it is not surprising to find that agencies which have generally been most supportive of the Programme are those most frequently represented on Boards: PCTs, local councillors, the police, LEAs JCP and local authorities. Lower levels of involvement are evident in relation to social services departments, youth services and Connexions (Figure 3.1). The wider issue of NDC/agency involvement is discussed at length in Chapter 5.

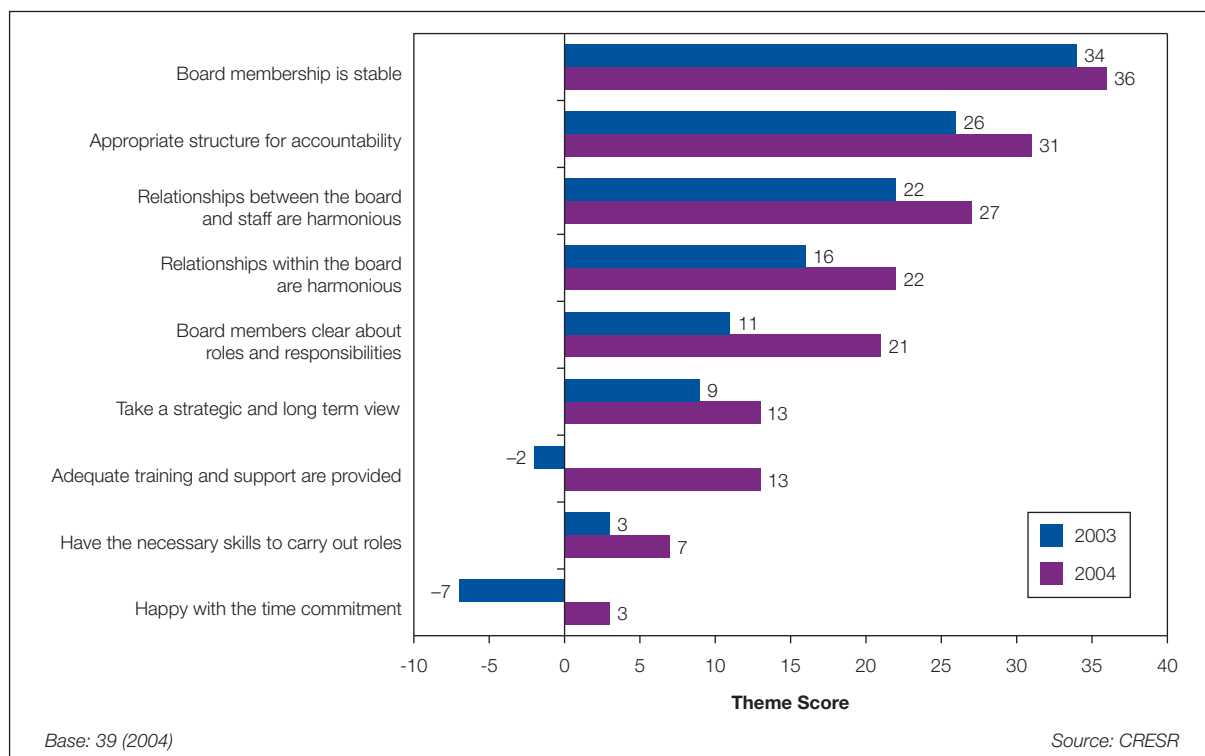
Figure 3.1: NDC Board representation: agency affiliation 2004



Role and function of Boards

3.14 In 2003 and 2004 about 20 interviewees in all 39 Partnerships were asked a series of questions about the operation of Boards. From these it is possible to create a composite score for each Partnership and hence to provide a Programme wide overview (Figure 3.2).

Figure 3.2: Board operations: NDC perspectives



3.15 On all criteria there was a positive shift between 2003/04 and 2004/05. On balance respondents are strongly of the view that Board membership is stable, appropriate structures for accountability are in place, relations between Board and staff, and within, the Board are harmonious, and Board members are clear about their responsibilities. Areas of dissatisfaction revolved around two main issues: time commitment, and concerns as to whether members possessed necessary skills to carry out roles. This latter issue has been seen as a Programme wide consideration and guidance issued to assist NDCs in devising training and support schemes for members.²³

3.16 In practice the operation of Boards has varied considerably across the Programme depending on local contextual factors, such as histories of partnership working, local agency capacity and local political context. Five issues seem to have proved especially significant.

3.17 First, the **size and composition of Board membership** has proved critical. It is not possible to be definitive about either issue but across the Programme the weight of evidence suggests that:

²³ NRU/ODPM (2004) *Board effectiveness: guidelines for New Deal for Communities, Programme Note 27.*

- some Boards appear too large, hence making strategic decision difficult
- agency representatives need to hold sufficiently strategic positions within their host organisation to allow them to speak on its behalf
- there is evidence of an inverse statistical relationship between absolute numbers of resident Board members and spend. (See 12.27).

3.18 Second, there needs to be **clarity in relation to the function** of Boards. Partnerships move forward more effectively when Boards concern themselves with medium to long-term issues, delegating as far as possible more routine considerations, such as project appraisals, to sub-groups. The performance management system has helped here by encouraging Partnerships to be more self-critical in identifying relative failures or constraints on progress.

3.19 Third, the **conduct of Boards** can be both a major driver, but also a severe impediment on delivery. There have been instances where Partnerships have faced acute problems in relation to conduct within Boards: disruptive members; Boards subject to continuing intra-community strife; and tense relationships between some residents and agency representatives. But as is discussed in 13.18, there is a sense that most Partnerships have moved on and formidable problems faced by a handful of Partnerships eased.

3.20 Fourth, across the Programme there is a substantial body of evidence pointing to the importance of the **effective chairing of meetings**: being adequately briefed; prior discussion of key issues with chief executives; keeping to agendas and timings; welcoming agency representatives; working behind the scene to ease problems. There can be a tension between assuming a well established local resident should chair a Board because of the Programme's community focus, on the one hand, and effective business, on the other.

3.21 Fifth, Partnerships have effected an imaginative portfolio of measures to **support resident members**:

- staff teams ensuring resident members and new agency representatives are fully briefed, for example through pre-meetings
- induction sessions for new members
- mentoring schemes whereby existing members provide information and guidance to new representatives
- a few have used some form of remuneration including small flat rate fees or payment in kind such as computers; this is not always seen as ideal: agency representatives point out meetings can involve them in extra, out of working hours, non-paid, work
- visits to other NDCs in order to share experiences.

Rochdale NDC: Improving Board Dynamics

Concerns with Board dynamics, the extent of partner engagement, and the quality of decision-taking emerged as key concerns in a 2002/03 performance review. This led to the appointment of an NRA to review and clarify governance structures. At the same time the NDC reviewed its strategy and Delivery Plan. This enabled a comprehensive approach to be taken to organisational change, restructuring and training.

Key problems included lack of clarity about the role of the Board; underdeveloped structures, leading to the Board becoming bogged down in details; issues with the competence and capacity of Members, and poor procedures. Board meetings were open to the public, leading to inappropriate issues being raised. Solutions put forward involved a clarification of roles, reporting and consultative arrangements; an organisational restructuring which enabled high-level structures to concentrate on strategy; improved training for Board members; and smaller, more manageable private meetings to discuss issues of concern. Solutions were developed through wide-ranging consultations with the Board, staff, key stakeholders, local councillors and other key agencies. This incremental, consultative approach helped to win approval and acceptance for the changes.

An improved training programme for Board members was introduced. Basic, foundation-level training was given to all resident Board members, supplemented by specialised training depending upon the sub-committee or Theme Group on which they served. An annual Resident Directors Development Cycle provided training in activities such as Performance Review, project appraisal and PCM.

Changes appear to have improved the Board's performance. Careful diagnosis of the problems, negotiating solutions and managing change in a way that built trust, were all vital factors in ensuring that changes would be accepted, the prevailing culture transformed, and a more developed sense of collective responsibility emerge.

Role of Chairs and Chief Executives

- 3.22 Chairs and chief executives are crucial. Evidence drawn by the national team throughout this first phase of the evaluation has shown that Partnerships with effective chairs and chief executives are, predictably, those which tend to make most rapid progress. It is one of the defining factors in explaining progress in relation to process performance. And for Round One Partnerships there is a statistically significant relationship between losing a chair or chief executive and relatively poor performance as measured by the Index of relative change (see 12.23).
- 3.23 Recruiting appropriate senior personnel has some times proved a problem in an increasingly tight labour market, and where demands of the post are seen throughout the neighbourhood renewal community as being especially demanding. Retaining staff has proved problematic for a number of reasons: tensions within the Board, which in some cases have made the position of senior personnel untenable; a sense that some chief executives may be underperforming; the sheer stresses of the job; and career advancement. Around one third of Partnerships changed either their chairs and/or chief executives in both 2003/04 and 2004/05.
- 3.24 Problems raised by this scale of turnover are well understood. Across the Programme steps have been taken to moderate its impact. In relation to chairs for instance

initiatives include training, support from NRAs and the use in a few NDCs of independent chairs, a move which has generally been welcomed locally. Training and mentoring systems have also been put in place to support both new and existing chief executives. Ultimately it may well be that because of the intensity and duration of the Programme, loss of senior staff will remain a fact of life and needs to be planned for (see 14.4).

MANAGEMENT OF PARTNERSHIPS

3.25 This section explores three issues relating to the management of NDC Partnerships: staffing, systems and procedures, and local evaluation.

Staffing

3.26 NDCs were required quickly to build up an effective and committed staff teams. By 2004 Partnerships had, on average a core staffing complement of 14 (FTEs) funded from the management and administration budget. This represents a small increases on 2003. However, these Programme wide figures mask considerable Partnership level variations: in 2004 10 Partnerships had core-funded staffing teams of fewer than 10 and three 25 or more.

3.27 Previous evaluation reports have raised the issue of high staff turnover, an issue explored within the particular context of the role of senior personnel in 3.22. In 2003 the average number of core-funded staff leaving NDCs was five (or a 38 per cent turnover rate), which had fallen to two (or a 12 per cent turnover rate) by 2004. Many of the 39 2004/05 Partnership level reports comment on greater staff stability and its positive impact on enhancing delivery. As the Programme moves into its last five years it is likely that staff numbers may tail off, and turnover increase, as some tasks, such as commissioning projects, come to an end.

3.28 A number of characteristics of the staffing base merit comment:

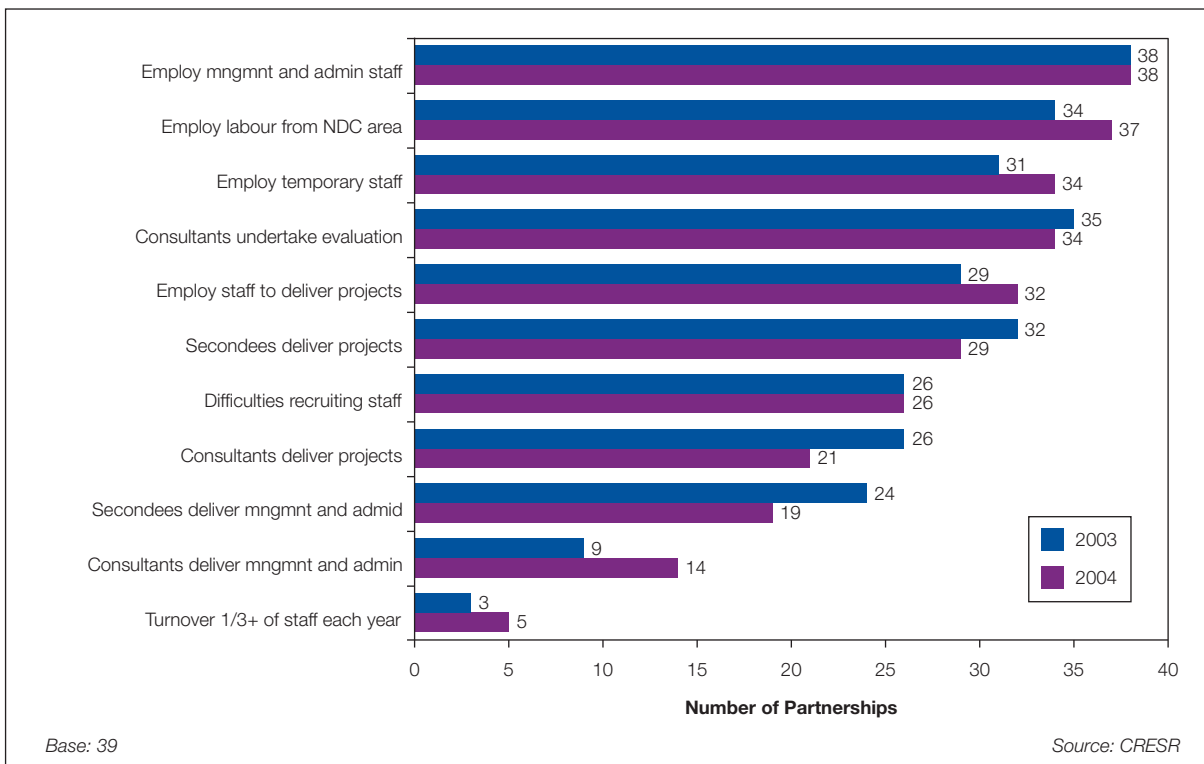
- Thirteen Partnerships in 2003, and 14 in 2004, regarded themselves as fully staffed; many are still looking to recruit
- most staff are female although there are marked Partnership level variations: two employ more men, whereas women make up more than 80 per cent of the staff complement in four; however, senior positions tend to be filled by men
- in nine NDCs local residents fill at least 30 per cent of posts, whereas in eight no staff are local residents; the average across the Programme is about 16 per cent
- Thirty Partnerships believe their staffing is representative of the ethnic make up of the NDC area, a slight increase on 2003.

3.29 In both 2003/04 and 2004/05 Partnerships were also asked to comment on trends in HR processes and staffing (Figure 3.3). Key issues to emerge include:

- in both years 26 Partnerships reported difficulties in recruiting staff

- by 2004, 29 Partnerships used secondees to deliver projects, a slight fall on the previous year: perhaps Partnerships are feeling increasingly confident in the ability of in-house staff to deliver
- the widespread use of consultants to undertake evaluations
- a fall in the use of consultants to deliver projects but an increase from nine to 14 Partnerships using consultants to undertake management and administrative tasks: the latter trend may well reflect the use of consultants in installing and running management systems.

Figure 3.3: Programme wide staffing trends: 2003/04 – 2004/05



3.30 A number of problems have impacted on staffing and HR:

- **Recruitment:** Partnerships consistently highlight problems recruiting staff at all levels because of factors such as low levels of pay, especially in London; short-term contracts; lack of clear recruitment procedures; delays arising because of accountable body HR procedures; and so on
- **Retention:** retention of staff has always been seen as a problem, but as is flagged up in 3.27, is becoming less significant; staff turnover can sometimes provide an opportunity to reappraise the institutional structure of the Partnership, and in turn overall strategy, as has happened in Leicester, Doncaster, and Birmingham Aston; some Partnerships have sought to ease issues surrounding staff recruitment and retention through the use of consultants effectively to deliver the programme

- **Staff morale and commitments:** across the Programme there is a sense that staff morale and commitment have improved; at least one NDC has recruited a dedicated personnel officer because of the critical role of staffing in delivery; however, throughout the Programme there is more evidence of effective HR procedures being introduced covering training, career progression, appraisal, and initiatives designed to improve relationships amongst staff, and between staff and Board members; but, many NDCs would also accept that their HR procedures are often not ideal; more would benefit from employing or commissioning specialist HR staff.

Knowsley NDC: Human Resource Strategies

Significant progress has been made since 'people management' was identified as an area in need of improvement in the 2002/03 Annual Review, the subsequent employment of an HR Manager, and the establishment of an HR Committee.

- staff recruitment and retention were enhanced by benchmarking salaries against comparable posts in the public and non-profit sector (rather than linked to local authority gradings, enabling the NDC to operate successfully in a competitive labour market
- a comprehensive range of HR policies are in place, and are kept 'live' by the HR Manager who ensures that they are observed and reviewed regularly; policies include an Equality and Diversity Policy, a Disciplinary Policy and a Flexible Working Policy designed to support parents and carers
- the introduction of a formal staff appraisal system, which assesses an individual's performance against a clear set of agreed objectives, requisite behaviours and competencies; individual objectives are linked into Partnership objectives
- the introduction of a competency-based approach to staff recruitment, involving systematic scoring procedures; the NDC stopped using consultants to produce its job advertisements, believing that it was best placed to convey opportunities offered by new posts
- the introduction of tailored training programmes to meet the different needs of various groups within the NDC such as staff, and Board members but also those outside it including delivery partners and staff in mainstream partners; members of the HR Committee receive special training in HR matters such as appraisal to enable them to fulfil their role; a particularly successful development has been co-learning/training sessions, which bring together staff, Board Members and representatives of Task Groups.

Systems and Procedures

3.31 Across the Programme there is a sense that more management systems are in place and that they are working better. For example, at least 22 Partnerships use some form of Project Cycle Management, to improve procedures through which projects are devised, reviewed and delivered. And as part of the NRU's drive to ensure Partnerships adopt appropriate financial and output monitoring systems, by late 2004 about three-quarters had also installed System K, originally devised to track SRB outputs.

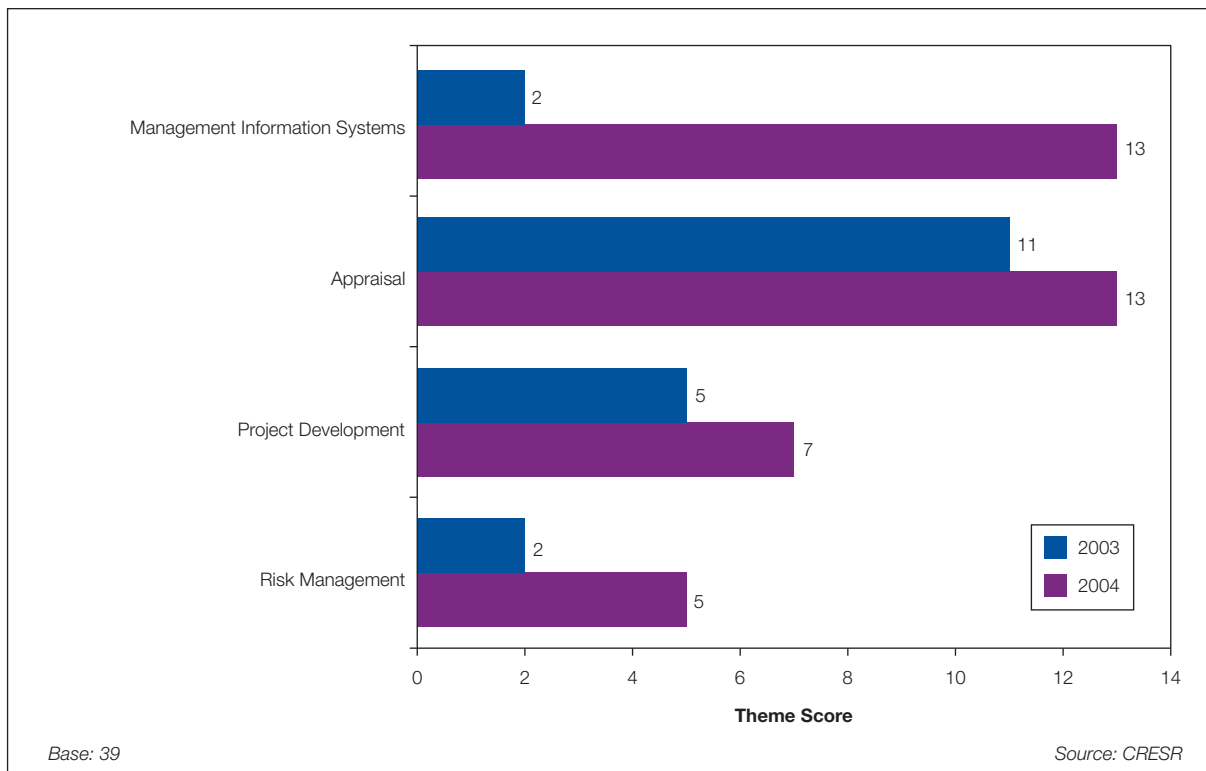
Sunderland NDC: Improving the strategic fit of projects

Following a fundamental review, Sunderland NDC Back on the Map Partnership identified a need to develop systems which ensured that projects were needs-based, not project-led. Before the review key stakeholders had shown some unwillingness to engage in strategic planning, and this had a negative impact on project development. Instead of projects addressing identified needs and demonstrating that they would contribute to the achievement of strategic priorities, they were brought forward in isolation by the organisation coming up with the idea. Their value as part of the solution to the area's problems was hence hard to measure.

The Partnership introduced new arrangements whereby strategies were developed for each Theme Group, including desired outcomes, and milestones. This process has strengthened linkages between projects and the Partnership's strategic priorities by re-designing the bidding process. Applications are made in competitive bidding rounds, allowing projects to be measured against each other. Bids are invited to tackle specific problems, and projects only proceed if they address a strategic objective.

3.32 In 2003/04 and 2004/05 agency representatives, Board members and NDC teams were asked for their views on how well systems and procedures were working. Composite scores were established for each Partnership based on a simple scoring system of +1, working well, 0, satisfactory or OK, and -1, still working at it (Figure 3.4). Results show that appraisal systems are seen robust and that there has been a significant improvement in assessments of management information systems. However, observers are less enthusiastic about the performance of project development and risk management processes. Nevertheless, assessments were more positive in 2004 for all four systems than for the previous year.

Figure 3.4: Systems and procedures: Partnership level assessments



3.33 Qualitative evidence from the 39 Partnership reports highlights other emerging issues in relation to management systems:

- **accountable body systems and procedures:** Partnerships have often either adopted, or been subsumed within, systems and procedures used by local authorities in their capacity as accountable bodies; although this is generally seen as useful in the early stages, this arrangement may prove increasingly inappropriate as Partnerships develop; several point to improvements in relation, say, to financial procedures once these were taken in-house
- **universal systems:** some Partnerships have adopted universal systems, such as PCM which is generally seen as helpful; Lambeth for example acknowledged that although adopting the system had created increased workloads in the short term, in the longer run it should make project design, appraisal, management and evaluation more efficient and focused
- **financial systems:** several Partnerships have reported problems with financial systems, which can undermine local confidence in the NDC; however, there are examples of good practice. Knowsley has a specially tailored financial management systems combining System K with Sage accountancy package; several, including Haringey and Southampton, have introduced a project level traffic light systems to inform levels of financial information, 'red' projects requiring more detail
- **investment in new systems:** Partnerships which have invested more time in rationalising systems report improvements; in some cases such investment has been made in response to external scrutiny and audit, for example following comment from the relevant GO.

Southwark NDC: Monitoring progress

Aylesbury NDC's monitoring systems are integrated into a larger cycle of developing, implementing and evaluating work across the programme. Other parts of this process include the Delivery Plan, which defines spending and output forecasts; project appraisals (and reappraisals for longer projects), which set individual targets; and support to make sure that projects get off to a good start and continue to run smoothly and effectively. Every quarter, the Partnership obtains information from each of its projects on:

- NDC expenditure
- match funding
- key outputs
- progress towards milestones
- information on any corrective action to keep the project on track.

Data from individual projects feed into the monitoring of the whole programme, which works on the same quarterly cycle. The finance and monitoring officer collates information and produces a comprehensive briefing. This forms the basis for reports to the Board's finance and monitoring sub-group, which deals with projects that are having difficulties.

The finance and monitoring sub-group reports in turn to the Board, highlighting only the 'red' projects that need urgent action. This is a more efficient arrangement than earlier practice whereby the Board received full details on every project. The Partnership also sends financial information to GOL each quarter, and reports back to the community in its monthly newsletter.

In addition to quarterly monitoring procedures, GOL reviews the Partnership twice each year, and the Partnership itself evaluates work carried out under its individual themes. Less formally, conversations between project managers and theme co-ordinators, facilitated by monthly working groups, are another valuable way of tracking projects' progress.

Local Evaluation

3.34 Local evaluation is a key component to programme management. As is mentioned in Chapter 2, the emphasis placed by the Programme on learning and innovation has always been seen as a key principle making NDC distinct from previous regeneration programmes. Although in the early years evidence of effective local evaluation was patchy, there was probably more positive change here from about 2003 onwards than in relation to any other process issue.

3.35 In 2003/04 and 2004/05 local observers were asked to comment on the degree to which Partnerships were undertaking, and learning from, local evaluation activities (Figure 3.5). In every single instance there was an increase in activity over this two year period. By late 2004 most NDCs had systems in place through which to undertake project specific evaluations, interim evaluations and work with beneficiaries. More importantly perhaps most NDCs considered that evaluation:

- was a management responsibility
- had resulted in project or programme level changes

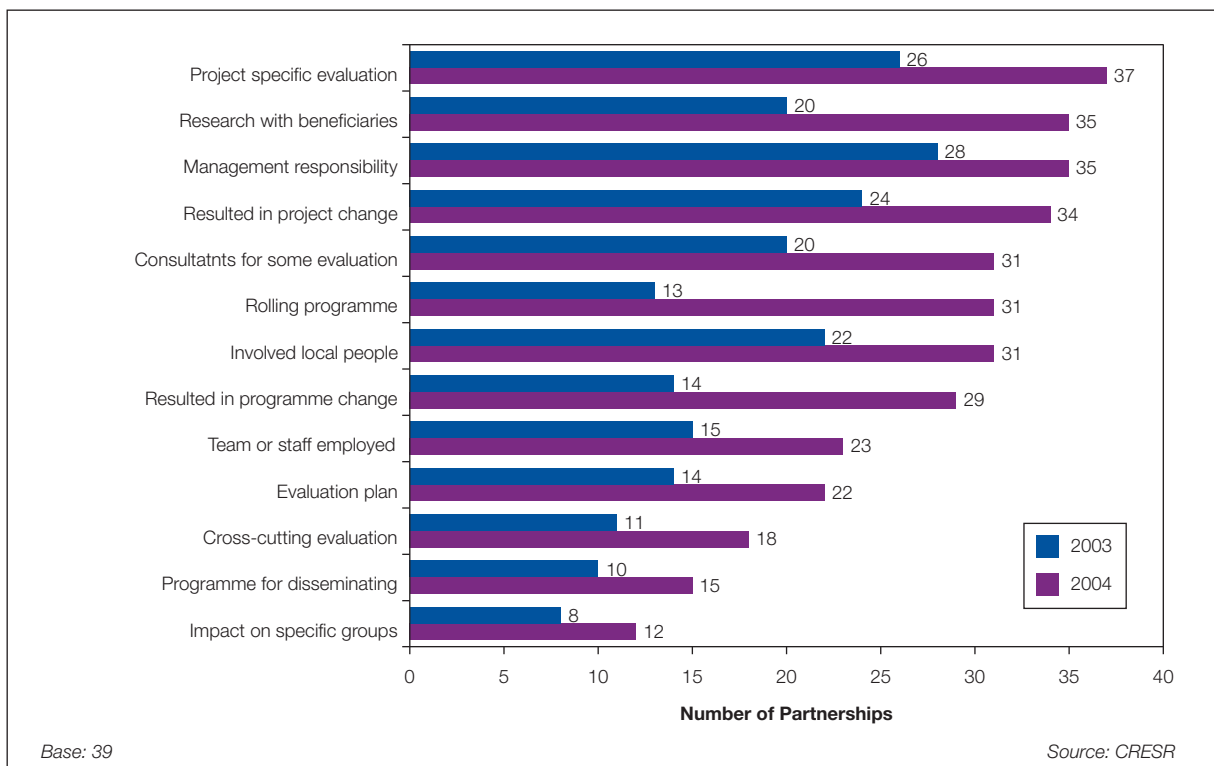
- had involved the use of consultants, but also of local people.

3.36 Areas where further progress could be made include:

- evaluation plans setting out key questions which the Partnership wishes to address
- cross-cutting evaluations and those exploring the impact of projects on specific groups: the latter being especially critical in informing Partnerships as to whether they are helping targeted groups
- programmes for dissemination, which are essential if Partnerships are to use local evaluation findings to inform partner agencies and local residents.

3.37 However, most Partnerships are intending to plug these gaps: in all 34 indicated in 2004 that they had, or would shortly have, a programme of dissemination, compared with 15 which then actually had one; and 33 would also shortly have an evaluation plan compared with 22 which actually had one. Towards the mid-point of the Programme substantial, and positive change, is taking place in relation to local evaluation activities, and considerably more is being planned across the Programme.

Figure 3.5: Local Evaluation: Activities and approaches



Bristol NDC: Local Evaluation

Community at Heart aims to carry out local evaluation of specific projects, individual themes, and the programme as a whole. To date, it has made most progress on project evaluations, which are built into the development process. Potential project deliverers submit a budgeted evaluation plan with their initial outline application, stating what they seek to learn from evaluation and identifying an audience for findings.

One project funded by the Partnership is the Community Work Team which is delivered by the Barton Hill Settlement, a local voluntary organisation. The evaluation of the project aimed to review the contribution it could make to the NDC's wider goals, and to assess the appropriateness and effectiveness of its activities. However, it also sought to complement the project's community development work. The Partnership commissioned an independent consultant to direct the evaluation, but employed and trained residents to gather and analyse data. To make these positions as accessible as possible, the project carefully tailored adverts and job descriptions, and held an informal support session for potential applicants.

The consultant and research team spent three days on training, selecting a representative sample of people to interview, and developing questionnaires. Researchers contacted and interviewed target groups, including project users and professionals working in the area. During this period, the team attended three support meetings to update each other on work and to resolve difficulties.

After the interviews had taken place, the consultant trained the team in data analysis and report writing. The researchers collated their information and wrote the report, each researcher taking responsibility for a specific section.

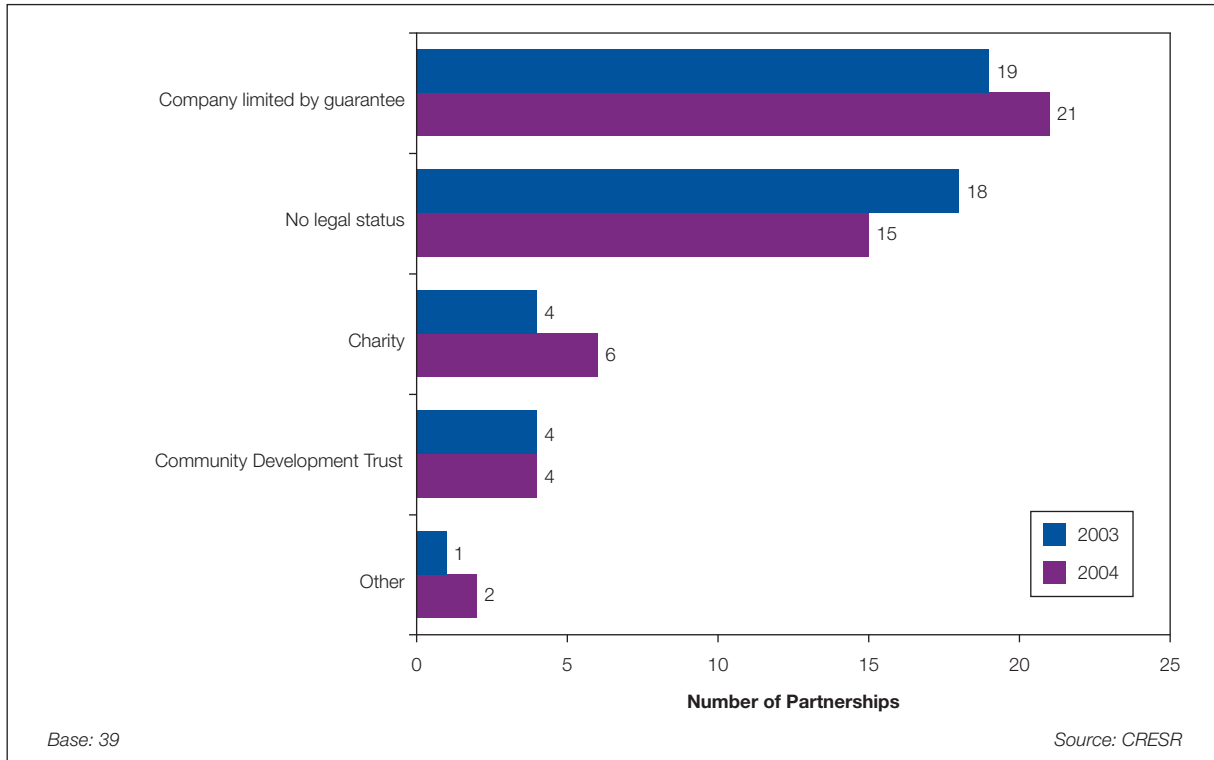
This evaluation exercise provided important lessons. More initial training for the researchers would have been helpful, while closer supervision from an experienced evaluator would have helped to produce a better focused report based on a clearer analysis of data. Nevertheless, the evaluation was useful and informative, and strengthened links between the NDC and the community. It also helped residents acquire valuable skills, while developing an evaluation resource that the Partnership could use elsewhere.

LEGAL STATUS AND EXIT STRATEGIES

3.38 Legal status has implications for the kinds of exit strategies Partnerships intend to pursue, the two issues therefore being considered. Most NDCs are companies limited by guarantee, although 15 have no legal status (Figure 3.6). The question of whether to incorporate has been a very live one and the NRU has published appropriate guidance stressing the legal implications involved. There are benefits to incorporation including limited liability for members but also responsibilities too including the necessity of ensuring audited Annual Accounts and calling Annual General Meetings.²⁴

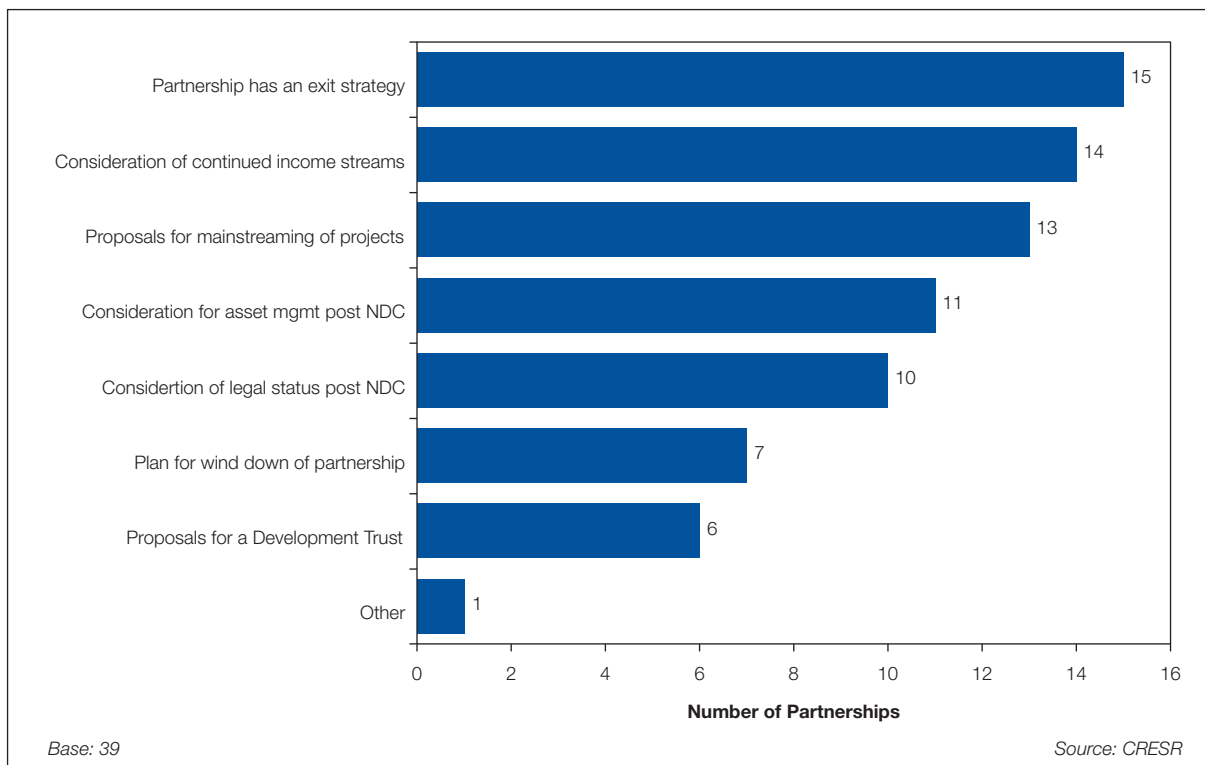
²⁴ NRU/ODPM (2004) *Board effectiveness: guidelines for New Deal for Communities, Programme Note 27.*

Figure 3.6: NDC Partnerships: Legal Status: 2003/04 and 2004/05



3.39 Most Partnerships have begun to think about what shape their exit or forward strategy might take in order for their work to be taken on after NDC funding ceases. When asked whether Boards take a strategic longer term view encompassing a post NDC future, 25 Partnerships responded that they did. However, although evidence suggests that Partnerships are being innovative in relation to the continuation of both projects and wider renewal in their locality, in practice only 15 had a formal exit strategy in place by late 2004 (Figure 3.7).

Figure 3.7: Exit and continuation strategies: 2004



3.40 More Partnerships need to give consideration to exit strategies. Options currently being addressed include:

- developing an asset base to provide a longer term trading income: some NDCs of which Hackney is perhaps the best example, own, or intend to own, community buildings to rent out either on a commercial basis and/or to service provides such as PCTs and community associations; these activities are likely to increase partly because Treasury guidelines have eased which traditionally made it difficult for public monies to be used by any renewal partnership to build up, and borrow against, physical assets.
- looking to establish and sustain social enterprises through which to deliver services, hence creating longer term income streams
- working with local authorities and RSLs to sustain neighbourhood management schemes which may prove ideal in driving forward that agenda surrounding environmental improvements, community development, crime prevention and local job generation
- becoming a parish council

- looking to become a Community Development Trust or similar kind of organisation: few have as yet taken that step (see Figure 3.6).

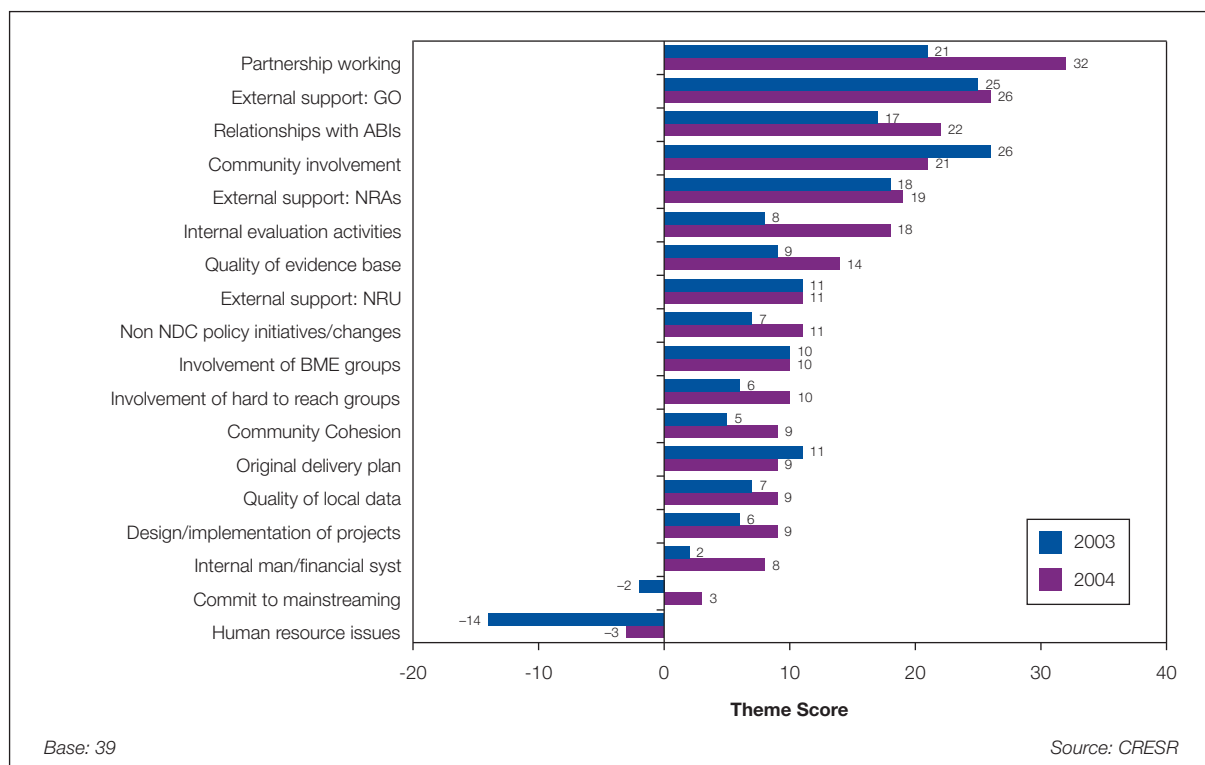
3.41 These, and indeed other options, are not mutually exclusive. The likely outcome in most instances, however, is that activity will continue after NDC funding ceases but on a reduced staffing base. There may be one exception. Housing refurbishment companies, formed by NDCs working with key partners to oversee major redevelopment projects may prove ideal successor vehicles. One of the key lessons to emerge from HATs for instance is the degree to which holistic and sustainable regeneration can flow from a single agency having control over physical assets in the locality, and thus being able to plan for the complete redevelopment of the area.²⁵ Such an approach would only realistically apply to those NDCs where all, or at least a substantial proportion, of accommodation was socially owned, control of which passed to one co-ordinating agency

DELIVERY: BARRIERS AND DRIVERS

3.42 Each year members of the national evaluation team, in conjunction with NDC staff and agency representatives, explored the degree to which a range of process issues either constrained or encouraged delivery. This has proved a useful method for summing up perceptions on delivery amongst all key actors, through time and across all 39 Partnerships. A composite figure can be created for each Partnerships and hence in turn a Programme wide overview (Figure 3.8). Results have proved to be remarkably consistent through time. Not all of these factors relate to the management of the Programme. Some are to do with either involvement with the wider community (discussed in Chapter 4) or with partner agencies (Chapter 5). But this is an appropriate location in the Report to bring this information together since on balance the factor which has been seen as the most insistent constraint on delivery, staffing, and many issues which are perceived as relatively less likely to encourage delivery, for instance Delivery Plans, quality of data and design of projects, fall within the management arena. The management of NDCs has clearly improved in this first phase of the evaluation. Equally so more could be done, and to return to a theme developed throughout this Chapter, especially in relation to staffing and wider HR issues.

²⁵ Mornement, A. (2005) *No longer notorious, the revival of Castle Vale, 1993-2005*.

Figure 3.8: Partnership level perceptions: factors encouraging/constraining delivery



MANAGING CHANGE: A CONCLUDING COMMENT

3.43 Partnerships are governed through a relatively sophisticated framework of NDC staff teams supporting formally designated Boards, which provide a strategic overview, and which delegate more routine issues to sub-groups. This relatively stable system has received widespread support because it:

- provides a mechanism through which to ensure legitimacy and accountability
- brings together key agency stakeholders and local resident representatives in discussions regarding devising and evaluating strategy
- creates a forum within which annually to consider results from the performance management framework.

3.44 But some tensions have arisen because:

- a few Boards have struggled because of intra-community strife
- the role of senior personnel has been made more complicated because of rapid turnover
- Board membership is time consuming and community representatives often need appropriate training and development.

- 3.45 These issues are important: the evaluation has uncovered statistically significant relationships (12.27) between Partnership level spend and:
- Boards being run effectively: the better Boards are run the higher the levels of spend
 - the larger the absolute number of residents on Boards the lower the spend
 - and for Round One Partnerships losing a Chair and Chief Executive is associated with relatively poor performance at the Partnership level.
- 3.46 Effective governance impacts on expenditure and in the long run therefore almost certainly on the ability of Partnerships to deliver outcomes.
- 3.47 In terms of managing the Programme:
- on average Partnership teams are about 14 strong, most are female and about 16 per cent live in the area; problems remain in terms of recruiting and retaining staff, but staff turnover has fallen and there is evidence for Partnerships taking a greater interest in HR issues
 - management systems are widely seen as performing better, especially in relation to appraisal, but there is less optimism with regard to systems governing project development and risk management
 - considerable improvements have take place in relation to local evaluation, perhaps more so than for any other process; an overwhelming majority of Partnerships carry out project and interim evaluations, but only slightly more than half have yet adopted a formal evaluation strategy, although most plan to do so in the near future
- 3.48 In relation to legal status and exit strategies:
- most NDCs are companies limited by guarantee, although about 15 have no legal status
 - more NDCs are thinking about a 'post NDC future'; but as yet 24 have not yet adopted a formal exit strategy
 - Partnerships are looking at a range of measures through which to pursue renewal once NDC funding ceases including building assets, and expanding existing neighbourhood management schemes; housing refurbishment companies possibly offer the best opportunity through which to secure longer term holistic renewal for areas with substantial proportions of social housing.
- 3.49 Process factors which are generally seen as least likely to encourage delivery include a range of management considerations such as the quality of local data, project design, internal management systems, and especially, HR issues.
- 3.50 On the broad canvas therefore it is reasonable to conclude that across the Programme most Partnerships have made considerable progress in embedding themselves within

the local institutional landscape. This is no mean feat: not all agencies were especially eager to see NDCs arrive on the scene and as is discussed in Chapter 5 some have consistently distanced themselves from the Programme. Reflecting on that experience of setting up NDC Partnerships there are perhaps four key lessons for the wider renewal community:

- creating new agencies takes time: alliances need to be struck with other agencies, effective relationships with Accountable Bodies secured, the tasks of community engagement and development begun, and so on; too much should not be expected too soon from new renewal agencies
- issues revolving around staffing and HR represent the most insistent barrier to delivery: it is essential that renewal agencies working with Accountable Bodies set in train effective HR policies as a priority
- appointing good people might be more expensive in the short term, but it will reap rewards: they achieve more and give partner agencies the confidence that joint working between themselves and renewal agencies will help to improve the delivery of services
- local evaluation teams should be created as soon as possible: it will save time and resources in the longer run.

CHAPTER 4:

ENGAGING WITH COMMUNITIES

INTRODUCTION

- 4.1 The previous chapter examined how Partnerships are managed and the next explores relationships between NDCs and partner agencies. This chapter discusses the engagement of communities in the Programme which, as is outlined in Chapter 2 is one of the key underpinning theories of change to the Programme. The chapter draws on several sources of evidence including the 2002 and 2004 household surveys, annual Partnership Reports, the Business Survey and Focus Groups. At the outset a number of caveats and definitional issues should be flagged up.
- 4.2 First this chapter uses a **wide definition of 'the community'** to include:
- individual residents
 - voluntary and community sector organisations
 - BME groups
 - and the business community.
- 4.3 Second 'community engagement' is seen to cover a range of **activities** including:
- NDCs consulting with residents
 - building capacity in the local community
 - residents being involved in the governance of Partnerships, an issue address in Chapter 3
 - residents and other communities participating in, and benefiting from NDC sponsored interventions
 - and community institutions being involved in the delivery of services.
- 4.4 Third, these activities are designed to achieve a series of interlocking **objectives**:
- increasing individual self-confidence
 - enhancing participation in voluntary activities
 - boosting accountability
 - addressing issues of social exclusion and poor cohesion

- building social capital: strengthening the resilience of local communities
- re-engaging NDC residents within mainstream social and economic markets.

4.5 Four, it is important to be cautious about making any associations between community engagement, on the one hand, and Partnership level activities or outcomes, on the other; this is because of a range of factors including:^{4.6}

- community engagement takes time, especially in areas lacking the most basic voluntary and community sector infrastructure; any assessments therefore about the impact of NDC interventions in the broad area of community engagement need to be realistic, based on what Partnerships might plausibly yet have achieved
- other research suggests that in general the scale of any relationships between community engagement and ABI interventions is unclear²⁶
- evidence available to the national evaluation is limited in relation to some issues such as the vibrancy and strength of local community infrastructure and the voluntary sector in NDC areas or the use of community facilities: a great deal of neighbourhood level community development and capacity building will be going on which the national evaluation cannot always pick up.

4.6 This chapter is structured around the following themes:

- What problems are NDCs seeking to address?
- Community engagement: an outline of activities
- Key processes in community engagement: communication and equalities
- Engaging communities
- Outcomes for residents
- Outcomes for local business
- Engaging communities: drivers and constraints.

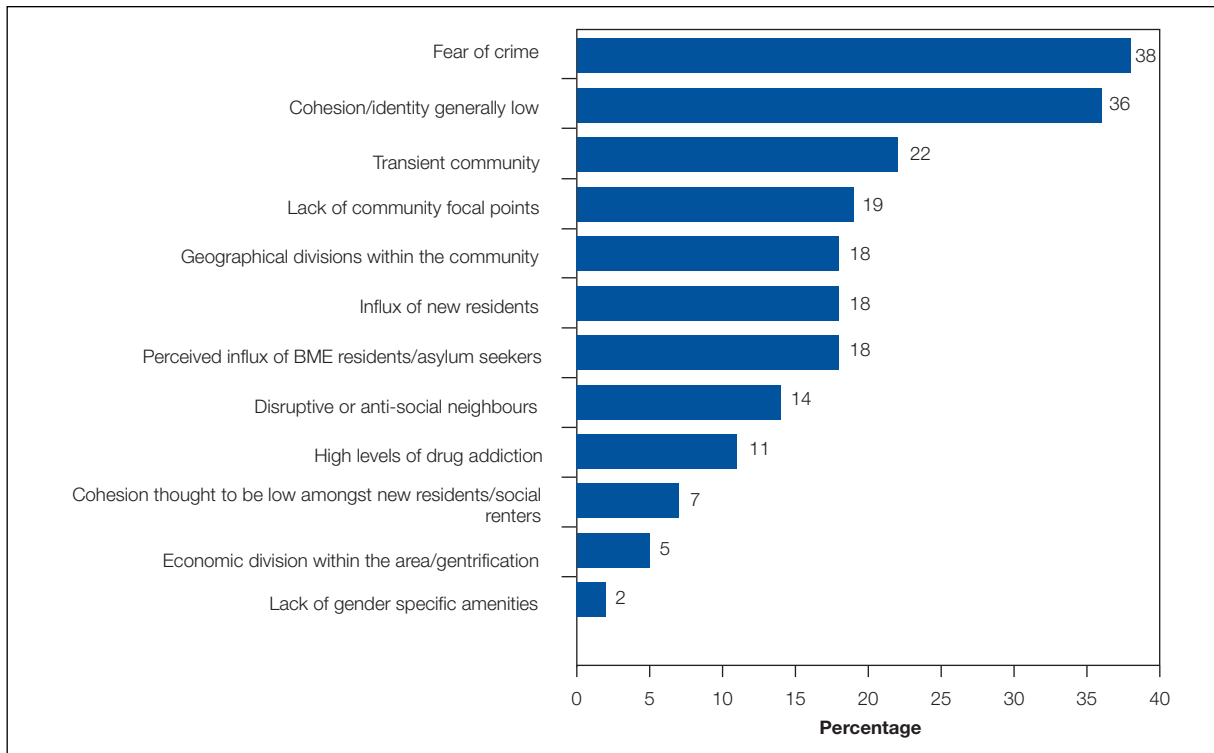
WHAT PROBLEMS ARE NDCS SEEKING TO ADDRESS?

4.7 Residents and community groups in neighbourhoods experiencing multiple forms of deprivation are often socially excluded and reveal low levels of social capital. These factors can create a series of problems in their wake: low self-esteem amongst individuals, households and communities; little sense of community cohesion; a distancing of households from the mainstream; and little evidence of any community infrastructure through which to build for the future of the neighbourhood. If unaddressed, these difficulties can lead to more visible forms of social unease and possibly higher levels of crime and disorder. Community engagement is intended at last in part to tackle this raft of problems.

²⁶ Camina, M. (2004) *Understanding and engaging deprived communities* Home Office Online Report 07/04.

4.8 During 2004 MORI carried out some 78 Focus Groups in NDC areas. These provide a more detailed insight into the problems faced by local residents (Figure 4.1.) Fear of crime is a predictably high, but participants also identify as problems a range of ‘social’ factors: low levels of community cohesion; transient communities; and lack of community focal points.

Figure 4.1: Focus Groups: Community level problems



4.9 However, Focus Group participants also identified a number of positive things about their local community: the existence of strong social networks and bonds in the area; good neighbours; and mutual support mechanisms.

COMMUNITY ENGAGEMENT: AN OUTLINE OF ACTIVITIES

4.10 Community engagement or development has always been seen as central to the Programme, many Partnerships in effect regarding it as a ‘sixth outcome’, providing cross-cutting support to the five main outcome areas. Between 200/01 and 2003/04 expenditure on community development across the Programme amounted to almost £100 million, some 22 per cent of total NDC spend. (See Tables 11.3, 11.4).

Table 4.1: NDC Delivery Plans: Community Development Outcomes

Outcome	No. of Outcomes
Increase community participation/engagement	26
Increase community groups and organisations	12
Increase community influence decision making and service delivery	9
Increase community participation/engagement by young people	9
Increase feelings of community	6
Increase area satisfaction and/or appearance	5
Increase NDC awareness	5
Increase community participation/engagement by BME groups	5
Increase the availability and satisfaction of local services	3
Increase racial equality/decrease disadvantage	3

Source: CRESR

Based on Delivery Plans 2004

4.11 Some idea of the role of community outcomes in Partnership programmes can be gauged from an **analysis of outcomes** assumed in original Delivery Plans, generally produced around 2000, compared with those evident in second versions which normally became available in 2004 (Table 4.1). There was a decrease in the number of community theme outcomes from about 173 in 2002 to 135 in 2004. Virtually all NDCs have adopted a separate community engagement theme, although in practice many interventions within the five main outcome areas will also aim to increase community engagement.

4.12 Across the Programme all projects being delivered by Partnerships rose about 78 per cent between the original and revised Delivery Plans (i.e. from about 2000 to about 2004). However, community engagement projects increased by over 100 per cent. Precise classification of these is difficult, but a broad indication of activity is outlined in Table 4.2. Many projects fall into the generic category of ‘community participation/engagement’, but marketing, and creating or enhancing a community facility figure prominently too.

Table 4.2: NDC Delivery Plans: Community development Projects

Project	No. of Projects
Community participation/engagement	37
Marketing and communications	34
Community facility	26
Theme development/staff	22
Leisure, sport or exercise project/facility	22
Funding	16
Children & young people’s facilities/activities	16
ICT strategy/project	15
Arts & culture staff/programme/project	15

Source: CRESR

Base 39 Delivery Plans 2004

Tower Hamlets NDC: employing local residents

The project is small scale and highly focussed: Three local residents are employed as trainees in the Ocean NDC Delivery Team. Local residents were under-represented in the Team which was having difficulty recruiting and retaining suitably qualified and experienced staff. The intention is that trainees gain the necessary skills and work experience to obtain and hold paid employment in the field of local economic regeneration. The jobs were widely publicised and the successful applicants all live locally and are drawn from the Bangladeshi community.

Preliminary discussions on formal education have been held with Tower Hamlets College and London Metropolitan University, and in relation to placements, with a range of voluntary and community sector organisations. Trainees have had the benefit of formal instruction tailored to their specific needs. Work experience builds soft skills such as communication and problem solving skills, work discipline and confidence. They are able to specialise in areas such as finance, database development and community engagement. Although the project has experienced teething problems, there have been substantial benefits and achievements. The trainees have developed their potential and enhanced their abilities. They are also well connected within their local communities and have emerged as role models within their neighbourhoods.

4.13 Work undertaken at the Partnership level by the national evaluation team indicates that NDCs have been active in the broad arena of community development:

- in Coventry, the Communication and Community Development theme seeks to increase resident involvement in the NDC and improve the image and profile of the area; relevant initiatives include a community development/capacity building project that seeks to increase resident input in the NDC; a BME capacity building project that attempts to raise the profile of the Unity Action Forum and the needs of minority groups; and the Wired-Up Communities project which offers learning opportunities to hard to reach adults lacking basic skills and qualifications
- Doncaster employs an Environmental Community Development Worker to work with local residents in order to develop plans for local environmental improvements throughout the area
- Hull has employed two Community Participation Workers to undertake the work of helping new and emerging groups develop their capacity and to engage with residents through the Community Participation project initially for two years.

KEY PROCESSES IN COMMUNITY ENGAGEMENT: COMMUNICATION AND EQUALITIES

4.14 Two processes have underpinned community engagement across the Programme: consultation and communication; and equalities and diversities.

Consultation and Communication

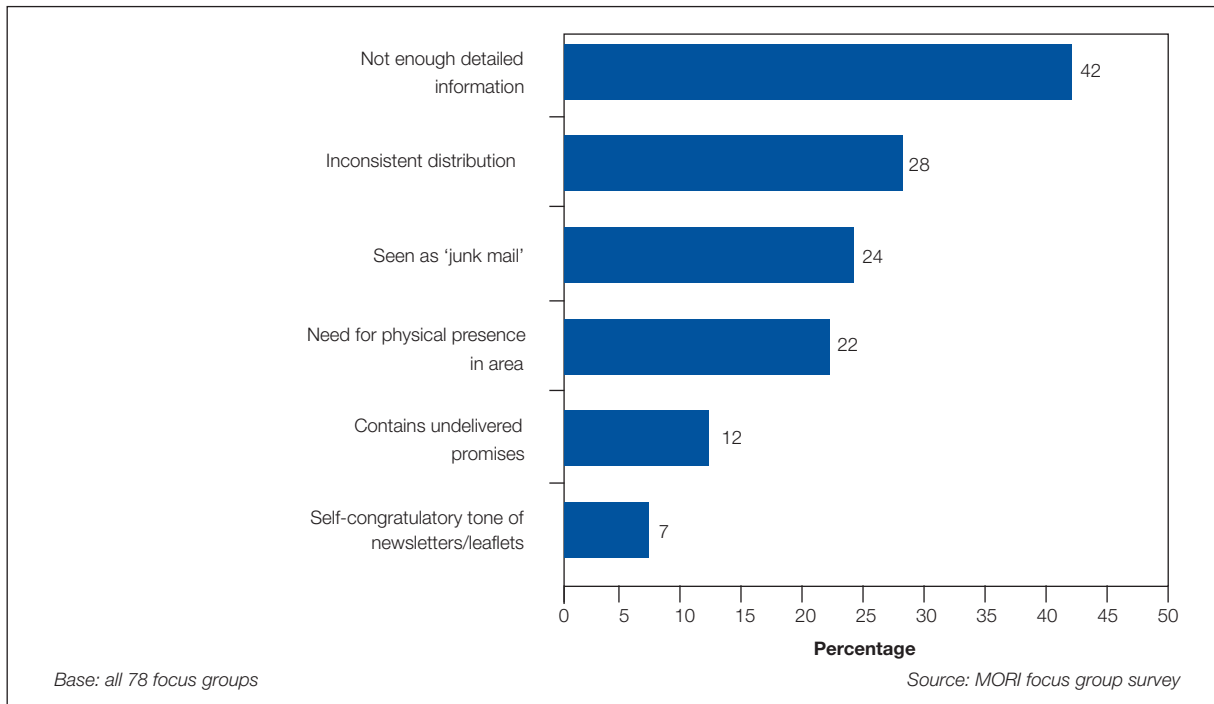
4.15 Mechanisms by which NDCs consult, and communicate, with communities is an important building block in community engagement in that they:

- provide communities and groups with an indication of what NDCs and indeed other agencies are doing
- help publicise opportunities for all forms of community involvement available to residents, businesses and voluntary groups
- give a sense of progress to the wider community
- act as a glue helping to link together different groups and constituencies.

4.16 Evidence from the Focus Groups is revealing here. Participants in almost all of these sessions recalled receiving some form of written communication, usually in the form of leaflets, magazines or newsletters. Far fewer indicated that they received information from the NDC through alternative methods, such as the local press, visiting a local NDC office, attending NDC-sponsored events or at meetings. Instead it was relatively more common for participants to find out about changes via informal networks of friends, family and neighbours.

4.17 However, participants also identified problems in relation to current methods of communication (Figure 4.2). In particular they suggested that information was not sufficiently detailed, focussing on 'headlines', 'good news'; it was inconsistently distributed; and too much looked like junk mail. Participants wished to see more information on the organisation of the Partnership especially who does what, more transparency about funding decisions and finances, and more information on current or planned projects. Participants in over a quarter of focus groups felt that face to face contact was the single most effective means of communicating information and engaging the community, a process which would pose resource problems for most NDCs.

Figure 4.2: Focus groups: perceived problems with communications



Brighton NDC: Phoenix Community Publishing and Design

The project involves the production of a bi-monthly community magazine for the Whitehawk, Moulsecomb and Bates housing estates in the East Brighton NDC area. The project aims to help integrate the community through the provision of information on local events and also to provide opportunities to learn skills through participation in producing the publication.

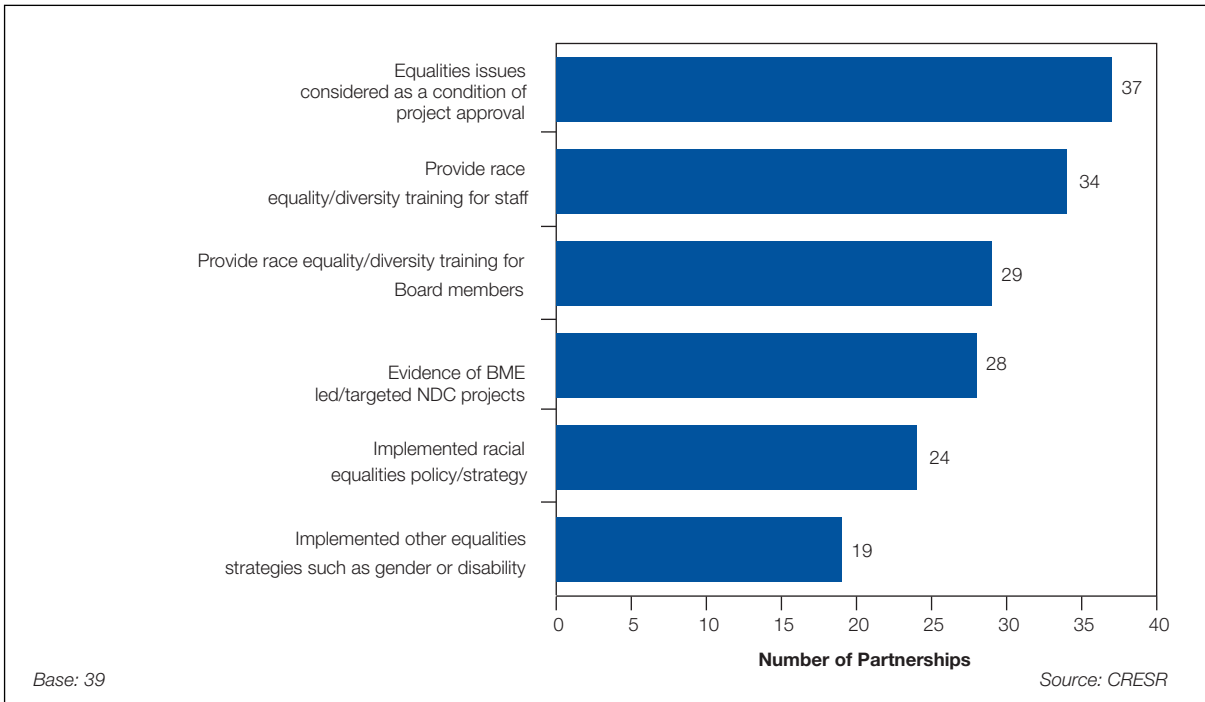
Its origin can be traced back to a small group of residents seeing a local need and teaching themselves relevant skills in journalism, publishing and design. The project gives residents a chance to be involved as employees, volunteers, directors, or trustees. It has a steering group with representatives drawn from relevant bodies in the private, public and voluntary sectors. The project has evolved incrementally from modest beginnings. NDC funding allows for the paid involvement of five local residents, and the purchase of equipment, premises and other essentials. The magazine is now delivered to over 6,000 households. It is achieving its main aims of engaging residents and enhancing community capacity as well as improving the image of the three estates within Brighton as a whole. The involvement of the private sector helps to ensure that a business-like approach is adopted. As the next step, the aim is to evolve the graphic design side into a social enterprise generating sufficient income to fund the continuation of the magazine on a sustainable basis.

Equalities and Diversity Processes

4.18 Whilst processes of communication and consultation are targeted at the whole community, initiatives designed to enhance equality and diversity are intended to ensure NDCs reach all parts of the community. Partnerships are generally aware that they are required to address these issues because of legal requirements in the Race Relations and the Disability Discrimination Acts in particular. It is also pertinent to point out here that the NSNR makes a clear commitment too that neighbourhood renewal will benefit ethnic minorities. Nevertheless, although all Partnerships work within on overall

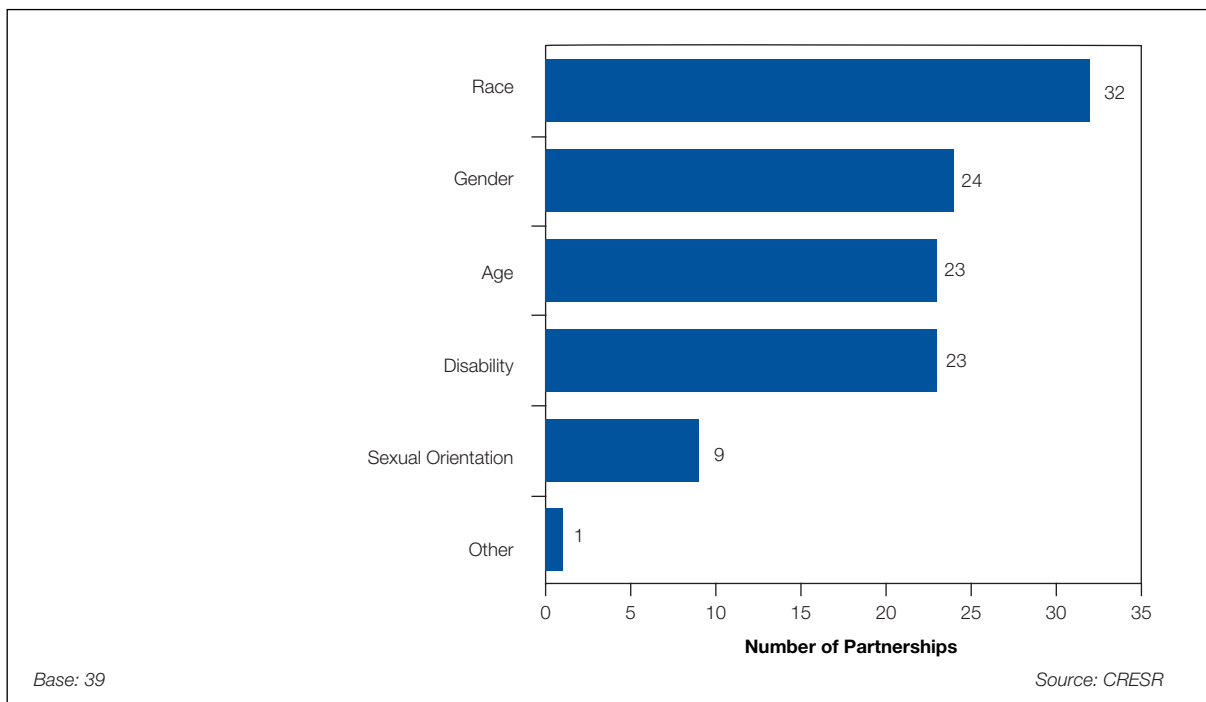
national framework, there is considerable variation across the 39. This is driven by factors such as cultural tradition, demographics, the role of the local authority, and advice from NRAs. London NDCs are probably more aware of equalities and diversity issues, than those elsewhere. The general pattern across the Programme is that the emphasis tends to be placed on equalities issues in project appraisal, and training to staff and Board members. And more is being done in relation to BME issues than with regard to disability and gender (Figure 4.3).

Figure 4.3: Partnership level activity: Equalities and Diversities



4.19 More NDCs are **monitoring** equalities and diversity issues, although again there is more evidence of this happening in relation to Race than for any other equalities issue (Figure 4.4.) The wider roll out of System K or similar systems should help in creating more effective Programme wide approach to monitoring.

Figure 4.4: Partnership level activity: monitoring equalities



4.20 There is evidence of Partnerships undertaking an imaginative array of projects in relation to equalities issues including, targeted support for travellers in Leicester and Norwich and innovations specifically designed to engage young people through establishing youth forums or having young people on the Board.

4.21 But there can be tensions too:

- a perception in some NDCs that equalities and diversity may be ‘parked’ with a sub-committee or diversity officer, and not mainstreamed throughout the Partnership
- tensions in the language of equalities and diversity, for example in areas where BME populations are not actually a minority
- transient communities, particularly asylum seekers, can create severe problems for NDCs and partner agencies not least because they are generally not welcomed by host communities; they can also impose additional demands on service providers: in the Brent NDC area, one third of pupils in one local school are refugee children, who spend on average only five months in the area; Partnerships such as Sheffield have adopted innovative approaches to help integrate asylum seekers into the wider community.

Bradford NDC: Equalities and diversities

The Partnership seeks to include people from all parts of this diverse community through participation in project planning/implementation and by ensuring services are targeted effectively throughout the community. For example, during the implementation of a major housing renovation programme, which necessitated the 'decanting' of residents, the NDC made strenuous efforts to enable members of the small Bangladeshi community to stay in the area, and to occupy adjoining properties. This ensured that a group of families, which might otherwise have been overlooked has been able to form strong bonds and to engage collectively with the process.

The Partnership has a range of policies to ensure that equalities issues remain central to the implementation process: all project appraisals for instance have to incorporate these. Various methods are used to ensure penetration into all sectors of the community, including the recent establishment of a Faith Forum, to provide a voice for different parties in the area. While it would be naïve to claim that this is an entirely 'cohesive' community, the lack of BNP activity in recent polls is one indicator that the area is not generally subject to inter-community tension. One issue which has emerged is that the majority of resident Board members are now middle-aged males of South Asian heritage. While this of itself is not a problem, the Partnership is actively seeking to ensure all members of the community feel empowered to participate in other areas of the NDC's operation.

ENGAGING COMMUNITIES

4.22 This section considers Partnership level engagement with communities as a whole, and with two constituencies which raise particular issues for the Programme: BME communities, and the businesses community.

The wider community

4.23 Most activities fall within three classifications: engaging with communities; building capacity; and involvement in project design and delivery.

4.24 Partnerships have introduced a wide range of interventions to help **engage with communities**. Some have used dedicated staff resources to help in this process. Lambeth employs local residents as 'block information officers' who spend two hours a week keeping local residents informed about the masterplanning process and the planned stock transfer, listening to people's concerns, and feeding these back to Clapham Park Project. Rochdale uses community link officers to consult with residents about project ideas, to discuss concerns and to help organise projects. Tower Hamlets, Haringey and Nottingham employ outreach workers, to help enhance links between Partnerships and their resident communities. Doncaster, Hammersmith and Fulham, Nottingham, and Tower Hamlets have residents' panels.

4.25 Partnerships can also take steps to enhance their engagement with specific groups. There is, for example, considerable interest in efforts to engage young people. Birmingham Aston has a Positive Futures for Young People Group to mentor and support post-16 youth and a Community Chest fund designed to support locally based community providers in the area. Knowsley has a youth forum and a small grants

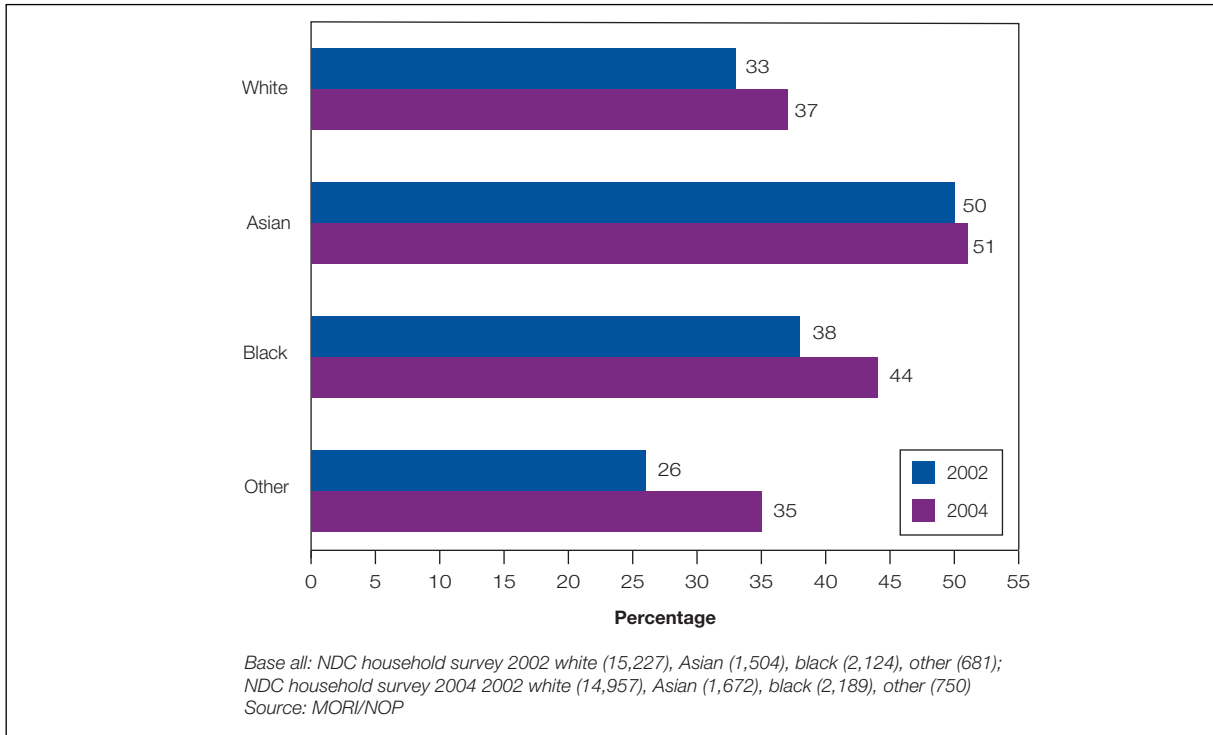
scheme, 'New Deal, Big Deal', administered by young residents. In Lewisham, the youth strategy and youth engagement activities are described as 'popular'. Other steps taken to engage with specific groups include Manchester's support for the Beacons Women's Network and the Lesbian and Gay Foundation.

- 4.26 Some projects are designed both to engage residents, but also to help **build capacity**. Community Chest Funds have been made available by many Partnerships to support small scale initiatives proposed by community providers, community/voluntary organisations and community groups. A Community Forum in Kings Birmingham Norton helps engage residents and builds their capacity through providing a resource and advice centre, and access to meeting, phone and computer facilities.
- 4.27 Finally, some interventions are designed to involve the community in project design **and delivery**. Bradford offers local residents an opportunity to take part in project development tasks such as design, management, implementation and evaluation. Brent has involved residents in its Show Homes initiative which entailed collaboration with the architects and local people acquiring the skills and knowledge to help them make a real and constructive contribution to the project. A number of projects employ local residents in project delivery, such as community warden schemes in Southwark and Birmingham Kings Norton. More generally residents as whole have become involved in planning, implementing or simply benefiting from a wide range of local events including carnivals (Hammersmith and Fulham, Leicester, Haringey, Lambeth, Lewisham, Nottingham), festivals, (Lewisham) and community engagement projects (Hull, Lambeth).
- 4.28 Clearly for many residents community interventions represent the face of the local NDC: these are often the first contact they have with their Partnership. Such projects can have remarkable impacts on individuals. Local success stories are one of the positive undercurrents to the Programme. Every Partnership has had experience of previously excluded individuals, being engaged by community level interventions, getting the self-confidence to move onto training or personal development schemes, becoming enmeshed in the Partnership itself and then moving into employment. These stories may not be picked up at the Programme wide level but they are critical nevertheless in improving the lives of individuals and households.
- 4.29 Equally so, of course, community engagement raises a number of tensions. None of these are unique to the Programme: they come with the terrain. Questions which tend to emerge include the future direction of a project or group; the degree to which it is seen as including all local people; key players moving on; projects not moving individual closer to the mainstream; problems regarding longer term funding; and so on. Nevertheless, on the broader canvas there is no doubt that the Programme has made far more of an effort to engage with, and benefit, all sectors of the community than any previous ABI. Two groups have raised particular considerations for the Programme and merit separate comment: BME communities and the business sector.

Black and Minority Ethnic Communities

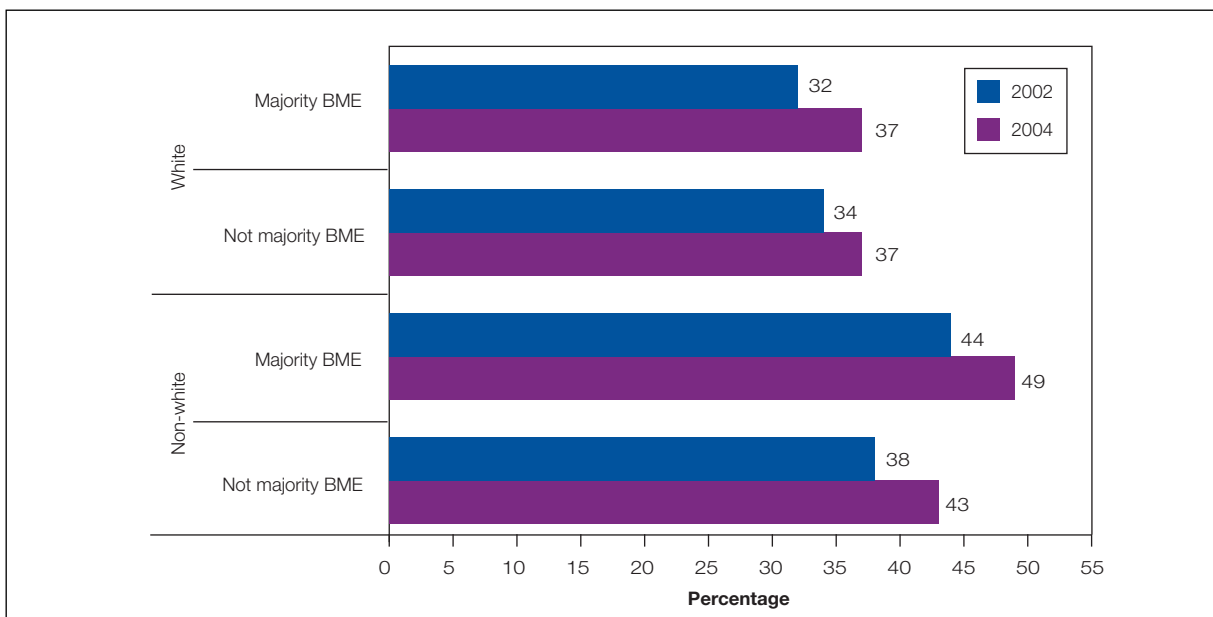
- 4.30 Relationships between Partnerships and BME populations forms an important element to the NDC narrative. This issue is explored in various sections of this report: equalities and diversity issues are considered immediately above; the theme chapters identify projects centrally focused on BME outcomes (see for example relevant educational projects: 10.32), and details of outcome change for different ethnic communities is addressed in Chapter 12 (12.9). This section provides a Programme wide overview.
- 4.31 One issue alluded to in Chapter 1 is the degree of variation across these 39 areas. The relative size of the BME population is an excellent example of this. The proportion of the non-white population in NDC areas such as Knowsley, Rochdale, Hull, Norwich and Derby is around one per cent: that for Birmingham Aston more than 80 per cent.
- 4.32 In developing programmes to meet the needs of BME populations, Partnerships can be faced with a number of complexities:
- when BME populations are small and/or diverse, there can be a lack of accurate evidence in relation to languages spoken, problems faced by particular communities, the scale of community infrastructure, and so on: in these circumstances it can be hard to target activities to meet the specific needs of what may prove to be small groups
 - specific BME communities can be relatively small compared with a much larger overall non-white population: there can be a danger their needs are subsumed within a more generic 'BME strategy.'
- 4.33 However, despite these kinds of complexities, Partnerships will often be operating in areas where BME populations reveal strong communities ties and aspirations. The 2002 and 2004 household surveys provide an indication of community related outcomes for different ethnic groups. Given the size of the sample data is best addressed within four broad groups: white; Asian; black; and other. A breakdown of outcomes by smaller ethnic groupings is outlined in 12.4, but as is stressed there, such findings have to be used very cautiously. But, even using the four broader groupings some positive findings emerge. For instance, by 2004 Asian residents were far more likely to feel part of the community than any other group. The largest positive increases between 2002 and 2004 in relation to feeling part of the community occurred amongst residents in the 'Other' category and amongst black people (Figure 4.5).

Figure 4.5: Feeling part of the community by ethnicity



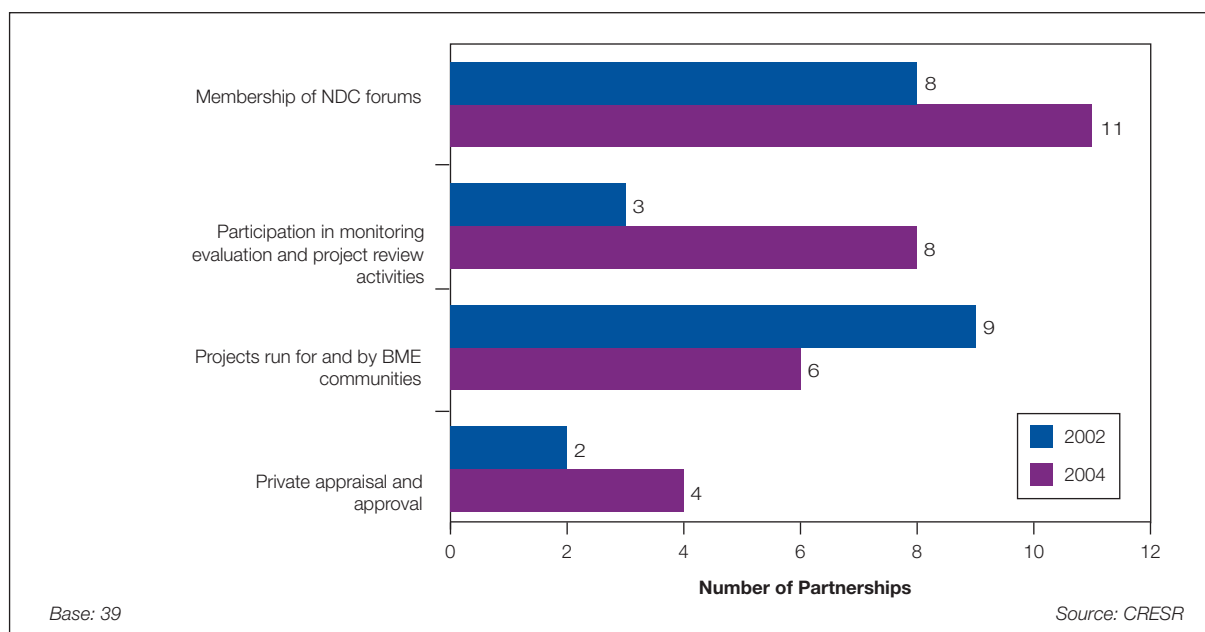
4.35 Interestingly, both whites and non-white populations showed an increase in feeling part of the community in both NDCs with a majority of BME populations and those without (Figure 4.6). For white populations there was actually a larger increase in areas with a BME majority.

Figure 4.6: Feeling part of community by ethnicity: Majority/non-majority BME population



- 4.35 Other patterns emerged from the household surveys in relation to community and neighbourhood indicators. For instance:
- thirty-three per cent of black people felt that they could influence decisions that affected their area compared with between 21 and 25 per cent for the three other broad groups
 - black people were also more likely to be involved in voluntary activity than white or Asian people.
- 4.36 Partnerships have set in train a wide range of interventions and approaches to assist BME communities, more so than for any other previous ABI. In part this reflects a determined effort by NDCs to improve the breadth and depth of their engagement with groups which traditionally have played only a limited role in renewal: Hackney has increased **engagement** amongst the local black Caribbean community, Haringey has continued to develop links with its local Somali and Turkish communities, and Sheffield has a long standing tradition of providing support to Somali and Yemeni communities and to asylum seekers, especially from the Middle East.
- 4.37 In both 2002 and 2004 observers in Partnerships were asked to comment on the involvement of BME communities in **specific renewal tasks** (Figure 4.7) This evidence should be seen as an indication of broad trends: members of BME communities will have been involved more in these tasks than these figures would indicate, but not necessarily in a 'BME community group'. In general there was an increase in activity over this two year period, with the one exception. There was a decline in the number of Partnerships indicating that projects were run for and by specific BME communities, perhaps reflecting increasing attempts to mainstream diversity across all projects, whilst recognising that community-specific projects can be divisive.

Figure 4.7: Delivery Tasks: Involvement of BME Communities



- 4.38 Nevertheless, many NDCs have implemented **projects** for the BME community. Luton has worked with Nubian and African-Caribbean communities, developing projects geared to the promotion of race equality. Sandwell has granted approval for an African-Caribbean project which will employ community development workers. In Hammersmith and Fulham there has been an increase in projects run by or for the BME communities such as Community Learning through Liaison, Outreach and Support and NDC involvement in the Black History Month.
- 4.39 As with community engagement as a whole, there is a strong argument that the Programme has made more effort to communicate with, and support, BME communities than any other ABI. Some Partnerships, especially those in London, are very much at the forefront in efforts to ensure renewal create benefits for all ethnic communities. But in so doing they are increasingly facing a number of dilemmas: the degree to which community cohesion is best served through implementing community specific initiatives; seeking with partner agencies to overcome the severe problems which can arise from sudden population influxes; and the need to resolve tensions, not between BME and white communities, but between well established, and more recent BME communities.
- 4.40 Engaging the Business Community During late 2004 MORI undertook a business survey of both a cross-sectional sample and also 'engaged businesses' which had some involvement with the NDC.²⁷ This survey provides a valuable insight into the attitudes of businesses towards the area and their local NDC.
- 4.41 NDCs have used a range of mechanisms to **engage businesses**. They have done this because they are part of the wider community, but also because they employ local residents and generate wealth. One third of the cross-sectional sample say they know at least a fair amount about their local Partnership, with two thirds indicating they have heard something about it, but do not know what it does. As would be expected awareness is higher amongst the engaged sample. Three-quarters have heard of their local NDC and over half say they know a fair amount or great deal about it (74 per cent and 52 per cent respectively). Most businesses have heard about their local Partnership through publicity, the local press or direct contact with the NDC (Table 4.3). There may be scope for improving communications through business specific channels: very few businesses have heard about the NDC from another business or through a business forum.

²⁷ MORI (2005) *NDC Business Survey*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

Table 4.3: Business: Hearing about the NDC

	Businesses (cross-sectional) per cent	Businesses (engaged) per cent
NDC publicity	30	31
Local press	27	20
Direct contact with NDC partnership	17	23
From a friend/colleague or family member	14	13
Publicity from another organisation	6	6
From another business	5	6
From customers	3	2
Local TV/radio	3	2
National press	2	3
Through a business forum	2	4
From Police/Community wardens	1	0
Publicity from Business Link	1	2
Leaflets/flyers	1	0
Information via the post	1	1
National TV/radio	*	1
Other	6	6
Don't know	4	2

*Base: All respondents who have heard of the NDC partnership; Businesses cross-sectional (1,078), Businesses (engaged) (312)
Source: MORI*

OUTCOMES FOR RESIDENTS

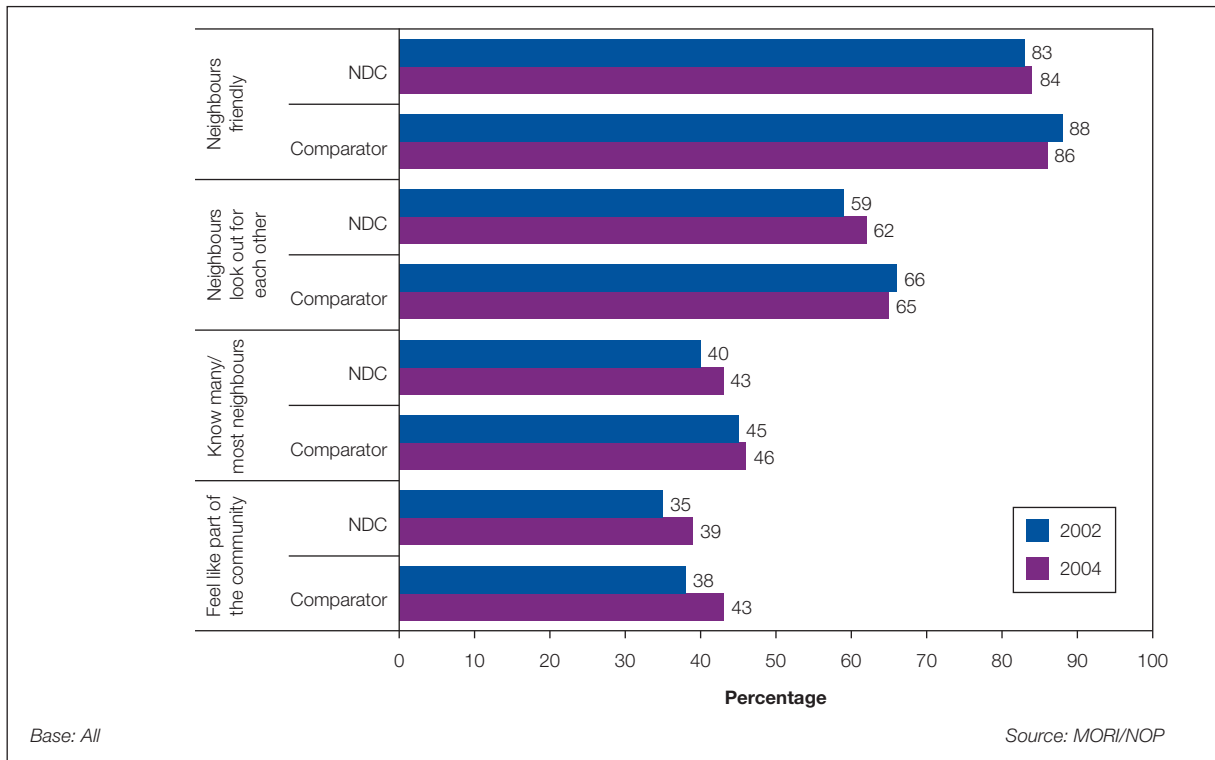
4.42 Earlier sections of this chapter have explored interventions which Partnerships have introduced through which to engage communities. The 2002 and 2004 household surveys, together with the Focus Groups, provide an insight into the degree to which these kinds of interventions have impacted on community attitudes and behaviour. These issues are explored within four themes:

- attitudes to the community
- involvement in organisations
- knowledge of, and engagement with, the local NDC
- trust in local organisations.

Attitudes to the local community

4.43 The 2002 and 2004 household surveys asked residents four related questions regarding their relationship with their local community: Did they feel part of the community? Did they know many or most of the people in the neighbourhood? Would they describe people who live in the area as friendly? Would they say neighbours look out for each other? (Figure 4.8).

Figure 4.8: Attitudes to the local community



4.44 These findings suggest that:

- there were marginal increases between 2002 and 2004 in the proportion of NDC residents being more positive in relation to these ‘community based indicators’
- but these increases were more or less in line with those occurring in similarly deprived but non NDC localities.

4.45 Absolute figures for NDC areas remain lower than national equivalents. For example, only 39 per cent of residents felt part of the local community in 2004, a rise of just four percentage points on 2002, and still some 20 percentage points lower than the national equivalent. As is developed below, residents were generally much more positive towards their local NDC in 2004 than they had been in 2002. But these changes are not yet really spilling over into more positive attitudes towards the community as whole. It should, however, be pointed out here that there have been more positive changes in attitudes towards the local environment, which are considered separately in Chapter 6 (6.41).

4.46 However, somewhat more positive qualitative evidence emerged from the Focus Groups. Long-term residents in more than 50 of the 78 Groups said that they had built up strong **social networks** of friends and family in their local area upon whom they could rely for support. These participants felt that their area’s sense of community and identity was strong and well-founded, with residents ‘keeping an eye out’ for each other. One driver for strong social networks was seen to be shared **mutual experiences**. For participants in eleven of the Groups, this interestingly referred to shared deprivation and a sense of ‘we’re in this together.’

Involvement in Local organisations

4.47 Residents were asked to indicate if they had been involved on a voluntary basis in any local organisation within the previous three years. Some 12 per cent had been, a proportion unchanged on 2002. This figure is marginally higher than for the comparator areas but well below a 2000 national equivalent of 21 per cent. More than half of those in NDC areas who had been involved in a voluntary group had responsibilities such as a being a committee member, raising funds, organising events or doing administrative or clerical work. These findings are not entirely surprising. There is likely to be a considerable lead time between setting up an intervention and this leading to an increase in engaged residents. To date although NDC areas show considerable positive change in relation to the attitudes of residents towards the NDC and the local environment, none of this has as yet fed through to an increase in the actual involvement of residents in local organisations.

Derby NDC: supporting community development

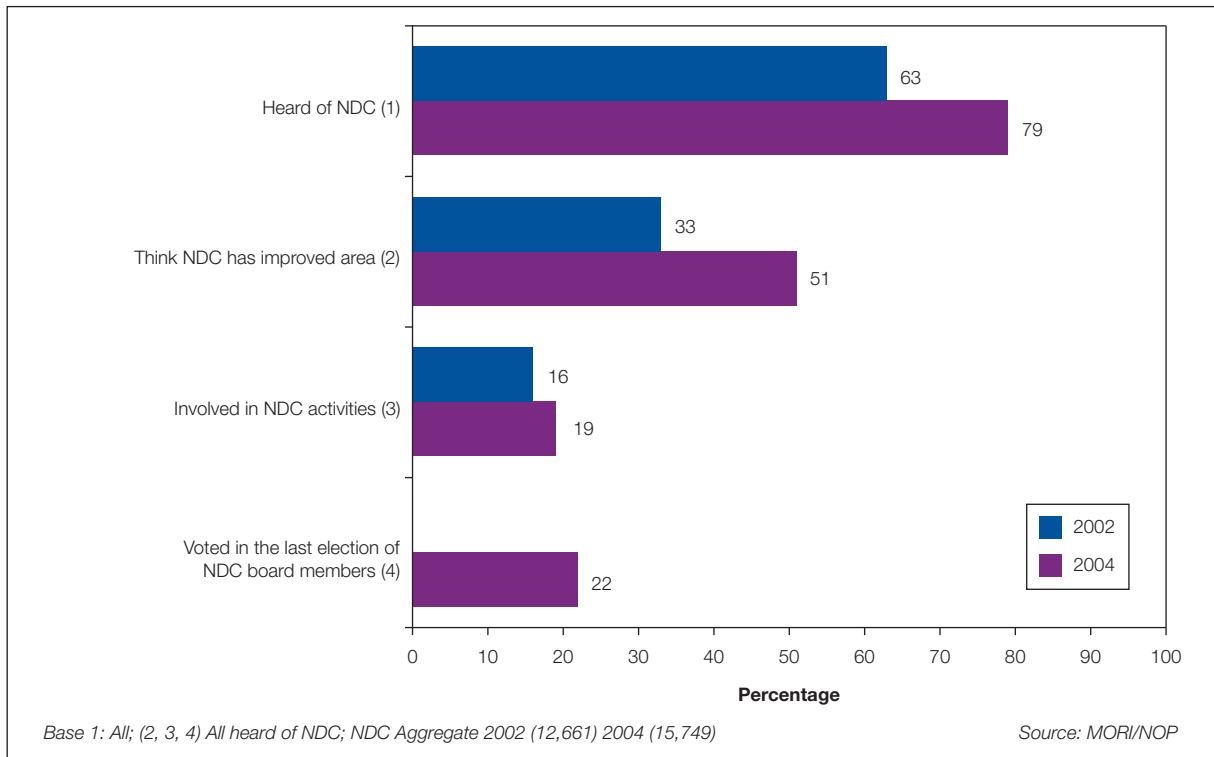
When the NDC was launched, the area had few local groups and those that did exist tended to be small and informal. In recent years local evidence suggests that at least 15 new groups have been established although these are typically small (fewer than 10 members) and informal. The NDC has supported Derwent First Steps which works with local groups to help them get off the ground by providing assistance and guidance in relation to issues such as childcare, desk space, office facilities, meeting spaces, computer training and constitution writing.

Knowledge of, and Engagement with, the local NDC

4.48 Residents were asked to indicate their awareness and involvement with their local NDC (Figure 4.9). Some 79 per cent had heard of their local NDC, an increase of fully 16 percentage points on the 2002 total. And by 2004, of this total, more than half thought the local NDC had improved the area a fair amount or a great deal, an 18 percentage point increase on 2002. As would be expected rather fewer were directly involved with their local NDC. By 2004, a fifth of those who had heard of their local NDC had been involved in its activities, a slight increase on 2002. And some 22 per cent of those who had heard of the local NDC said they had voted in the last Board elections, a figure, which somewhat surprisingly perhaps, is lower than appears to be the case (see 3.7).

4.49 The broad picture is thus very encouraging: there have been sharp increases in those who have heard of their local NDC and who think it has improved the area. This is especially impressive because there can be a tendency for attitudes towards renewal and regeneration agencies to harden if, as can be the case, early enthusiasm is not backed up by changes on the ground. But although many NDCs have indeed suffered set backs because of delays, uncertainties, and intra-community tensions, this has not fed through to Programme wide statistics. Residents are increasingly impressed with their local NDCs.

Figure 4.9: Knowledge of, and engagement with, local NDCs



4.50 The attitudes of residents towards their local NDC can be broken down by broad ethnic groups. In 2004 over 80 per cent of the white population had heard of the local NDC, a significantly higher figure than for other communities. Black people are, however, more likely to be involved in NDC activities, and are more likely to think the NDC had improved the area than are white people: 55 per cent and 50 per cent respectively.

Trust in Local Institutions

4.51 NDC residents were asked to indicate levels of trust in five organisations: the council, the local police, local health services, local schools, and the local NDC (Figure 4.10). In relation to non NDC institutions:

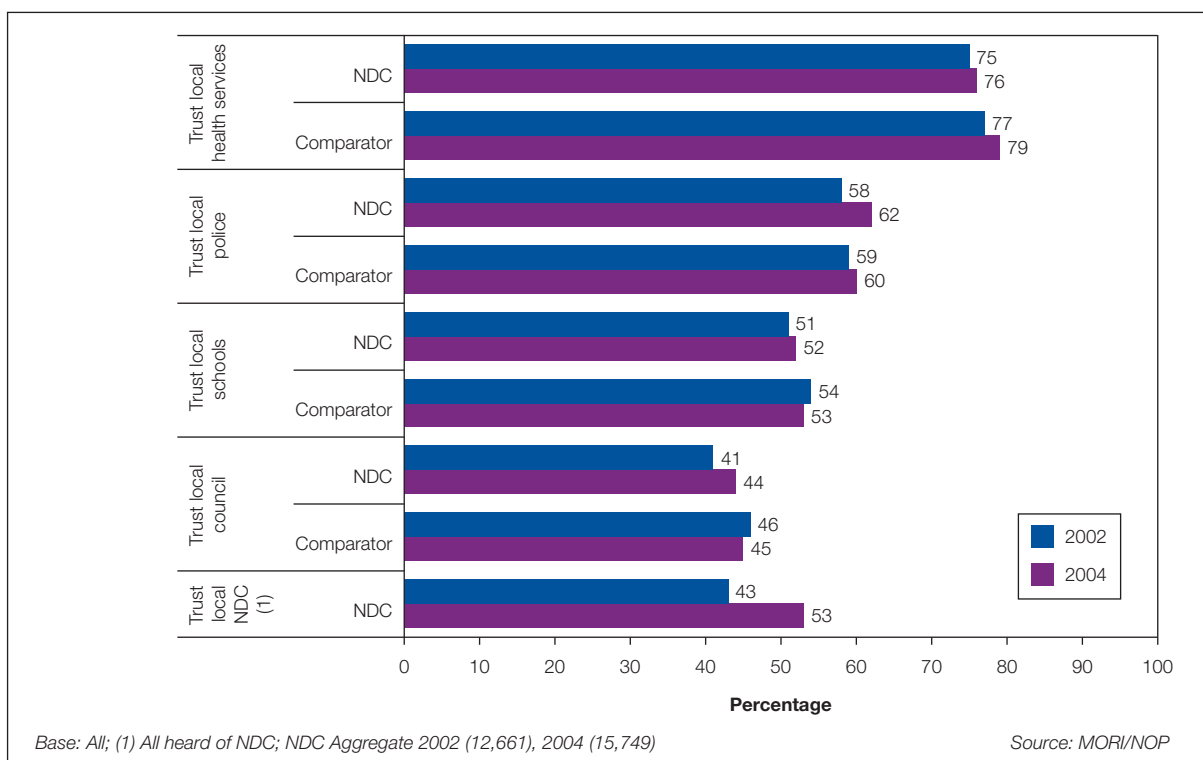
- other than for health services, changes in the proportions of NDC residents trusting institutions a great deal/fair amount rose more between 2002 and 2004 than in the comparator areas; trust in health services amongst NDC residents anyway stood at fully 76 per cent by 2004
- increases in levels of trust on the part of NDC residents were most marked in relation to the local council and the local police; perhaps the greater involvement by local authorities in NDCs has helped improve historically low levels of trust on the part of residents towards their local authority; and across the NDC Programme the police have consistently been the most supportive, and the most visible, of partner agencies.

4.52 By 2004, other than for local schools, levels of trust in institutions on the part of residents in NDC areas closely equated with national equivalents: 44 per cent of those in NDCs trusted their local authority and 62 per cent the police: national equivalents were 47 per cent and 65 per cent.²⁸

28 MORI Omnibus 2004.

4.53 It is interesting to note that levels of trust in NDCs rose much more sharply than for any other institution between 2002 and 2004. The 10 percentage point increase in the proportion of those trusting NDCs is considerably higher than that recorded for any other service. By 2004, levels of trust in NDCs were higher than for local councils and local schools. Only eight per cent of those who had heard of their local NDC had no trust in it at all. More detailed analysis of 2002-2004 household survey data points to some intriguing relationships amongst variables such as hearing of the NDC, trusting it, and thinking it has improved the area. For example, those that trust the NDC are more likely to think it has improved the area. These considerations, and their implications for the wide social capital debate are developed elsewhere.²⁹

Figure 4.10: Trust in local institutions



4.54 The business survey provides information in relation to three outcomes:

- help provided by the local NDC
- the impact of NDCs on the area
- the impact of the NDC on business.

Help Provided by the local NDC

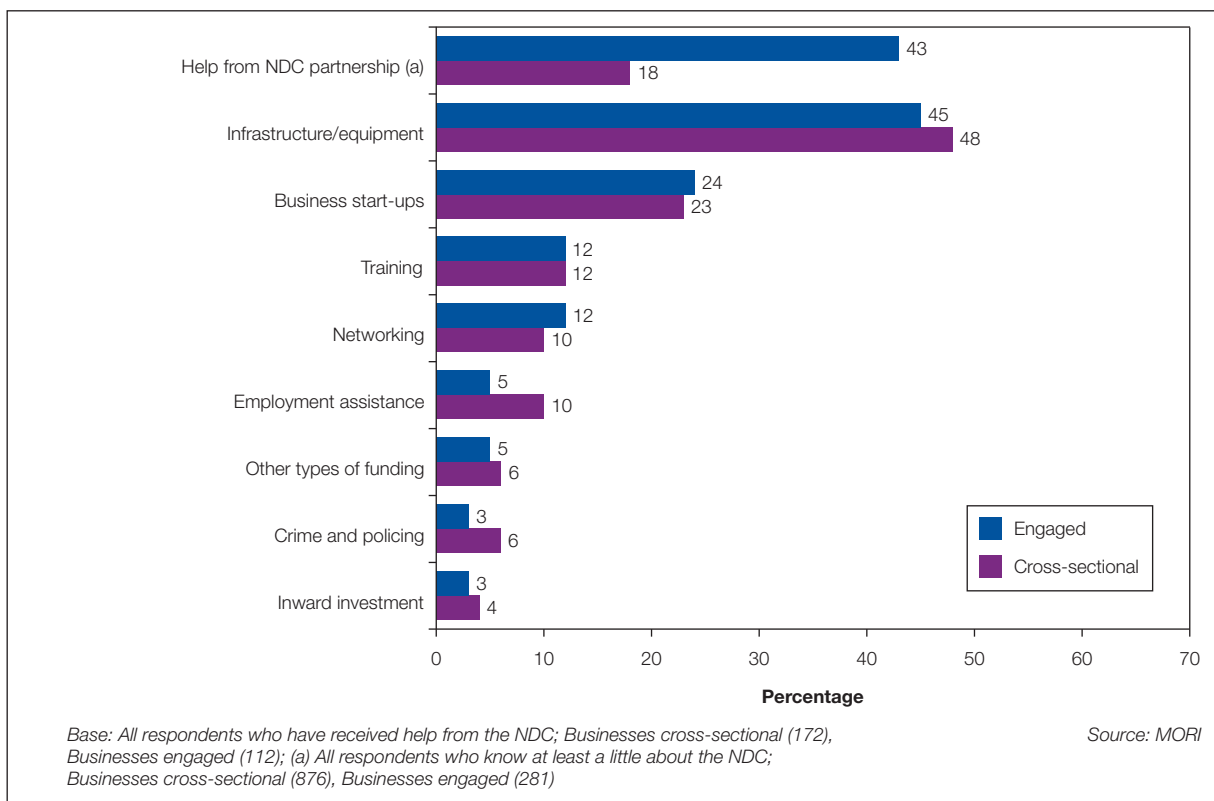
4.55 Around a fifth of businesses in the cross-sectional sample who know something about their local Partnership have been helped by it. Newer businesses are more likely to have received help: 26 per cent of businesses trading in the area for less than three years received help. Partnerships appear, sensibly, to be directing support to start-ups

²⁹ Grimsley, M., Hickman, P., Lawless, P., Manning, J. and Wilson, I. (2005) *Community Involvement and Social Capital*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

in the local area. Reasons given (by cross-sectional businesses) for not receiving help, centre around a lack of awareness of what assistance is available (29 per cent) and because they do not think they need it (25 per cent).

- 4.56 By definition engaged businesses are more likely to have been supported by Partnerships. Those which think they have not received help generally consider that assistance is either not relevant or not needed. There is also some confusion about what is available and how it can be accessed. There is a need for Partnerships to disseminate more widely business support they and partner agencies can provide and how it can be accessed.
- 4.57 The two most important forms of support are assistance with infrastructure/equipment and support for business start-ups. Twelve per cent have benefited from help with training (Figure 4.11).

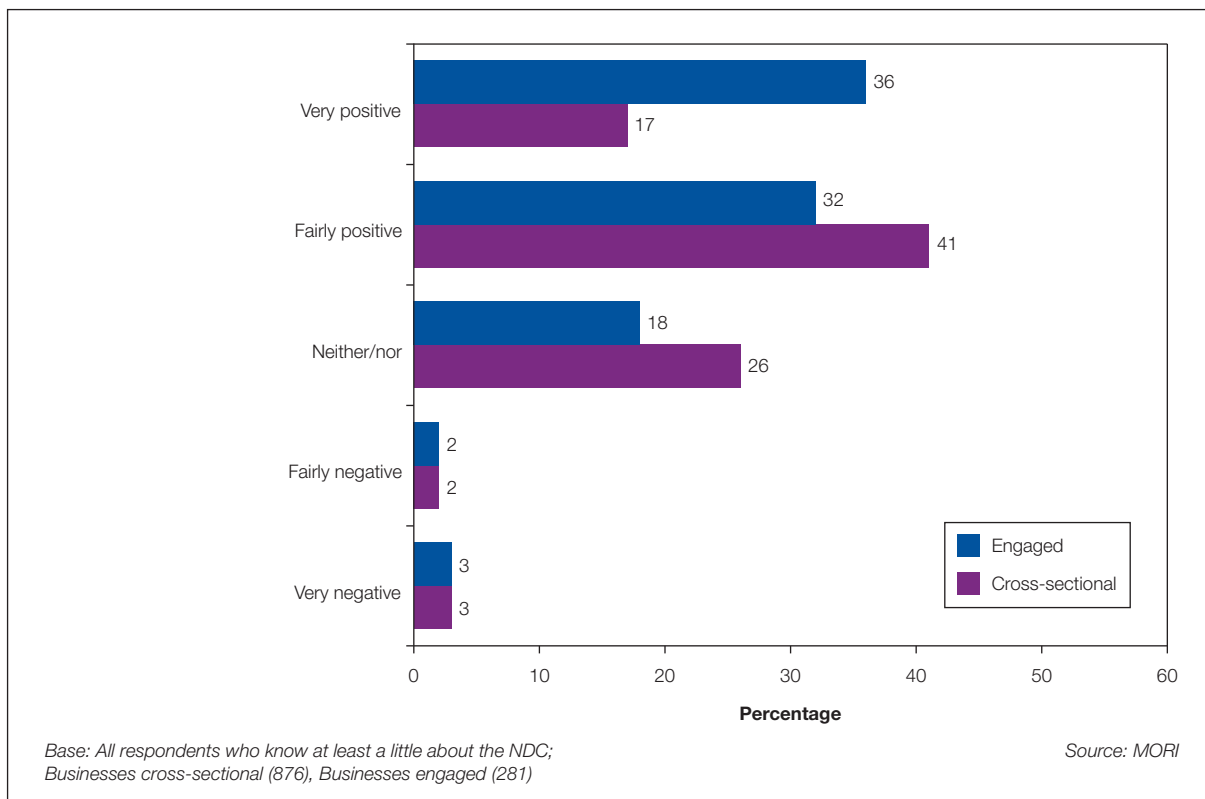
Figure 4.11: Businesses: help from NDC Partnerships



The Impact of NDCs on the local area

- 4.58 Businesses are generally positive about the impact NDCs have had on their local area (Figure 4.12). Almost three in five from the cross-sectional sample say that the NDC has had a positive impact on local conditions, with just five per cent saying the impact has been negative. Businesses from the engaged sample are even more likely to be positive: 68 per cent think the NDC has had a good impact on the area.

Figure 4.12: Business Perspectives: Impact of Partnerships on local area

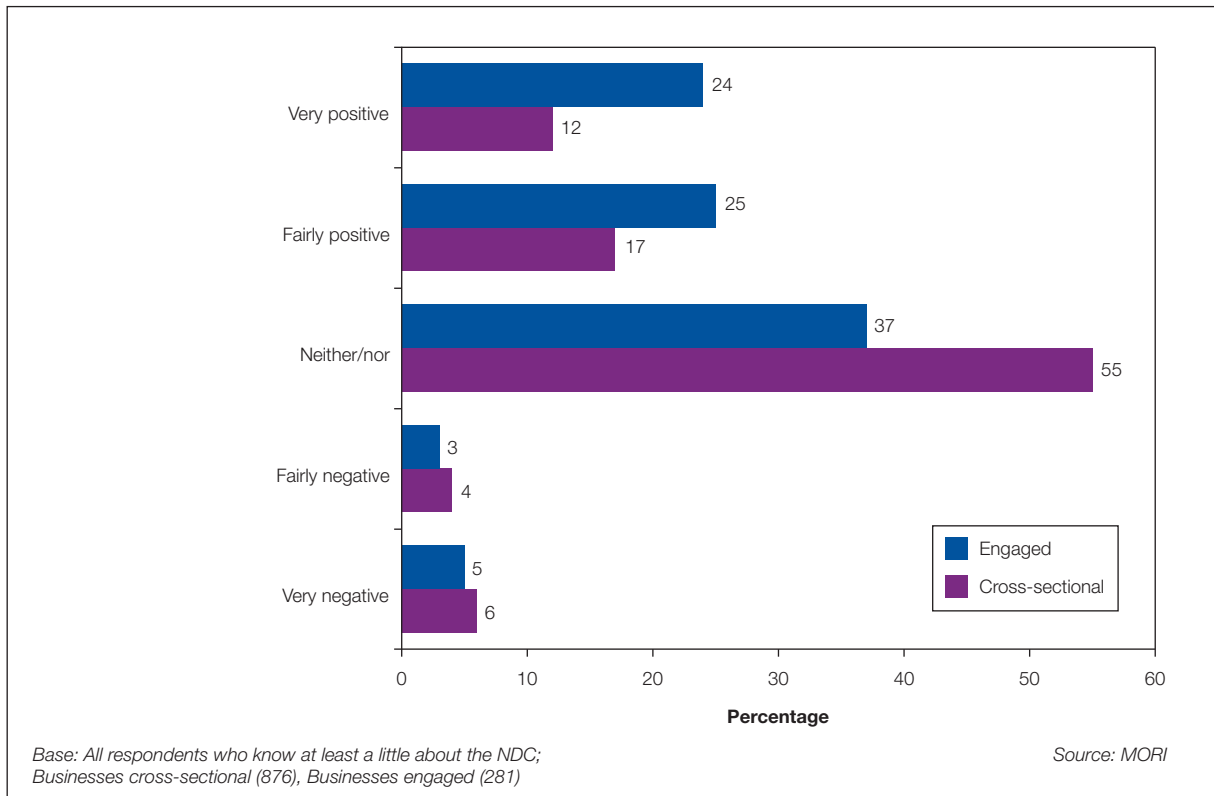


4.59 As is often the case with service provision, familiarity breeds favourability. Businesses from the cross-sectional sample who say they know at least a fair amount about their local Partnership are more likely to say that it has had a positive impact on the area than those who know little about it (65 percent positive compared with 39 percent respectively). Those who have received help from the NDC tend to be more positive about its impact.

The Impact of NDCs on business

4.60 Businesses are also generally positive about the impact of NDCs on the own business (Figure 4.13). Three in 10 of those in the cross-sectional sample say the local Partnerships has had a positive impact on their business. Only nine per cent think its impact has been negative. Fully, 49 per cent of engaged businesses think the impact has been positive.

Figure 4.13: Business perspectives: impact of Partnerships on business



4.61 Overall, therefore there are positive message for the Programme emerging from the business survey:

- most firms have heard of the local NDC and more think it has had a positive, rather than a negative, impact on the area
- far more businesses think NDC support has had a positive, rather than a negative, impact on their business.

ENGAGING COMMUNITIES: DRIVERS AND CONSTRAINTS

4.62 Synthesising across evidence in relation to community engagement it is possible to identify factors which have generally helped to either drive or constrain community engagement. Three processes have emerged as being especially important in encouraging community engagement:

- project delivery: the timely completion of visible and well branded projects which meet local needs
- consultation and involvement: a wide ranging approach to consultation and involvement and a clear willingness on the part of Partnerships to be seen to respond to that consultation

- communications: tailored, frequent, regular, innovative and attractive instruments through which to communicate with different constituencies about plans, progress, partnership working, and funding opportunities.

4.63 Equally, so a number of constraints and barriers have tended to limit community engagement:

- residents can think NDCs are cliquy, offering 'lip service' to consultation, and leaving the local community with little influence over decisions
- a strong emphasis on engagement with BME communities has perhaps undermined concern for other forms of equalities and diversities, notably those surrounding gender and disability
- inevitably most NDCs have encountered problems in engaging with some groups in their area: a comment made in 2003 from one NDC programme leader sums up wider experience: 'everyone is hard to engage with round here'; residents in NDC areas may have longstanding, critical, views of service agencies: such attitudes will not change easily
- dominant socio-demographic characteristics can undermine engagement: the existence of a large transient populations; evidence for continuing inter-, or intra-community strife; tensions arising from gentrification; and so on
- institutional history: a limited infrastructure through which to build capacity; failures of previous regeneration schemes to improve the area; and a history of community level problems which the local media can be only too pleased to disseminate.

COMMUNITY ENGAGEMENT: A CONCLUDING COMMENT

4.64 Community engagement is one of the key principles underpinning the Programme. This chapter has explored some of the mechanisms by which Partnerships have sought to engage with, and benefit all sectors of the community, including BME groups and business. Early change data points to some positive changes in relation to, say attitudes to the local NDC. A number of overarching conclusions can usefully now be made:

- community involvement and engagement will take time: although residents are much more positive about the NDC, and indeed other local institutions, there has been either no, or very little change in relation, to involvement in voluntary or community groups, or in attitudes towards neighbourliness within the local community
- this may well be because causal links between community engagement and other outcomes are unclear; indeed it may be that such relationships will always be difficult to disentangle
- nevertheless it will be fascinating to see the degree to which outcomes associated with an NDC Programme placing an emphasis on engaging and working with communities compare with those arising from other ABIs and other initiatives designed to improve the delivery of services to deprived neighbourhoods

- there are optimistic signs in relation to two groups traditionally seen as posing particular problems for neighbourhood renewal partnerships: evidence on BME groups indicates, for instance, that residents from the Asian community are much more likely to feel part of the community than those from other major ethnic groups, and more positive change in relation to community attitudes has occurred for black people than for other populations; findings from the business survey point to local firms being much more positive about the impact of the NDC on the area and on business than might have been anticipated
- but at least some Partnerships are having to deal with a series of acute problems, many of which revolve around the difficulties of embedding new, into established, communities; working in this context NDCs, if only implicitly are addressing some of the most complex questions in community relations of which the most obvious is this: in the interest of community cohesion should projects be devised to support particular communities or not?

CHAPTER 5:

ENGAGING WITH AGENCIES

INTRODUCTION

5.1 As is discussed in Chapter 2, one of the key premises underpinning the NDC Programme has been the assumption that Partnerships would need to engage with agencies to improve the delivery of services to residents living in these 39 relatively deprived localities. The 2004 NAO report on the Programme made this clear in pointing out that: ‘the mandate given to NDC Partnerships means that they will have to have a close relationship with bodies that are legally responsible for delivering social and other services.’³⁰ The wider issue of NDC engagement with partner agencies suffuses all sections of this report. This chapter is designed to provide an overview. It is important first to set the context within which the Programme has operated.

ENGAGING PARTNERS: THE POLICY CONTEXT

- 5.2 Partnership working is one of, if not, the key principle underpinning neighbourhood renewal. ‘A New Commitment to Neighbourhood Renewal’ published in 2001 indicated then that the government’s overall strategy was to help ‘bring about joint working between different services and initiatives at local and neighbourhood level.’³¹ In turn the 2005 Cabinet Office policy review of interventions designed to tackle multiple deprivation argued strongly for a renewed emphasis on the targeting and coordination of mainstream services.³² And both this latter report and the NRU/ODPM overview of the national strategy³³ point to ways in which relevant government departments are already nuancing their floor targets to help the broader objectives of neighbourhood renewal.
- 5.3 The NDC Programme has therefore operated in a national policy context within which there has been increasing acceptance that effective neighbourhood renewal requires a co-ordinated approach from relevant service agencies. ABIs such as the NDC Programme can play a key role in driving strategic change at the neighbourhood level, adding value, co-ordinating public and private sector inputs, encouraging innovation, and so on. But transforming neighbourhoods will also require the collaborative involvement of service delivery agencies. NDCs were not designed to replace agencies but to work with them.
- 5.4 Questions of definition have to some extent clouded this. In particular relationships between NDC Partnerships and agencies are often referred to as ‘mainstreaming’, a perhaps increasingly inappropriate blanket term, since it is open to quite different interpretations. It seems more appropriate to explore the question of agency engagement within a series of themes which reflect **experience on the ground**. Here the national evaluation can bring to bear a body of evidence from the 39 annual Partnership reports, project evaluations and detailed case studies. Findings from this evidence can best be addressed within three themes:

³⁰ NAO (2004) *An early progress report on the New Deal for Communities Programme*.

³¹ Cabinet Office (2001) *A new commitment to Neighbourhood Renewal National Strategy Action Plan*.

³² Cabinet Office (2005) *Improving the prospects of people living in areas of multiple deprivation in England Strategy Unit*.

³³ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on*.

- engaging agencies: scope and rationale
- NDC/agency engagement: activities and outcomes
- engaging agencies: drivers and constraints.

ENGAGING AGENCIES: SCOPE AND RATIONALE

5.5 This first theme sets out the **scope and rationale** for NDC engagement with four sets of partners:

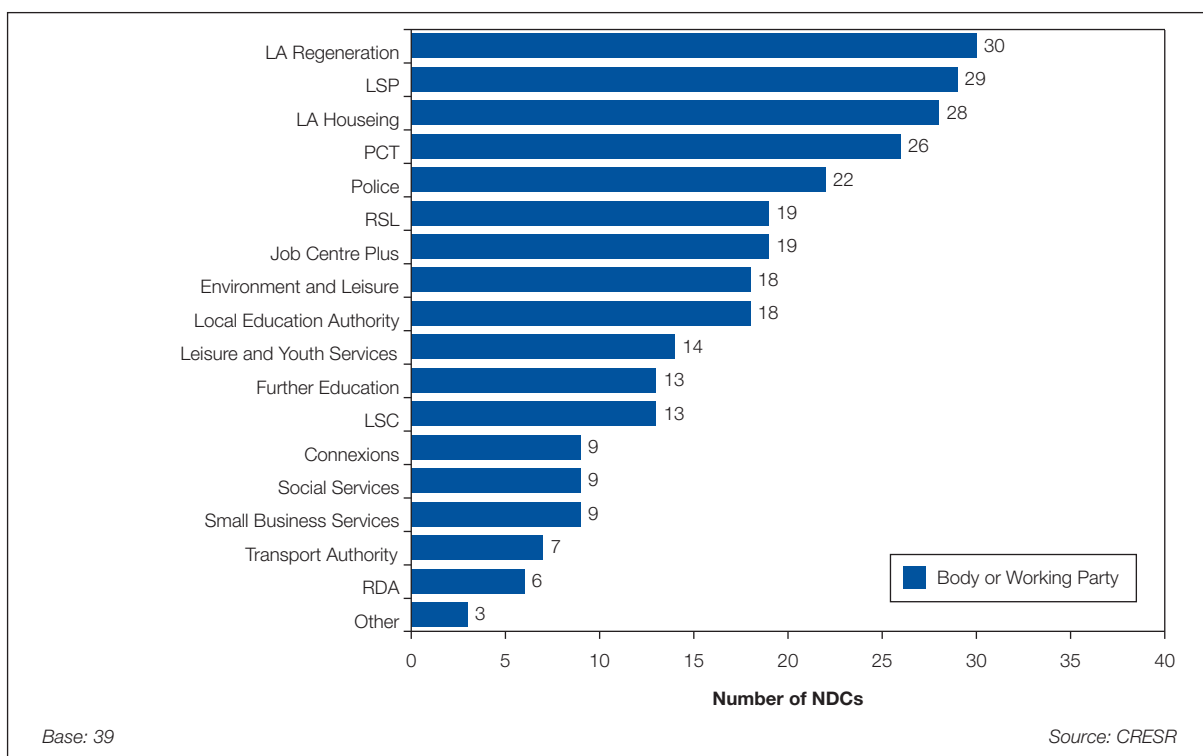
- NDCs and renewal agencies: an overview
- NDCs and local authorities
- NDCs and Local Strategic Partnerships
- NDCs and other ABIs.

NDCs and renewal agencies: an overview

5.6 The direct involvement of agencies on NDC Boards is outlined in Chapter 3 (3.13). This section considers the wider picture and in particular the degree to which NDCs engage with other agencies in general and two critically important ones in particular, local authorities and LSPs.

5.7 During 2004 the national evaluation team identified the degree to which NDC staff or Board members were then on boards or working groups of other organisations (Figure 5.1). More than two thirds of NDCs have a place in the structures of local authority regeneration and housing departments, LSPs and PCTs. It is perhaps surprising that 10 NDCs then had no place within the structures of the LSP. This may in part, however, represent definitional problems because LSPs increasingly support, or engage with, a complex array of sub-committees, fora and groups. Around a half of NDCs are represented in the structures of JCPs, RSLs, and LEAs. There is less representation of NDCs on fora associated with LSCs, further education, the Small Business Service, Connexions, RDAs or transport authorities. Not surprisingly there appears to be something of an organisational disjuncture between the relatively narrow geographical focus of NDC Partnerships and the wider spatial remit of agencies dealing with the economy, employment and transport.

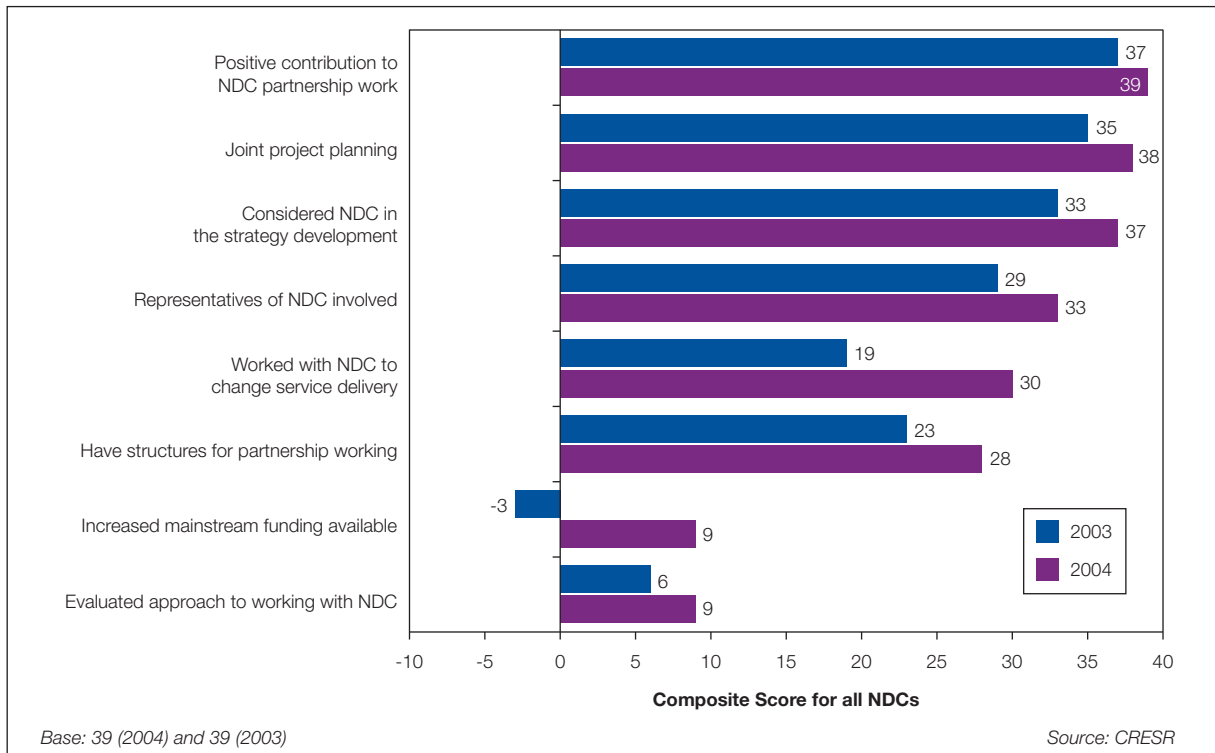
Figure 5.1: NDC staff and Board representatives: membership of other agency boards



5.8 Members of the national evaluation team each year undertook about 20 interviews with both NDC staff and also those working in agencies to identify the degree to which agencies were involved in a series of ‘NDC/agency engagement’ tasks. Using this evidence it is possible to build up a ‘composite position’ for each NDC and hence a Programme wide overview for 2003 and 2004 (Figure 5.2). This evidence indicates:

- agencies were clearly more involved in ‘NDC related activities’ in 2004 than was true for the previous year
- there is a widespread sentiment that agencies are involved in some tasks in virtually all NDCs: joint planning of projects, considering NDCs in their own strategies, NDC representatives involved in agency work, and so on
- there is less evidence of agencies being involved in other tasks notably increasing direct financial support to NDCs or of agencies evaluating their relationships with NDCs.

Figure 5.2: Engaging with NDCs: Agency Activities



5.9 The degree to which **individual agencies** say they are engaging with NDCs is outlined in Table 5.1. This evidence needs to be treated with a degree of caution, being based on the, possibly over-optimistic, views of agency representatives. Those working in NDCs may not recognise all of these assessments. Taken at face value, by 2004:

- with the exception of LSCs, evidence generally points to most agencies believing they are supporting most NDCs in relation to all key tasks other than mapping spend
- local authorities might have sometimes been somewhat reluctant always fully to engage with NDCs in their early days: in the overwhelming majority of cases they are now, however, actively supporting Partnerships across a wide range of activities
- the three delivery agencies which have proved to be the most supportive of the Programme are the police, PCTs and JCP, a view confirmed in the theme chapters which follow.

Table 5.1: Commitment to NDCs by function: agency perspectives (2004)

	NDC included in forward strategie	Mapping spend in the NDC area	Main programme spend on NDC activities	Joint project funding	Physical base or presence in area	Increased resources	Changed patterns of delivery
LSP	28	3	5	10	4	11	11
Police	23	13	25	31	31	26	33
PCT	30	12	24	30	33	25	25
LSC	11	2	10	11	5	6	4
JCP	26	12	28	27	29	22	29
LA	34	16	29	34	32	29	32

Base: 39

Source: CRESR

5.10 However, partnership working is defined, it is clear that observers on the ground think a great deal is happening in relation to NDC/agency engagement and that the scale of this activity is tending to increase through time. In practice the degree to which NDCs engage with the wider policy community is often moulded by the particular circumstances surrounding relationships Partnerships have with two key agencies: local authorities and LSPs. These merit specific comment.

NDCs and Local Authorities

5.11 Relationships between local authorities and NDC Partnerships are of critical importance for a number of reasons:

- in all but one instance the local authority is the accountable body and hence is inevitably involved with Partnerships in an array of day to day financial, legal, administrative and HR issues
- a range of local authority departments will be involved in implementing interventions in relation to all of the five major outcome areas: providing specialist skills, making available legal and financial expertise, inputting resources, helping to create wider partnerships where these are needed, exploring issues of sustainability, and so on
- local authorities can be an ideal vehicle through which to facilitate new, or improve existing, relationships between Partnerships and other agencies and institutions including LSPs
- senior local authority staff can be especially useful in informing longer term strategic thinking by NDC Boards.

5.12 Across the Programme evidence points to improving relationships between Partnerships and local authorities. This is often driven by a specific event, examples of which are highlighted below.

- 5.13 Sheffield NDC has taken forward a **formal agreement** with the City Council initially within the broadly based 'Advancing Together' initiative and subsequently built upon with the LEA in relation to education. The latter opens the door to direct investment in schools and means that the NDC will be able to talk directly to school heads. Other Partnerships benefiting from SLAs or their equivalents include Hartlepool and Hammersmith. One advantage of these kinds of signed agreements is that they establish agreed roles and boundaries with the accountable body.
- 5.14 In some cases, relationships with local authorities have improved due to the **personal commitment** of key individuals within the Council. In Bristol the employment of a Chief Executive with a strong personal interest in regeneration and renewal led to the relocation of the Regeneration Unit from Housing and Neighbourhood Services to the Chief Executive's Department. The local authority has become a key enabling agency for the NDC. Good relations in Derby are maintained through regular meetings between the Chief Executive and Assistant Director of the local authority and the NDC's Director. Partnerships such as Middlesbrough comment on the supportive approach of the local authority's Chief Executive. This is often especially apparent when local authority Chief Executives are members of NDC Boards. In Hackney, the appointment by the Council of a Regeneration Manager to work specifically with ABIs is seen as a means to improving relationships between the authority and NDC.
- 5.15 NDCs including Luton, Brent and Tower Hamlets describe effective **linkages** with departments such as regeneration, housing, parks and open spaces, streets scene, and, increasingly, education. There are signs too of better relationships with central service functions such as finance and HR. NDC senior managers are increasingly involved in council corporate senior management discussions. In several cases, the creation of an inter-departmental core group of senior officers responsible for fulfilling obligations to the local Partnership has improved communication and accountability between authorities and NDCs. This is mirrored by the increasing visibility of NDC professionals gaining the confidence and trust of local authority, and agency, colleagues. This can help create a more effective NDC voice in wider debates relating to the funding and sustainability of interventions.
- 5.16 Where local authorities have developed **area or devolved working**, NDCs are often able to engage with the Council through institutions such as Area Committees and Area Action Plans, which are often themselves identified as delivery vehicles for the NRS. Nottingham NDC, for instance, is engaged with the Area 4 Action Plan, at a time when the City Council is continuing its policy of devolution of Neighbourhood Services through Area Committees.

Plymouth NDC: Devonport Regeneration Company

DRC has adopted a policy of engaging with agencies to ensure longer term sustainability of NDC supported strategies and interventions. It is doing this by instigating change at the strategic, thematic and individual project level.

The DRC board has ensured its **strategic focus** ties in closely with Plymouth Council's city-wide Local Development Framework. This is seen as key to winning the commitment of major partners and stakeholders and ensuring the long-term sustainability of NDC activities. Senior officers from mainstream agencies are involved on the DRC Board and a Joint Commissioning Board for Devonport has been created which brings together senior representatives from the NDC, the Council, regional government and other groups, such as the Housing Corporation, to shape strategy.

Mainstream agencies have been involved in Focus Groups associated with each **theme**. For example, senior officers from the LEA input into the DRC Education Focus Group. This ensures DRC and mainstream policy are aligned and relevant agencies feel a sense of joint ownership of DRC initiatives they have helped shape. There are examples where mainstream agencies have agreed to begin to co-fund interventions in the second or third year of life, and where agencies have changed delivery methods to meet local needs. The Inland Revenue, for example, now holds advice surgeries in local communities.

All **project** funding applications must address the issue of long-term funding. Successes here include:

- Learning Together Project is jointly funded by the NDC and the LEA. The LEA will own and lease back the building to the Learning Together Management Group, made up of parents who have received help to run the scheme on a commercial basis; the building will also be available for other activities
- Bobbies on the Beat brings in extra police officers to Devonport and provides a dedicated police team for the NDC area. DRC has committed £750,000 and Devon and Cornwall Police £275,000. It is planned that as crime levels decrease over the three-year life of the project, police officers will be replaced by more affordable CSOs.

5.17 Strong **strategic level linkages** are evident in Bradford, where the local authority plays a significant role in NDC delivery including a direct contribution to the development of the Partnership's forward strategy. Evidence from Bradford and also Doncaster suggests too that NDCs can in turn have an influence on local authority level strategic planning and resource allocation. Improved relationships between the two bodies can enhance mutual understanding. In Hartlepool, for example, local authority/NDC relationships have improved significantly due to a greater NDC understanding of the problems around participation and regeneration. There is an acceptance that many previous problems were not the result of failings on the part of the Borough Council, but due rather to the complex and difficult nature of regeneration and participation work.

5.18 Nevertheless, despite improved relationships, **tensions** can remain:

- local authorities can interpret their accountable body role in different ways; there is evidence in some instances of a top down, somewhat heavy-handed approach

- in the early days some councils assumed NDC resources formed part of authority-wide regeneration arrangements, a view not usually in accordance with that held by local residents or NDC staff
- equally so in early phases of the Programme, there was evidence of some Partnerships wanting to 'go it alone' rather than to contribute to broader-based efforts to improve standards on a sustainable basis
- some councillors continue to have only limited knowledge of their local NDC; there has been some limited evidence of councillors considering NDC resources should replace core funding, and even doubting the value or legitimacy of the Programme
- there can be tensions between NDCs seeking to achieve as many benefits as possible for local residents and borough wide or national priorities and legal requirements; NDCs may, for instance, themselves wish to recruit as many local people as possible, an aspiration likely to conflict with a local authority HR policy stressing equal opportunities for all.

NDCs and Local Strategic Partnerships

- 5.19 Across the Programme evidence from the 39 annual reports suggests that relations between NDCs and LSPs are also improving. In part this is being driven by the changing environment within which each set of institutions operate: LSPs are becoming better established and clearer about their role as strategic partnership 'hubs', at a time when NDCs are becoming more assertive about their potential to showcase innovative approaches towards service delivery. Moreover, all but one NDC (Norwich) is one of the 88 NRF supported areas. The LSPs covering 38 of the 39 NDCs should therefore be placing significant emphasis on neighbourhood renewal issues.
- 5.20 There is extensive evidence of positive collaboration. This is frequently expressed in the form of NDC chairs, chief executive/directors, or officers sitting on LSP boards or sub-groups. In addition agency representatives may sit on both NDC and LSP groups. Partnerships such as Hartlepool point to benefits which arise from key agency representatives sitting both on NDC Boards and on LSPs, a dual role which can only help embed the NDC within wider governance frameworks. In Walsall, a member of the NDC Partnership sits on the LSP's NRF Commissioning Board. In Bristol the NDC Chief Executive has chaired the LSP's Neighbourhood Operations Panel. Three drivers have helped improve linkages between LSPs and NDCs.
- 5.21 First, **the attitudes of NDC Chief Executives** can be especially important in helping improve relationships between NDCs and LSPs. This can be particularly evident where they take on an ambassadorial role building positive links with city agencies. In Oldham, an improved relationship between the Partnership and other agencies is attributed in part to the pro-active role of the NDC Chief Executive, which has helped to secure NDC representation on the LSP, with several Board members also linked into LSP sub-groups.

- 5.22 Second, relationships can be improved as a result of NDCs influencing, developing and supporting **area working and/or neighbourhood management** as has occurred in a number of NDCs including Bradford, Newham, Nottingham, Walsall, Tower Hamlets, and Sandwell. Bradford, for example, working with the LSP has helped steer the piloting of Neighbourhood Action Planning. In Tower Hamlets, the NDC is engaged with area working through Local Area Partnerships, two of which overlap with the boundaries of the Partnership. In Walsall, the NDC is a pilot for neighbourhood management arrangements in the area.
- 5.23 Third, in some localities **GOs have been especially helpful** in facilitating relationships between NDCs and LSPs. This view is held by a number of Partnerships including Brent, Wolverhampton, and Oldham. NDCs also comment more generally that GOs could nevertheless sometimes be more proactive in encouraging more agencies to become 'NDC aware.'
- 5.24 However, although relationships between NDCs and LSPs have undoubtedly improved there are some **concerns**:
- Partnerships can feel excluded from the local NRS, being viewed as simply another ABI
 - in some localities there may not be an effectively functioning LSP able to oversee the neighbourhood renewal agenda in any meaningful way
 - resource and time constraints may impact on both NDCs and LSPs: partnership working is resource intensive and NDC staff need to prioritise their commitments to ensure that working with LSPs leads to benefits for their area
 - turnover of NDC programme managers can limit the degree to which Partnerships engage with their local LSP in a consistent manner
 - NDC representation on LSP boards and sub-groups may not be either appropriate or at a high enough level to have a major influence.
- 5.25 This lack of fuller engagement between some NDCs and their LSPs has two wider consequences. First, NDCs do not always figure prominently within local Community Strategies. These documents are wide ranging and are required to establish a district-wide vision, strategy and action plan. Although in NRF supported LSPs, Community Strategies should have a strong focus on neighbourhood renewal, this will typically embrace both NDC areas, together with similarly disadvantaged areas. It is probably true to say that the wider neighbourhood renewal community is not always aware of the unique nature of the NDC Programme: in most instances Partnerships will have far more to offer the local neighbourhood renewal community than will any other ABI. There are, of course, instances where NDCs do indeed play an active role in informing neighbourhood renewal more generally. Bradford Vision (the LSP for the district) is drawing on the experience of the NDC's work on neighbourhood management.

5.26 Second, weak links with LSPs can inhibit NDCs from making appropriate connections with strategic agendas relevant to the development of a district or wider region. LSPs can assist in facilitating linkages between NDCs and agencies operating at wider spatial scales. In east London for instance, NDCs will increasingly be looking to explore how plans for the Thames Gateway could benefit their local areas. LSPs may not be the only mechanism through which NDCs can engage with 'wider remit' agencies, but they are often the best place to start.

NDCs and other ABIs

5.27 NDCs operate in deprived neighbourhoods. It is not therefore surprising to find they overlap with at least 18 other ABIs (Table 5.2). ABIs would not normally perhaps be regarded as 'partner agencies' for NDCs. But they are nevertheless important in this context for a number of reasons. They might themselves be driven through established partnerships, in which NDCs may well wish to participate. Established 'ABI partnerships' are also likely to include key delivery agencies, which may well be prepared to see their support extend to NDCs. Key headlines to emerge from an overview of NDC/ABI relationships include:

- six ABIs overlap with at least 20 NDCs: the three which receive most frequent mention in annual Partnership level reports are YIPs, neighbourhood wardens and Sure Start
- general partnership working is widely seen as providing the most concrete example of NDC/ABI links
- but there is considerable activity in the way of joint funding of projects and the sharing of outcomes with some ABIs, notably DATs, neighbourhood management/wardens schemes, and Sure Start.

5.28 On the broad canvas then, evidence points to there being a substantial portfolio of existing linkages between NDCs and overlapping ABIs. But more probably could be done in terms of appraising and developing projects and in relation to staffing. Interestingly there is evidence pointing to a statistically significant relationship between numbers of ABIs in any NDC area and total (NDC and match spend) per capita expenditure (see 12.27). More overlapping ABIs tends to increase overall NDC spend. This would be expected and probably indicates that it is relatively easier to boost spend where there are other sources of 'discretionary' spend.

Table 5.2: NDCs: Linkages with other ABIs (2004)

	Exists in NDC area	Boundaries are coterminous	Co-located in the NDC area	Partnership working	Joint funding of projects	Joint target/outcomes	Joining project appraisal	Joint staffing	Shared posts	NDC projects managed by ABIs
DAT	27	3	6	28	14	14	2	3	2	5
European Regional Development Fund Areas	26	7	8	17	20	15	5	5	5	1
YIP	24	13	9	22	17	16	5	6	5	9
Sure Start	22	13	9	25	19	17	7	4	4	8
Neighbourhood Wardens	21	9	8	23	13	12	4	7	5	5
Action Team	20	4	11	16	8	9	2	7	4	1
SRB	15	2	8	11	13	7	4	2	2	4
EAZ	12	6	6	11	9	6	2	3	2	4
Building safer communities	11	5	3	13	5	5	3	3	2	4
HMR Pathfinder	10	1	2	9	6	6	3	3	2	1
Community cohesion pathfinders	8	2	1	4	1	1	0	0	0	1
Early Excellence Centres	7	1	4	6	7	3	3	2	2	2
Employment Zones	7	1	0	3	0	2	0	0	0	1
Sports Action Zones	7	2	1	9	7	7	3	3	3	4
Home Zones	6	0	2	3	2	2	1	0	0	0
Neighbourhood Management Pathfinders	4	3	2	4	1	2	1	0	0	1
Urban Regeneration Companies	4	0	3	5	1	1	1	1	1	2
Liveability Pathfinder	2	0	0	0	0	0	0	0	0	0

Base: '39

Source: CRESR

NDC/AGENCY ENGAGEMENT: ACTIVITIES AND OUTCOMES

5.29 The section above sets out the scope of NDC engagement with other agencies: ‘who have Partnerships engaged with and why?’ This section explores in more detail the **activities** central to, and apparent **outcomes** arising from, better partnership working between NDCs and agencies. It explores:

- mapping and bending resources
- reshaping services
- learning and reflection.

Mapping and Bending Resources

5.30 Few Partnerships have attempted to **map spend** within their administration. Efforts to undertake neighbourhood level agency spend has always been regarded as fraught with problems, although there is evidence that more can now be done than hitherto.³⁴ But NDCs face a particular problem. It may increasingly be possible to identify agency spend within standard geographies such as wards. But NDCs do not map neatly onto wards. One Partnerships which has attempted to identify the degree to which its own resources have levered in other agency spend is Bristol which concluded that each pound it spent in 2003/04 attracted 20 pence of additional funding, a lower figure than Programme wide leverage rates would suggest (see 11.8).

5.31 Mapping agency expenditure within NDC areas is widely seen as both difficult and of limited value. It is, however, more straightforward to document the nature and level of agency involvement and to monitor the extent to which such activity takes place. Southwark has adopted a system for monitoring progress which records agencies, their involvement with the Partnership, their role in project implementation, changes in service delivery, implications for residents, and the role of the NDC in influencing changes to the delivery of services.

5.32 The evidence in relation to **resource bending** points to agencies increasing their financial commitment to NDC areas. Interviews undertaken by the national evaluation team towards the end of 2004 indicated that in 22 areas agencies claimed to have increased their levels of funding during the previous year. Programme wide patterns tend to confirm this, there being a year on year increase in non-NDC public sector investment.

5.33 Partly because of these trends there can still be a tendency for some Partnerships to interpret ‘mainstreaming’ as continuity funding for their own projects. There are indeed instances where agencies have taken on the full costs of NDC initiated projects as is discussed in each of the next five chapters exploring progress in relation to key outcomes. But in general any expectations which Partnerships may have in relation to agencies fully funding NDC instigated interventions are unlikely to be met. Local authority and agency financial constraints, local political jealousies of ‘rich’ NDCs, the need to support other deprived areas, and the importance of allocating resources to

³⁴ NRU/ODPM (2004) *Mainstream public services and their impact on deprived neighbourhoods*.

meet centrally driven targets can all inhibit the direct bending of agency investment into NDC areas. Partnerships are more likely to see positive benefits from reshaping and joining up existing services.

Reshaping Services

- 5.34 The next five chapters of this report explore each of the key outcome areas in turn. The engagement of partner agencies in reshaping services is central to these narratives and is therefore discussed within each of these chapters. It is nevertheless appropriate here to provide key headlines in relation to the five themes.
- 5.35 In relation to **housing and the physical environment** (Chapter 6) a distinction needs to be made between major housing refurbishment and redevelopment proposals, on the one hand, and environmental improvements, on the other. In terms of housing redevelopment and refurbishment:
- the financial costs and legal implications of schemes will be beyond the remit of NDCs; of necessity Partnerships need to create long term partnerships with local authorities, RSLs, the private sector and other institutions
 - since the local authority is often the landowner, there is a common expectation amongst Partnerships that some physical projects will be overseen by the council when the NDC Programme finishes
 - NDCs located in HMR Pathfinder areas will increasingly need to ensure their housing programmes complement these broader strategies.
- 5.36 And in relation to environmental improvements:
- joint working between Partnerships and other agencies, usually local authorities, can often be informed through a formal agreement such as a SLA
 - NDCs are often in an ideal position to implement these smaller scale interventions; but local authorities can be key in ensuring their effective maintenance and longer term sustainability.
- 5.37 **Employment, finance and enterprise** are explored in Chapter 7. Key issues in relation to partner engagement include:
- the critical role which JCP has played in driving forward change through secondments of personnel to NDCs, supporting local level interventions, helping to engage other partners, and informing strategic thinking; the NRU has provided specific financial support to JCP in order to enhance its presence in NDC areas: this has borne fruit
 - relationships with other potential partner agencies such as Connexions, LSCs and RDAs are generally less fruitful; as is mentioned in 5.7, it is not, surprising to see limited engagement between agencies with regional sub-regional or district wide remits and organisations such as NDCs with their more limited spatial focus.

5.38 The engagement of key partner agencies has been critical in securing interventions in relation to **crime and disorder** (Chapter 8). In particular:

- across the Programme the police have probably proved the most supportive of agencies: developing excellent personal and organisational relationships with NDCs, seconding staff, jointly funding projects and initiatives, amending beats to fit police resources to NDC boundaries, and so on
- to some extent these initiatives, certainly where there has been an increase in policing in NDC areas, reflect not just demands arising from the NDC Programme, but also Home Office guidelines on neighbourhood policing³⁵
- police presence within, and commitment to, NDCs has also helped cement relations with CDRPs, DATs and other fora; there is evidence that these linkages can help fund, say, the salary costs of drugs workers.

5.39 As is discussed in detail in Chapter 9, partnerships between NDCs and **health** organisations continue to be strengthened. Evidence points to:

- increased PCT representation in NDCs through secondments, joint staffing proposals, and the management of health theme groups: there has been a marked increase in the degree to which PCTs engage with NDCs
- partnership working with PCTs and other agencies can lead to the improved availability of health services such as new health centres, healthy living centres, and self care pharmacies.

5.40 Finally encouraging evidence points to NDCs devising an increasing array of creative partnerships with agencies majoring on the delivery of **education** services (Chapter 10):

- partnerships across NDCs, LEAs and schools, particularly primary schools, have generally been positive culminating in projects such as jointly-funded support for learning mentors, teaching assistants, breakfast and after-school clubs, parent-pupil learning projects, small scale physical improvements and so on
- relationships with secondary schools have, however, proved rather more complex; post-11 NDC pupils attend a large number of schools few if any of which will be located in NDC areas; and secondary education has had to deal with a constant flow of other nationally driven initiatives: neighbourhood renewal may not have an immediacy for secondary schools compared with other priorities.

5.41 As these theme specific headlines indicate, and as is confirmed in detail in the next five chapters, NDCs have proved increasingly adept in creating partnerships with service delivery agencies in order to improve the delivery of services to their residents. There is ample evidence pointing to Partnerships working with agencies to enhance and reshape, existing, and help create new, services. Of course, with 39 NDCs there is evidence at the Partnership level too that not everything always goes well. There are examples of Partnerships which have been reluctant to engage with specific agencies,

³⁵ Home Office (2005) *Neighbourhood Policing: your police; your community; our commitment*.

agencies proving uncooperative, and relationships being soured by failing personal contacts. But the overarching conclusion remains: working with partner agencies to reshape, enhance and join-up delivery has become the norm for most NDCs.

Learning and Reflecting

5.42 The NDC Programme was always intended to be a learning vehicle for Partnerships and the wider renewal community. There are examples across the Programme where Partnerships have learnt from experience arising out of their relationships with partner agencies:

- through its 'Revival Plan', Leicester has reflected on lessons emerging from a somewhat stormy period fundamentally to review strategic thinking and partnership working
- others such as Doncaster, through the establishment of an Evaluation Unit hosted by the PCT, have taken steps towards instilling a culture of self-appraisal and reflection
- many NDCs have learnt that progress will mean aligning local priorities with those adopted by partner agencies.

5.43 Barriers can, however, prevent NDCs from learning:

- an absence of data through which to monitor, and hence change, interventions on the ground
- an unwillingness always to consider the relevance of external best practice: renwal.net is providing an increasingly important repository of experience and expertise in relation to neighbourhood renewal
- attitudinal blockages can inhibit changes of direction even when current methods are widely seen as unsuccessful
- difficulties in challenging dominant cultures and conflicts of interest within partner agencies.

5.44 Partnerships can also support replication and roll-out of innovations which they themselves first pilot: they can help other agencies learn. In Hackney, for example, the NDC has facilitated learning by bringing together the heads of primary schools in the area who now work as a federation. This has meant project staff, ideas and resources can be shared. Other NDCs provide guidance to agencies on how to work in deprived areas. Manchester NDC's Social Inclusion Toolkit, sets out examples of good practice and informs agencies how services can be made more accessible to the whole community.

5.45 However, roll out and replication of best practice can be difficult:

- NDC pilot projects tend to receive more time and resources than will usually be the norm

- NDC projects should reflect the particular needs of the local neighbourhood which may undermine their suitability for wider replication
- Agencies may be willing to work collaboratively on special initiatives in NDC areas, but do not have the staff or resources to sustain such an approach more widely.

ENGAGING AGENCIES: DRIVERS AND CONSTRAINTS

5.46 This section identifies factors which either drive or constrain relationships between agencies and NDCs.

NDC/partner agency relationships: positive drivers of change

5.47 One initial comment to make here is that agencies are very positive about the role of partnership working in assisting delivery (Figure 5.3). Agencies operating in some 33 NDC areas were collectively of the view that partnership working had assisted or greatly assisted delivery, a figure which increased considerably from 2003 to 2004. Interestingly the response from NDC staff was similar: 33 considered it had assisted delivery. By 2004 agencies in only one NDC area and not one single NDC Partnership considered partnership working to have constrained delivery. NDCs are becoming well embedded in the institutional landscape.

Figure 5.3: Partnership working and delivery: agency perspectives

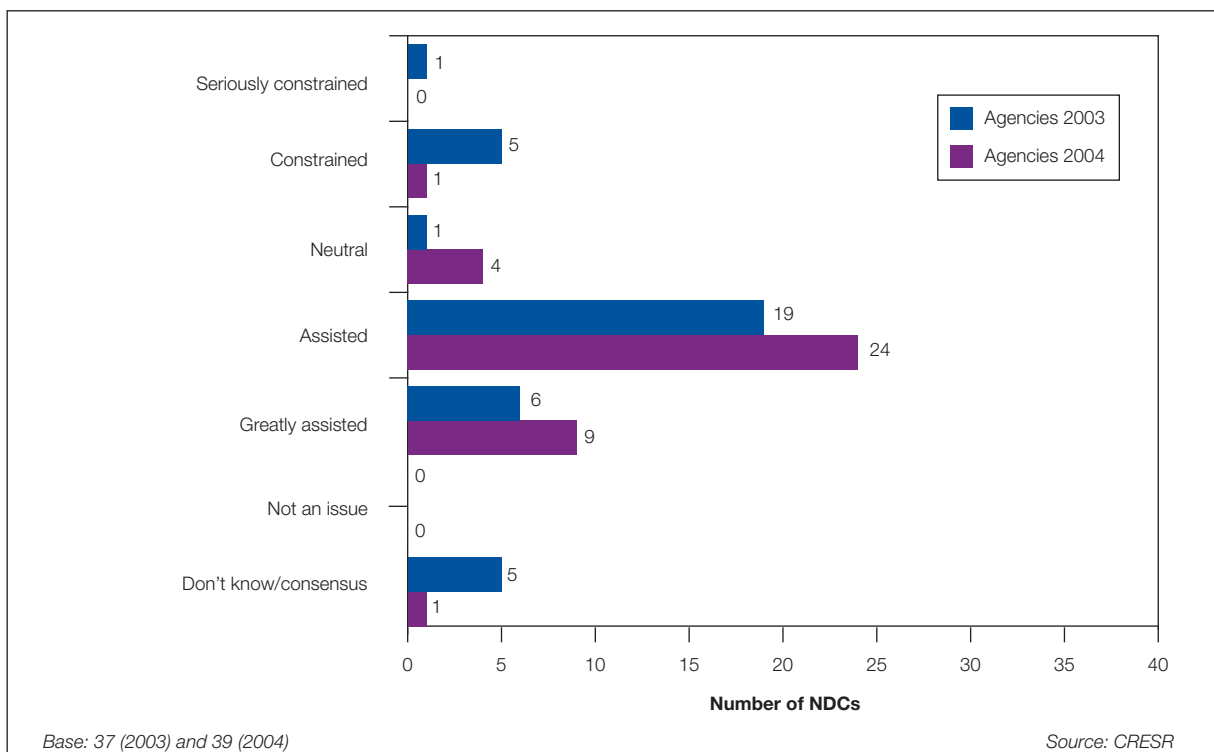
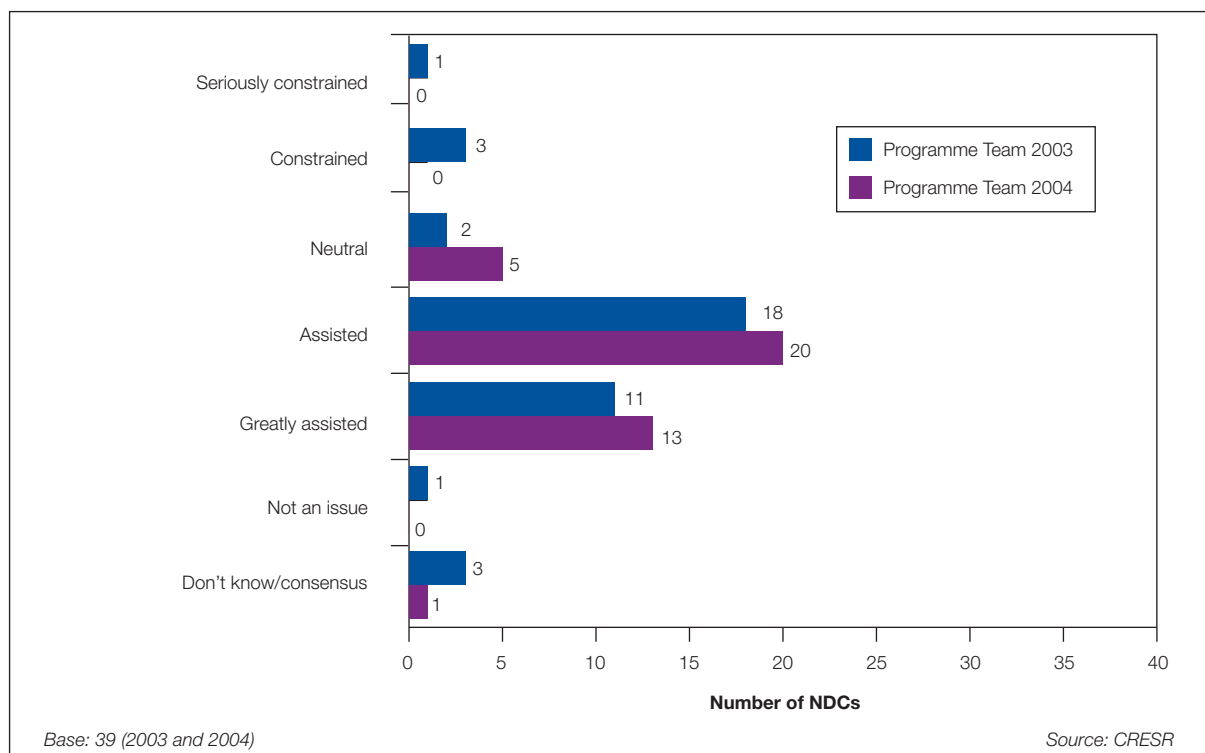


Figure 5.4: Partnership working and delivery: NDC staff perspectives



5.48 Nevertheless, despite this somewhat neutral perspective on the part of NDC staff towards partnership working, as is discussed both in earlier sections of this chapter, and in the five theme chapters which follow, there is a sense that things have moved forward. There are a number of reasons why this has occurred:

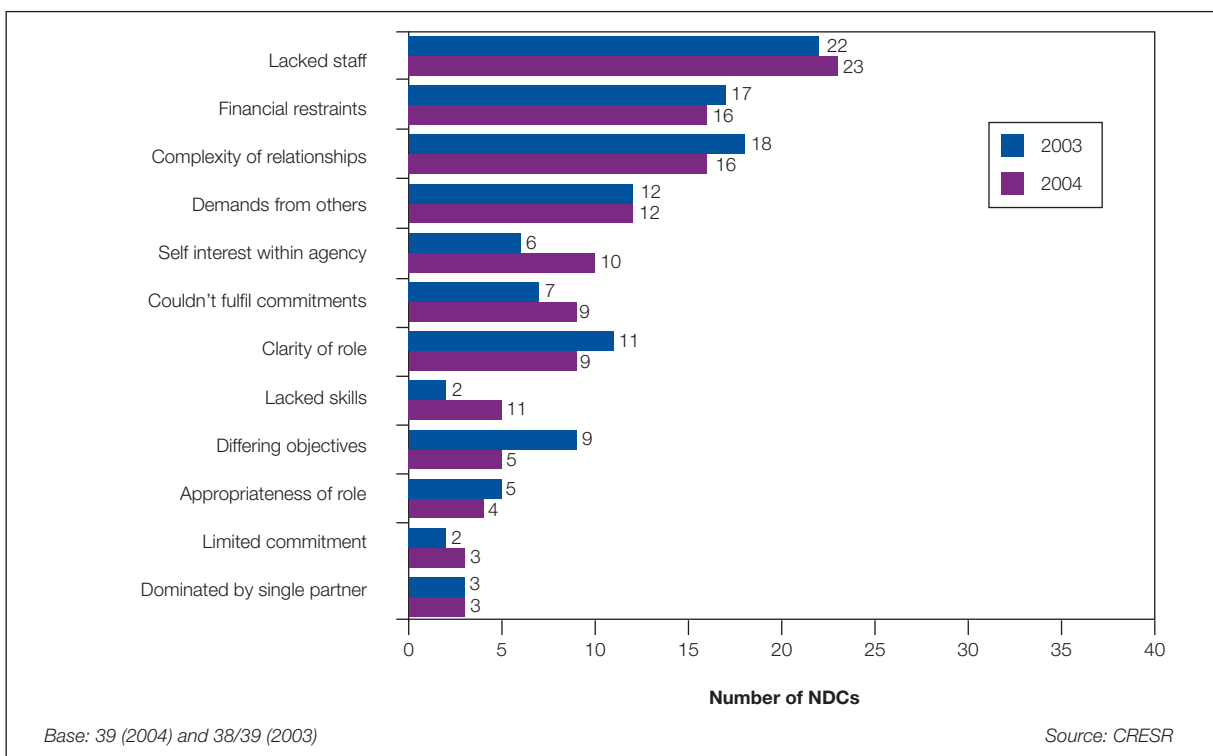
- the most marked change in recent years has been the recognition on the part of many NDCs and partner agencies of the importance of **strategic alignment** between NDC programmes and those embedded within other agencies, notably LSPs; recognition of the need for a more coherent strategy making connections between NDC interventions and the wider policy context makes the possibilities of closer engagement more realistic
- **structural changes** can prove beneficial: for instance the repositioning of regeneration as a corporate responsibility within local authorities, tends to give NDCs greater prominence
- the appointment of new NDC, and indeed local authority, senior personnel can provide a new style of **leadership** culminating in enhanced partnership working
- effective engagement with agencies is often driven by the communication and negotiation skills of **NDC staff** who in turn understand the needs of partner agencies; agencies increasingly comment on the trust they have developed with a more professional cadre of NDC theme and programme personnel.

NDC/partner agency relationships: constraints on activity

5.49 Agencies continue to identify a series of constraints which inhibit their engagement with NDCs (Figure 5.5):

- staffing, financial restraints, and the complexity of the relationship with the NDC are the main factors in constraining agency involvement with NDCs
- there is a strong sense of consistency in these responses: those for 2004 were very similar to those for the previous year
- it is not obvious that these constraints are easing through time.

Figure 5.5: Agency perspectives: Constraints on working with NDCs



5.50 Reflecting on some of these issues in greater detail:

- the **complexity** of the regeneration scene can mean that several ABIs or other special interventions are operating simultaneously in NDC areas; agencies can face competing demands from different partnerships; both agencies and NDCs have to deal with different rules and regulations governing separate project funding streams
- different **geographies of action** have implications for the Programme: few agencies operate at the NDC level which can make it difficult for Partnerships to respond to what can appear a complex set of policies and priorities agreed at larger, or at least different, spatial scales

- Agencies, such as the police, are used to operating at the neighbourhood level and their outcomes and interventions may happily complement those adopted by NDCs: this does not apply to agencies such as, say, LSCs, whose objectives and working practices may make it intrinsically more difficult for them **to adopt a ‘neighbourhood focus’**
- there can be **tensions between targets adopted by agencies and those of community based organisations such as NDCs**; agencies will find themselves having to respond to central government driven targets which may not necessarily be seen as priorities by NDC residents; for instance the emphasis which the police at various times have had to place on burglary does not usually accord with the demands of local NDC residents who tend to be much more concerned about ASB
- there can be a more general **lack of fit** between outcomes assumed by agencies and those adopted by NDCs: throughout this phase of the evaluation for instance secondary schools have generally not seen neighbourhood renewal as a priority when compared with other, nationally determined, targets focussing on levels of education attainment
- **silos mentalities** persist within, partner agencies driven by factors such as operational remit, self interest, and limited commitment to ‘non-essential’ working; agencies have traditionally rarely been judged by cross-cutting targets such as ‘neighbourhood renewal’.

ENGAGING AGENCIES: A CONCLUDING COMMENT

5.51 This chapter has explored issues surrounding relationships between Partnerships and agencies. Synthesising across this material a number of headline conclusions emerge:

- the Programme has always been premised on the assumption that Partnerships **needed to engage with agencies** to improve the deliver of services to NDC residents: NDCs are to work with, not replace, agencies
- there has been, a probably welcome, shift in thinking **away from ‘mainstreaming’**, a concept open to widely differing interpretations, towards a more catholic perspective rooted in engagement between NDCs and agencies
- there is evidence of **increasing involvement by NDC staff and Board representatives on a range of other renewal bodies** including LSPs, PCTs and local authority housing and regeneration fora
- agencies are generally of the view that they are **increasingly carrying out a range of functions** with, and for, Partnerships
- some agencies notably the police, PCTs and JCP **have proved consistently supportive** of the Programme

- relationships with local authorities have improved because of developments such as formal joint agreements, the leadership role of senior NDC and local authority personnel, and the encouragement of GOs; relationships with local authorities remain vital because NDCs interact with them at many different levels
- at least 18 other **ABIs overlap** with NDCs; in quantitative terms the four ABIs with greatest spatial overlap with NDC areas are DATs, European Regional Development Fund, YIPs and Sure Start schemes; but qualitative evidence suggest NDC Partnerships have created strongest links with Sure Start, YIPs, and neighbourhood management/wardens schemes
- a number of **constraints** limit NDC/agency engagement including the complexity of the regeneration scene, different agency geographies of action, lack of fit between agency and NDC objectives, and persistent silo mentalities in agencies
- but there are **drivers** too: positive linkages between Partnerships and LSPs; structural changes in local government and agencies; improved leadership from LSPs, NDCs and local authorities; growing interest in the evidence base; more time and energy being spent on succession planning; growing confidence in, and respect for, NDC staff within partner agencies and the impact of departmental floor targets identifying neighbourhood level objectives.

5.52 Taking all of this in the round Programme wide evidence points to increasingly close relationships between most Partnerships and most agencies. There has been something of a shift in attitudes. In the early years there were signs of NDCs wanting to 'go it alone', seeing agencies solely in terms of continuity funding for projects. As Partnerships have become more embedded in the institutional landscape there is more of a sense of collegiality as NDCs work with agencies to delivery improved services to residents in increasingly diverse and sophisticated ways. There is more to do. In particular Partnerships need to place more emphasis on what happens to projects and the area as whole once NDC funding ceases. And LSPs and others need too be much more aware than hitherto of the potential NDCs offers for piloting and evaluating innovative schemes. But despite continuing constraints on NDC/agency partnership working, things are undoubtedly better. This theme is unpicked in more detail in the next five chapters which explore change in relation to the five key outcome areas.

SECTION 3: A THEMATIC OVERVIEW

This section examines in turn the five key outcome areas in relation to overall activity, change, and policy implications for the wider renewal community.

CHAPTER 6:

HOUSING AND THE PHYSICAL ENVIRONMENT

INTRODUCTION

6.1 This chapter reviews activities undertaken by NDC Partnerships in the field of HPE. It briefly outlines the wider policy context within which Partnerships have operated and describes how HPE issues have assumed an increasing prominence in the Programme during the period of this evaluation. The chapter then gives a broad overview of Partnership activity within a five-fold classification. Changes are then explored, primarily through an analysis of household survey data. The wider implications of HPE activity are explored in the final section.

THE POLICY CONTEXT

6.2 The centrepiece of government policy is the Sustainable Communities plan, announced in 2003 and recently updated as part of a five year plan.³⁶ This has set the framework for many initiatives relevant to NDC Partnerships. The main thrust of policy includes:

- restructuring weaker housing markets in parts in the North and Midlands, notably through the HMR Pathfinder programme, initially based in nine sub-regions and recently extended to a further three areas; nine NDCs are located within HMR Pathfinder areas
- tackling problems of affordability, through measures to provide ‘starter’ homes, and key worker accommodation in pressurised markets
- requiring all local authorities to examine different avenues for raising investment to improve the condition of their social housing stock to a ‘decent’ standard: stock transfer, ALMOs and the use of the PFI
- encouraging local authorities and LSPs to give ‘liveability’ concerns a higher priority in their forward plans, not least in neighbourhood renewal programmes.³⁷

6.3 Housing opportunities in any community are shaped as much by the operation of the **housing market** as by the impact of new policies. Market trends have affected behaviour in various ways in the past five years. In the social housing sector, local authorities have been undergoing option appraisals to establish different routes for the future of their housing stock whether through retaining stock, creating ALMOs, where ownership is retained by the council, whole or partial stock transfers to other housing associations and agencies or PFI financial support for specific schemes. In some cases, this has released additional resources for stock investment.

³⁶ ODPM (2005) *Sustainable Communities: Homes for All*.

³⁷ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on*.

- 6.4 But in many housing sub-markets, the most dramatic changes have been in the private rented sector, through the rapid development of the 'buy to let' market, through the acquisition of, often low quality, owner-occupied housing in more deprived areas for conversion to rent. The implications of these policy and market changes for NDC Partnerships are manifold:
- as traditional barriers between tenures break down, NDCs and their partners have been pressed to incorporate 'whole market' thinking into their housing strategies, rather than relying solely on 'tenure specific' measures
 - the review of different options for investment in social housing can evoke strong community reactions, amid concerns about some of the potential consequences of stock transfer or ALMOs
 - increasing pressures on high value housing markets can give rise to potential problems of affordability and lack of opportunity for mobility
 - the mosaic of social and private landlords now operating in many neighbourhoods provides a challenge in terms of ensuring the effective management of housing stock and the wider neighbourhood infrastructure
 - in areas of low demand, there are pressures to reduce turnover, stem the outflow of households, and attract new households into previously unpopular neighbourhoods.

HOUSING AND PHYSICAL ENVIRONMENT: AN ASSESSMENT OF TOTAL ACTIVITY

- 6.5 Partnerships have developed 10 year programmes in order to tackle some fundamental problems in relation to problems in housing and the physical environment. To give a flavour of these, in 2002:
- sixty-nine per cent of NDC residents were satisfied with the state of repair of their accommodation: the national equivalent is about 80 per cent³⁸
 - thirty-nine per cent wanted to move from their then current accommodation, a figure approximately 16 percentage points higher than the national average.³⁹
- 6.6 To address these problems Partnerships spent approximately £107 million in the four year period 2000/01 to 2003/04 which amounted to a quarter of all Programme expenditure. Expenditure rose year on year from about half a million pounds in 2000/01, when HPE accounted for just three per cent of total NDC spend, to fully £57 million in 2003/04 when it amounted to a quarter of Programme spend. More has been spent on HPE than for any of the four other main outcome areas (See Tables 11.3, 11.4). This is probably due to the lead in time required to gear up for major capital programmes in this area; the need to establish partnership arrangements with the local authority, developers, housing associations and landlords; and the continuing primacy of housing issues among residents' main concerns.

³⁸ Survey of English Housing 2004/05

³⁹ MORI, Omnibus 2004

- 6.7 Some idea of the shifting role of HPE interventions can be gauged from an **analysis of outcomes** outlined in the Delivery Plans, produced by each Partnership in 2004. Delivery Plans do not always reflect reality on the ground. But they currently represent the most consistent source of information on outcomes and projects. Clearly Partnerships have looked to achieve both environmental and housing objectives (Table 6.1). At least eight Delivery Plans indicate that the Partnership concerned wishes to raise house prices locally, potentially leading to questions of affordability for those currently living in the NDC area. The proportion of overall outcomes designated to HPE concerns varies markedly by Partnership, ranging from over a third of all outcomes, as is the case in Salford for example, to less than a tenth in Bradford and Newham.
- 6.8 In relation to **floor targets**, all but five of the 39 revised Delivery Plans have outcomes relating to the 2002 PSA housing target: to meet the Decent Homes standard and to increase the proportion of private housing in decent condition occupied by vulnerable groups. Achieving this objective will often hinge on the quality of the relationship with the local authority, and the influence of NDCs on council priorities, rather than on the activities of the Partnership itself.

Table 6.1: NDC Delivery Plans: Housing and Physical Environment Outcomes

Outcome	No. of Outcomes
Improving the environment and levels of satisfaction with environment	25
Improving Housing quality/satisfaction	24
Improving the appearance of area and level of satisfaction	19
Introducing more or improving existing green/open spaces	17
Reducing proportion of voids/empty properties	12
Reducing rates of out-migration	9
Increasing house prices in relative terms	8
Improving transport	6
Increasing the availability and satisfaction of local services	6

Source: CRESR

Based on Delivery Plans 2004/5

- 6.9 Across the Programme, the number of **projects** being delivered by Partnerships rose about 78 per cent between the original 2001 Delivery Plan and the revised 2004 versions. However, HPE projects increased by over 115 per cent. This disproportionate increase in HPE projects may reflect several factors:
- the belated introduction of HPE as a theme into the Programme: it was not a key outcome area when NDC was first launched
 - the time taken to deliver housing strategies ‘on the ground’
 - the role of HPE projects in getting significant levels of capital spend underway, an increasingly important issue as expenditure profiles came under scrutiny.

6.10 More than 50 environmental improvement **projects** are outlined in the 2004/05 Delivery Plans, 48 physical redevelopment schemes and more than 30 initiatives designed to create or improve green, open spaces or parks (Table 6.2). In three NDCs over a third of projects could be classified as falling within HPE: Plymouth (38 per cent) Salford (35 per cent) and Walsall (35 per cent). In nine Partnerships, HPE projects amount to less than 10 per cent of all initiatives.

Table 6.2: NDC Delivery Plans: Housing and Physical Environment projects

Project	No. of Projects
Environmental improvement project	54
Physical redevelopment	48
Green, open spaces and parks	33
Housing maintenance, redevelopment and new builds	30
Transport – public, community and related	20
Play grounds/areas	19
Housing management/services	18
Neighbourhood management and/or centre	15
Community facility	15
Masterplan	14
Property acquisition and demolition	14
Road improvements and safety	13

Source: CRESR

Based on Delivery Plans 2004/5

6.11 Towards the end of this phase of the evaluation more detailed Partnership level output evidence became available as a result of the roll out of System K and other similar data bases. This data is consolidated in Chapter 11. But it is worth commenting here that by the end of 2003/04 Partnerships had implemented an all about 870 HPE projects each costing about £210,000 on average. This investment had created a series of outputs including about 5050 new or improved dwellings.

PARTNERSHIP ACTIVITY AND PROJECT DELIVERY IN HPE: AN OVERVIEW

6.14 Partnership activity in the broad HPE area can be classified into the following areas, each of which is discussed below:

- improving the physical environment
- neighbourhood and housing management and neighbourhood wardens
- housing rehabilitation, demolition and redevelopment
- developing housing strategies
- housing in London NDCs.

Improving the Physical Environment

- 6.13 Environmental improvements have been undertaken across the Programme, as Partnerships respond to a range of neighbourhood level problems. In common with findings from other similar exercises, the 2004 MORI/NOP household survey reveals the degree to which environmental issues are perceived as problems by local residents: in 2004 run down/boarded up properties were seen as a problem/serious problem by 33 per cent of residents, dogs by 38 per cent, and litter and rubbish by fully 67 per cent. Partnerships have often seen environmental improvements as a good way of making early, visual impacts, whilst at the same time addressing issues which are clearly identified as problems by substantial proportions of the local population.
- 6.14 Most Partnerships have undertaken **general environmental improvements**, designed to uplift the visual appearance of the neighbourhood, improve the usability of the public realm, and embrace the liveability agenda.⁴⁰ Rochdale, has undertaken more than 30 environmental and street cleaning measures, and has opened up 'gateways' into the area. In Southampton, the Better Homes programme includes a range of physical improvements. Seventy-one per cent of streets in the area have now been judged Class A, compared with 46 per cent across the city as a whole. Environmental investments in Hull include an Environmental Rangers scheme, an annual blitz on all graffiti in the estate, two new playgrounds, improvements to waterways, a new BMX/skateboard park, the refurbishment of a primary school playground, and three new full-sized playing fields on neglected land.
- 6.15 Several NDCs have taken an **urban design and masterplanning** approach to neighbourhood improvements. In Liverpool a resident-led Urban Design Group worked with an architect to draw up a blueprint for the improvement of the neighbourhood. The development of new Victorian-style street lighting, traffic calming, the restoration of boundary walls and the creation of pocket parks emerged from this process. Coventry NDC's Masterplan Urban Design Vision aims to achieve a number of outcomes including a community of distinct places and not estates; a safe and attractive public realm; an accessible and pedestrian-friendly environment; a neighbourhood that provides a mix of work, leisure, community; and shopping facilities accessible to all residents. NDC neighbourhoods can be geographically isolated from surrounding areas due to the road layout, poor connections or extensive demolition schemes. Bradford's Living Streets initiative aims to create better movement throughout the area by improving the street environment, creating home zones and building a footbridge across the dual-carriageway that intersects the area. Luton's Sustrans Art project improves paths and cycle-ways, making them 'outdoor art galleries'. Home zones, designed to minimise the impact of cars and create more space for walking, cycling and recreation, are also being developed. In Newham, two have been supported, the Rudolph Road Home Zone being based on an 18 month consultation process.
- 6.16 The lack, or poor quality, of green **open spaces** is apparent in many NDCs. This has prompted activities such as the creation or regeneration of parks, play spaces, community gardens, allotments and other green spaces.^{41,42} New sports facilities have

40 Shaw, K. et al (2004) *Liveability in NDC Areas: Findings from Six Case Studies – Research Report 22* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

41 Barraclough, N., Bennington, J. and Green, S. (2004) *Delivering Play Spaces in NDC Areas – Research Report 38.* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

42 Bennington, J., Coward, S. and Green, S. (2005) *Enhancing the Neighbourhood Environment: The Role of NDCs – Research Report 58.* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

also been developed.⁴³ Community gardens have been created in Lewisham where the Besson Street Community Project has been designed to increase community involvement and act as a training and educational resource. Bristol's Ground Force community gardening project has worked with local people to improve public and private spaces around the neighbourhood. The project employs one full-time worker who runs a weekly gardening club, a gardening group with the YIP, a walking group and a 'Guerrilla Gardeners' group.

Lewisham NDC: Environmental Infrastructure and Area Lighting Programme

The project has sought to reduce crime, and fear of crime, in New Cross Gate through a range of NDC supported environmental enhancements including upgrades, which would not otherwise be affordable, to lighting and footpaths, and to some carriageways. The project enabled the provision of white light and new lighting columns and repairs to gullies, pavements, and roads.

The London Borough of Lewisham is responsible for roads in the area. However, due to budget constraints it could not finance all of what was recognised as vital for the renewal of the NDC area. Within that context, the council drew up the proposal using standard costings. Thereafter, it acted as contract manager co-ordinating the works using firms known to be reputable and efficient, and informing residents about the nature and timing of works and any concomitant disruption. The project was completed on time, with no significant problems, to the general satisfaction of residents and with considerable progress towards the desired outcomes.

The use of a well established delivery mechanism, incorporating council expertise ensured smooth delivery. The implementation of the project imposed few administrative burdens on the NDC. Such was the success of the arrangements and their outcomes that the council will implement stage 2 concentrating on improvements within housing estates in the area. For this project there was obvious merit in taking advantage of existing systems and procedures to achieve the desired outcomes.

- 6.17 Larger parks have been regenerated (such as Nunsmoor Park in Newcastle), along with smaller pocket parks (for example in Lewisham) and doorstep greens (Leicester). Investment in parks is one area where the beneficial effects of NDC support can extend beyond a Partnership's immediate boundaries. Liverpool has invested in two parks which, although just outside its boundary, nevertheless constitute an important recreational resource for NDC residents. Play spaces for children of different ages and abilities have been developed within parks or as stand-alone facilities in residential areas.⁴⁴
- 6.18 NDC areas have often suffered disproportionately from 'environmental-crimes' such as fly-tipping, littering, graffiti and abandoned vehicles. Partnerships have responded by introducing **environmental services** designed to enhance the mainstream.⁴⁵ In Nottingham, attention had been given to 'litter-busting' initiatives, the removal of waste and a scheme to tackle abandoned cars in the neighbourhood. Similar schemes have been undertaken by other NDCs including Leicester, Newham, Knowsley and Luton. Haringey's Abandoned Vehicles Project is a typical example of such activities. The project employs an Abandoned Vehicles Officer who regularly patrols the

43 Fordham, G., Knight-Fordham, R., Smith, I. and Wells, P. (2004) *NDC Involvement in Arts, Leisure and Sport – Research Report 23*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

44 Barraclough, N., Bennington, J. and Green, S. (2004) *Delivering Play Spaces in NDC Areas – Research Report 38*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

45 Green, S., Hickman, P. and Cole, I. (2003) *Cleaning-up the Neighbourhood: Dealing with Abandoned Cars and Fly-tipping – Research Report 1*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

neighbourhood and has a remit to remove abandoned cars within 24 hours. Residents may report suspected abandoned vehicles via a dedicated telephone line.

Birmingham Kings Norton NDC: Environmental Task Force Phase 3

The project is set within three estates, of which 70 per cent of the accommodation is social housing. Each estate was characterised by poor architectural design and lay out, and a relatively high incidence of vandalism, crime and fear of crime. Open space was poorly maintained, marred by unsightly graffiti, littering, and indiscriminate dumping.

The project is phase 3 of an ambitious initiative whose overall aim is to bring about sustainable environmental improvements. Looking to the medium term it is intended to build on current activities by further work based on a master plan prepared after local consultation. In the long term it is hoped to protect improvements by continued physical works, education, and increased local decision making.

The specific objective of phase 3 is the development of a community business working with the Environmental Services Department of Birmingham City Council to provide added value to existing service provision. An Environmental Task Force has been created, drawn predominantly from unemployed, young people. The team removes graffiti, clears debris including abandoned cars, encourages recycling, and implements minor landscape schemes to improve security and the general appearance of the three estates. The project has been particularly successful in engaging residents who now feel a sense of ownership towards the improvements.

- 6.19 Several projects demonstrate how NDCs have been able to bend the mainstream to the benefit of their neighbourhoods. Middlesbrough has drawn up a SLA with the Council's Streetscene Service which sets out services residents can expect regarding levels of cleaning and rubbish removal. The arrangement included the appointment of a dedicated Clean and Green Officer, funded by the council but managed by the NDC. In Bristol, Project Pathfinder aims to create a clean and well-maintained neighbourhood by bringing together the neighbourhood's environmental maintenance services under an agreement between a private sector company, the relevant trade unions, Bristol City Council and local residents to provide a co-ordinated multi-skilled local team. Project staff are permanently based in the NDC area, and are accessible to residents through the New Deal Shop and regular open meetings.
- 6.20 Many Partnerships have introduced measures to improve **safety and security in the public realm**. Islington, for example, suggests there has been a reduction in the incidence of burglary and ASB following security improvements, such as the introduction of CCTV and concierge schemes. Secure by design principles have been used by several Partnerships. For example, Southwark is working with architects and the police to alter the physical environment of an estate, the design of which provided ample opportunities for low level crime and ASB.⁴⁶
- 6.21 Alley-gating has become a familiar activity in several NDCs (including Brighton, Manchester, Liverpool, Hartlepool, Sandwell and Southwark) largely as a response to problems with crime and ASB. Evidence⁴⁷ suggests that schemes have generally been successful in restricting ASB such as drug-dealing, litter and fly-tipping. Typical problems of alley-gating initiatives include poor maintenance, delays in delivery and

46 Blandy, S., Green, S. and McCoulough, E. (2004) *Boundary Building in NDC Areas – Research Report 39*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

47 Blandy, S., Green, S. and McCoulough, E. (2004) *Boundary Building in NDC Areas – Research Report 39*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

uneven resident support. In Manchester, resident involvement was seen as the key to success and in Hartlepool, agreement from 75 per cent of affected residents was secured before schemes went ahead.

Bristol NDC: Dings Park

The Dings neighbourhood suffered from a lack of green space and recreational facilities. Children and teenagers were 'hanging out' due to the lack of alternatives, causing a nuisance for residents. The derelict site was hazardous and encouraged vandalism and fly-tipping. The Dings project was set up to:

- create a safe park area with quality facilities consisting of a ball court, teenage zone, children's play zone and a planted area for adults
- reduce the number of neighbourhood complaints associated with children and teenagers playing or grouping in the streets
- address problems of tipping and vandalism
- reduce the speed of traffic in the area.

Dings Park opened in November 2001, on a strip of derelict land adjacent to a residential area within Bristol NDC. The project was funded mainly by Bristol NDC and was delivered in partnership with the City Council. The development process included strong community involvement and support throughout. A Dings Park Committee was formed to campaign for, and plan, the Park, leaflets and questionnaires were distributed, public consultation meetings and open days held and a Park Festival organised. The park has a range of play facilities for children of all ages, including a floodlit court marked out for football, basketball and netball. Traffic calming measures have also been installed on streets around the park to enhance access and safety. The total cost of delivery was over £300,000. Of this, the majority came from Bristol NDC's capital fund with a smaller contribution from the City Council. Without NDC funding, it is unlikely that Dings Park could have been developed to the same standards. Bristol City Council has sole responsibility for management and maintenance of the site.

Several positive impacts have already been identified locally: improved access to green space and recreation facilities; greater use of green space for recreation and sport; improved maintenance of public spaces, including reductions to fly-tipping, litter and vandalism; a reduction in young people hanging out on the streets; greater community involvement; better partnership working between NDC and the local authority; and the development of sports teams, supported by the new facilities.

Neighbourhood and Housing Management and Neighbourhood Wardens

6.22 Over 30 NDC Partnerships have introduced **neighbourhood and/or housing management** activities to improve service delivery, increase co-ordination and make services more responsive to local needs. The NDC experience provides insights into the potential benefits and challenges of the approach, many of which mirror evidence arising from the Neighbourhood Management Pathfinder Programme.⁴⁸

6.23 In Haringey, the newly refurbished NDC Neighbourhood Management Office acts as a base for the NDC Wardens team, the NDC Environmental Enforcement Officer, the Clean Team and the ASB Officer. Bristol NDC's neighbourhood management project is run as a pilot with the local authority, and is funded through the NRF. One key concern

⁴⁸ NRU (2004) *Neighbourhood Management Pathfinder Programme National Evaluation – Annual Review 2003/04 Key Findings*.

for the project is that the NDC area may be too small to support neighbourhood management in the long run. This has illustrated, albeit at a relatively early stage, how exit strategies need to be devised to anticipate difficulties once direct funding ceases. In Newham, the Neighbourhood Management Team co-ordinates and enhances a broad range of local services, including environmental maintenance, street cleaning and refuse collection, community liaison, consultation and support. In Lambeth, the Clapham Park Project has employed a Neighbourhood Manager who has helped to facilitate an eight agency SLA in the broad arenas of environmental improvements and housing management. Sessions are held with Neighbourhood Wardens to explain the SLAs, so they are able to respond if standards are unacceptable.

- 6.24 A similar number of Partnerships, around 30, have introduced some form of **neighbourhood wardens** project, although in practice it may be difficult to distinguish on the ground between neighbourhood management and neighbourhood wardens projects. The Neighbourhood Wardens Programme was launched by government in 2000 to provide a local level, semi-official uniformed patrolling presence. Most schemes aim to reduce crime, fear of crime and ASB and to reduce environmental problems such as litter and graffiti. They are intended to provide a supplementary service to the police, their uniformed presence giving reassurance to residents and deterring offenders. They should be accessible to residents, thus providing wardens with information about community problems, worries and news. Contacts with other agencies enables wardens to refer on problems outside their capability, but they may act directly to assist the community, for example in resolving disputes or in providing assistance to more vulnerable residents. A national evaluation⁴⁹ indicated that schemes can lead to reductions in crime and fear of crime, and improvements in quality of life, the local environment and ASB.
- 6.25 A review carried out by the NDC national evaluation team found that the role of wardens has evolved.⁵⁰ Early schemes were primarily concerned with providing a visible presence on the streets as the 'eyes and ears' of the community. This approach is increasingly seen as too passive, failing to engage residents or to support more vulnerable groups. Neighbourhood warden projects therefore have tended to adopt a wider range of targets including improving quality of life and the environment, reducing low scale criminal activity, and enhancing community development. Schemes are usually tailored to meet the needs of local residents, to work with different agencies, and to complement a multitude of other services and activities. Some are funded almost entirely by NDC funds, others have been complemented by RSL and local authority funds.
- 6.26 In Hackney, the role of the wardens is particularly aimed at reassurance as a means of reducing fear of crime.⁵¹ Wardens focus on lower level crime and environmental issues, thus allowing police officers to concentrate on more serious crime. The Estate Security Warden Service in Brent replaced a previous environmental only daytime facility by introducing a 3pm to 3am service including a confidential hotline to allow residents to report incidents. The police view is that the scheme has contributed to a reduction in disorder and a 2003 survey showed that residents felt safer because of the patrols. The cost was comparatively modest at around £400,000. A more expensive scheme in Southampton (£1.5 million), has seen wardens add monitoring of CCTV to their other

49 ODPM (2003) *Research Report 8 Neighbourhood Wardens Scheme Evaluation*.

50 Coward, S., Etherington, D., Macmillan, R. and Wells, P. (2005) *Neighbourhood Wardens: More than the 'Eyes and Ears' of Communities? – Research Report 60*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

51 Christman, K. and Rogerson, M. (2004) *Crime, Fear of Crime and Quality of Life – Identifying and Responding to Problems – Research Report 35*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

duties and has initiated 11 community safety schemes, supported 63 groups, carried out more than 100 advice sessions, and attracted more than 500 young people to sessions. Local evidence points to the scheme leading to reductions in fear of crime, ASB and nuisance. However, as with many other schemes, there is as yet little hard evidence as to the effect of wardens on actual crime. Their role will in any event continue to evolve especially as neighbourhood level crime agendas are likely increasingly to be assumed by PCSOs. In a few cases, there is uncertainty over the future of wardens because of issues such as insufficient local authority resources or reduced apparent need where alternative security measures have been implemented.

Walsall NDC: Neighbourhood Wardens

A Neighbourhood Wardens scheme began in 2003 with NDC funding (over £500,000) guaranteed until 2005. The project is managed by Walsall Housing Regeneration Agency and aims to improve the quality of life for people in the area by reducing crime and the fear of crime. The team consists of a warden co-ordinator, senior warden, six other wardens and an administrative officer. The service runs six days a week with wardens working shift-patterns. Day-to-day activities include:

- patrolling
- supporting all sectors of the community
- providing intelligence to relevant agencies
- building relationships with residents and local businesses
- providing information to the local community, for example on local initiatives such as crime prevention
- attending local events and community activities
- developing close links with vulnerable groups
- establishing links to citizen advocacy and mediation services to help address issues of neighbourhood disputes
- reporting abandoned cars, faulty street lighting, fly tipping and other problems to the relevant authority.

6.27 Several NDC Partnerships have focused on improving **housing management**, often responding to particular neighbourhood problems which mainstream agencies have found difficult to tackle. Several NDCs have introduced interventions in the private rented sector, where routine local authority support and scrutiny is often stretched. Hartlepool NDC's Tenancy Support Service, for example, offers advice and practical support to both tenants and landlords within the private sector. In Newcastle, the New Deal Private Rented Project, funded by the NDC, Home Housing Association and Newcastle City Council, has been established to work directly with private landlords and tenants to improve management standards, maintain tenancies and address issues such as high voids, disrepair, ASB and crime. Local evidence suggest these changes may have helped achieve a range of outcomes: levels of crime and ASB have apparently reduced; voids have fallen; and house prices risen above regional trends. The project has now been rolled-out across the city.

West Middlesbrough NDC: A Tenant Management Scheme

The Scheme tackles problems of nuisance, harassment, and ASB among private tenants by providing a tenant reference checking scheme for private landlords to assist them in making informed decisions about letting. The scheme is based in the West Middlesbrough NDC close to Middlesbrough Town Centre. In an area suffering from low demand for owner occupation and transient occupation of the growing rented sector, the aim is to create stable and sustainable communities, thereby improving the quality of life for all residents.

Two people are employed to provide a range of support for tenants and landlords: advertising tenancies; maintaining lists of prospective tenants and vacant properties; assistance and support at tenancy sign ups; welcome packs for new tenants; training, information and advice for member landlords. The project is designed to exclude problem tenants, to reduce costs of ASB and to create a multi-agency approach to dealing with ASB. There is a high level of satisfaction amongst the 166 participating landlords. However, only a minority of landlords have availed themselves scheme, and some of the problems which the project seeks to ameliorate continue to deteriorate.

Rochdale NDC: Intensive Housing Management

The Intensive Housing Management Project began in 2002 with funding from the NDC and the Local Authority. It provides a range of enhanced services to improve the quality of life for residents living in local authority housing. There are four main elements to the intervention: additional caretaking, mobile security patrols, a tenancy enforcement officer, and community management workers.

The project was established in response to a range of problems such as burglary, drugs, vandalism and 'youth nuisance' which accentuated high turnover, and higher than average housing management costs. The project has adopted a dual approach: taking enforcement action where appropriate, but also offering enhanced help and support to tenants involved in anti-social activities.

A local housing manager oversees the project and is responsible for integrating its activities with other NDC and local authority interventions. A senior caretaker has been appointed to lead a team of mobile caretakers to deal with environmental problems and a Tenancy Enforcement Officer carries out enforcement work on neighbourhood nuisance and ASB. Community management workers support vulnerable tenants in sustaining tenancies by developing appropriate packages, liaising with other support agencies, encouraging more positive behaviour among anti-social tenants, and supporting and developing community groups.

Housing Rehabilitation, Demolition and Redevelopment

6.28 In many NDCs attention has been devoted to renovating or removing poor quality or unpopular housing. Partnerships have provided additional funding to complement local authority programmes in order to achieve the Decent Homes standard. As is evidenced in the recent evaluation of the Estate Renewal Challenge Fund, a housing-led neighbourhood revival package has the potential to deliver substantial added value by providing a catalyst for attracting funding for social and economic regeneration.⁵² It is too early to judge the wider impact of housing investment in NDC areas, but substantial programmes have been launched using a variety of funding sources.

⁵² ODPM (2005) *Learning Lessons from the Estate Renewal Challenge Fund*.

In Rochdale over a thousand properties in the private sector and over 1,700 in the social sector have been improved, energy efficiency initiatives completed and a Handy Person scheme to assist more vulnerable households introduced. This integrated package of measures has helped to reduce the number of difficult to let properties by more than 900. In Derby interventions have helped to change community perceptions about the neighbourhood. The demolition of a block of maisonettes has been undertaken with widespread community support. Additional renovation of empty properties has been carried out and the ALMO (Derby Homes) has brought forward its housing programme for the NDC area. Derby provides a good example where the additional resources created through transfer of management arrangements have been used to support NDC plans to remodel the neighbourhood. The ambitious housing programme in Bradford NDC has included the demolition of 32 out of 39 previously identified blocks, improvements to over 120 properties through a 'facelift' programme, and the transfer of responsibility from the local authority to the Partnership. Property vacancies fell from over 400 in 1999 to about 220 in 2004.

Leicester NDC: Six Streets Project

The Six Streets Project was developed in response to opposition to the proposed demolition of 200 properties in the 'Six Streets' area. Leicester NDC, Leicester Housing Association (LHA) and local residents worked together to draw up a plan for the renovation of existing properties. The overall aim of the project was to turn the area into a desirable place to live by offering good quality housing. Key objectives centred on job creation and training through renovation work, including the fitting of photovoltaic panels, and a reduction of void properties. The total cost was just over £10 million of which the NDC committed more than £2 million.

Residents were engaged throughout the project and informed about design choices. Almost 200 properties have been improved and seven new build units completed. NDC officers report increased demand for rented stock, higher prices in the owner occupied sector, fewer voids, improved housing management and less fly-tipping. The project has helped create other benefits: increased economic activity through employment generation; more community involvement through the creation of a tenants group; better partnership working between the NDC, LHA, the local authority and residents; and a holistic, cross-tenure approach to renewal.

- 6.29 One, not surprising, finding to emerge from the 2004 focus groups held in all 39 NDC areas is a perception that major demolition and rebuilding schemes can appear half finished, apparently often leading to an increase in boarded up properties or derelict land. Although most Focus Groups were generally positive about the impact such initiatives would ultimately have, participants in some areas felt that delays between demolition and rebuilding left 'eyesores' which they believed made the area appear worse than ever. The research team evaluated the involvement of residents in plans for demolition in a number of case study NDC areas. Although many of those involved found the experience uncomfortable they nevertheless felt strongly that resident should to be involved in such crucial plans affecting the future of their neighbourhoods.

Middlesbrough NDC: Central Whinney Banks demolition and renewal

The Central Whinney Banks project, covering a 1930s local authority housing estate, was developed by the local authority in partnership with Middlesbrough NDC in order to regenerate the estate and address serious issues of housing abandonment and rising crime. The focus is on housing clearance and the relocation of existing households. New housing will be provided across different tenures along with new community facilities. The project is due to be completed in 2010. The overall aim is to 'create a place where people choose to live'. Specific objectives are to relocate remaining residents; clear the site for redevelopment; secure development partners; construct 450 new homes; and reduce crime.

The total cost of delivery is estimated to be over £50 million. Of this, the majority will be invested by Bellway Homes (£35 million), with the public sector contributing about £17 million of which more than £5 million is likely to come from the NDC's capital fund.

The main target group for the project is local families and young people who, it is hoped, will be attracted to the area through the provision of a range of property types including apartments and larger family homes. Already evidence suggests the neighbourhood has become more popular, stock management and maintenance of public spaces improved, and fly-tipping reduced.

Developing Housing Strategies

- 6.30 Many NDCs have devised strategies to tackle structural problems in their local housing markets. These include low or falling housing demand, high turnover, empty properties and falling values. While there are problems with the quality and management of the housing stock across all NDCs, low demand tends to be more endemic in parts of the North and Midlands, while in London and other more buoyant markets, the main challenge is the transience of incoming populations.⁵³
- 6.31 In Knowsley, the North Huyton Housing Partnership Group has enabled better partnership working between the NDC, Knowsley MBC and Knowsley Housing Trust (the stock transfer company) in order to progress the housing theme strategy. A panel has been established to lead the tendering process for selecting development partners. Liverpool NDC's Housing Programme and Strategy, produced by specialist consultants, has given a clear direction and established an effective partnership between key agencies.
- 6.32 For the nine NDCs within the boundaries of HMR Pathfinders, the challenge is to align neighbourhood-based housing strategies with the prospectuses prepared by Pathfinders. In Newcastle, close alignment with the Pathfinder has levered in £11 million for a neighbourhood renewal area. Sandwell has successfully aligned its strategy with the Pathfinder and has secured funding for four renewal areas within the NDC as part of the first stage of HMR programming. The ODPM/NRU encouragement for cross-representation of Chairs on the respective Boards of HMRs and NDCs, and the growing collaboration between Pathfinders at sub-regional level (especially in the North West), are positive steps towards an alignment of housing programmes.
- 6.33 **Stock transfer** has been a critical element in several NDCs, particularly London. Residents in Lambeth NDC have recently voted in favour of transferring the ownership and management of their homes from Lambeth Council to a newly established RSL: Clapham Park Homes. The transfer, which will be completed in early 2006, is expected

⁵³ Cole I, Green, S Hickman P and McCoulough E (2003) *A Review of NDC Strategies for Tackling Low Demand and Unpopular Housing – Research Report 19*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

to lever in £82 million for refurbishment and a proposed £455 million demolition and redevelopment programme. This experience contrasts with Southwark where residents voted against stock transfer because of worries about rent levels and tenancy agreements following transfer and high levels of satisfaction with the local authority as a landlord.⁵⁴ Failing stock transfer votes force NDCs to re-think plans in the light of the reduced resources. Southwark NDC is working in one part of the estate following the stock transfer rejection. However, a funding gap of around £100 million still has to be bridged if this work is to be extended to cover the whole estate.

Brent NDC: Housing Investment Programme

Brent NDC's agenda has had one clear priority from the outset: to inject additional funding into housing in direct response to residents' needs. Home ownership is unobtainable for many residents on low incomes. As a result there are long waiting lists for social housing in the area and low turnover. A high proportion of the stock has been subject to the right to buy. The NDC has allocated just under half of its overall budget to housing.

The area is dominated by a group of high-density social housing estates constructed in the 1950s and 1960s. This skews the tenure profile towards the social rented sector. The design and profile of the stock limits housing options for residents, with one and two bedroom flats dominating and a high level of overcrowding. A large proportion of stock is also in poor condition. Redevelopment of the area is seen as the only viable option. A multi-million pound housing investment programme is envisaged focusing on renovation, new build and social, as well as physical, regeneration. The provision of housing for sale has been central to the financial viability of redevelopment plans. In 2004 the Master Plan was approved and work commenced on 20 demonstration homes.

The NDC has given assurances that all residents in the area will be guaranteed a property in the new development. Residents have largely welcomed plans. There are, however, concerns that the value received for existing properties will be insufficient to buy dwellings in new developments. It is envisaged that the provision of new social and community facilities will help encourage the emergence of a settled community. Housing density remains a contentious issue, due to the aim of maintaining the level of social housing whilst providing additional private dwellings.

Housing in London NDCs

6.34 Challenges faced by Partnerships in London tend to differ from those encountered by other NDCs. In part this reflects the sheer scale of intervention required to improve housing stock. But there are added problems too. For instance, the deteriorating quality of private rented stock is noted by many Partnerships in London, a particular problem in that this sector accommodates a disproportionate number of transient, disadvantaged and vulnerable households. However, despite difficulties in securing substantial stock investment, and the time taken to develop coherent housing strategies, London NDCs have undertaken a wide range of initiatives. Most have invested in environmental projects and neighbourhood management in order to improve services and public spaces and to deal with environmental crimes. Housing safety and security interventions, particularly in social sector housing, have been undertaken in several NDCs. In Newham, Islington and Southwark, door entry and concierge systems and CCTV schemes have helped to improve security on council estates. Interventions in the

⁵⁴ Bennington, J., Fordham, T. and Robinson, D. (2005) *Housing in London NDCs: Situations, Challenges, Opportunities – Research Report 59.* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

private sector have included an area renewal programme instigated by Haringey NDC in partnership with the local authority, which aims to improve conditions in both private and social sectors.

- 6.35 Strategies for resident engagement in many London NDCs have been tested by the diversity of local populations. For instance, the presence of long leaseholders, a particularly prominent factor in London, has delayed delivery of some programmes because they represent an additional constituency for negotiation and partnership. Local residents in several NDC areas have also been concerned about density levels for redevelopments. Higher densities may make financial sense, but existing households can often be concerned about strains placed on services and infrastructure if renewal projects lead to an increase in the local population.
- 6.36 Other factors also play a part. In terms of tenure, social housing accounts for more than half of the housing stock in the London NDCs, although a high proportion has been acquired under the right to buy. Several Partnerships refer to the challenge of attending to the needs of existing residents, whilst also leveraging in resources through the sale of land for the development of housing for sale.⁵⁵ Furthermore, working relationships between NDC Partnerships and local authorities vary tremendously. Some Partnership point to close and productive working relationships, others to tensions and difficulties, especially over stock transfer proposals, which can lead to a break down in trust that may prove difficult to repair.
- 6.37 However, it is worth pointing out that on some criteria, London NDCs have fewer concerns than their counterparts in the North and Midlands. The sustainability of the neighbourhoods is, for instance, rarely a problem. Indeed, a major challenge lies in governing access to a tightly rationed good: social housing. Also, where major redevelopment is planned, NDCs see this as an opportunity to improve and update community facilities for the benefit of the community as a whole. This may be easier to achieve than elsewhere because Partnerships in London often have more leverage to attract private sector funds to support their wider strategies, not least due to higher land values.

PROGRAMME LEVEL CHANGE IN HOUSING AND THE PHYSICAL ENVIRONMENT

- 6.38 As is described above, Partnerships have clearly implemented a wide range of interventions in the broad area of HPE. Using survey and administrative data this section examines Programme level change with regard to four issues:
- environmental improvements
 - satisfaction with housing
 - tenure
 - trends in house prices.

⁵⁵ Bennington, J., Fordham, T. and Robinson, D. (2005) *Housing in London NDCs: Situations, Challenges, Opportunities – Research Report 59.* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

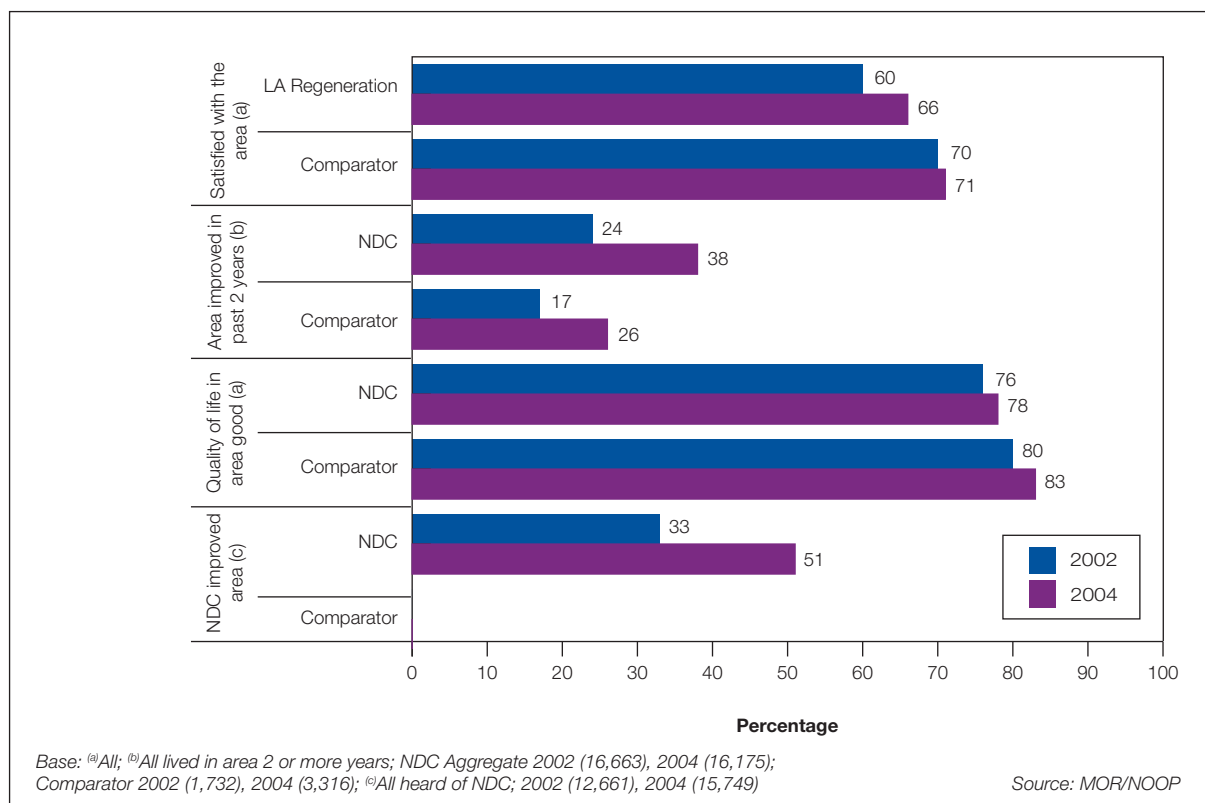
- 6.39 Only the main headlines can be developed here. Those interested should read the associated data analysis paper.⁵⁶
- 6.40 At the outset it should be stressed that the data developed below is cross-sectional in that it compares **area** based data at two different time periods (usually 2002 and 2004). In broad terms there are positive conclusions to emerge especially in relation to attitudes towards the area and its environment. However, towards the end of this Interim phase longitudinal data became available which traced what happened to **individuals** between 2002 and 2004. Some of the headlines emerging from this are outlined from 12.47 onwards.

Environmental Improvements

- 6.41 Across the Programme many indicators showing greatest change in terms of resident attitudes between 2002 and 2004 are in the broad 'environmental' field, including attitudes to the area and quality of life considerations (Figure 6.1). For instance:
- there was an 18 percentage point increase in those thinking the NDC had improved the area a great deal or a fair amount
 - a 14 percentage point increase in those thinking the area was much/slightly better than two years ago
 - a six percentage point increase in those very/fairly satisfied with the area.
- 6.42 A mixed picture emerges when the views of NDC residents are compared with those held by residents in the comparator areas and with national equivalents:
- other than in relation to quality of life where the comparator areas performed slightly better, residents in NDC areas are more positive about environmental change than those in the comparator areas
 - as would be expected, when compared with national equivalents the absolute picture suggests that NDC residents are less likely to be positive about their area: the 2002/03 Survey of English Housing for instance, indicates that 86 per cent of residents are satisfied with their area, fully 20 percentage points higher than the NDC figure for 2004
 - but where it is possible to examine change through time NDCs appear to be outperforming national equivalents: whereas 10 per cent of English residents consider their area improved in the previous two years, this view is held by 38 per cent of NDC residents.

⁵⁶ Beatty, C., Cole, I., Grimsley, M., Hickman, P and Wilson, I. (2005) *Housing and the Physical Environment: Will residents stay and reap the benefits?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Figure 6.1: Area and quality of life: resident perceptions



6.43 Residents were also asked in the 2002 and 2004 household surveys to indicate the degree to which they found **specific local environmental issues** to be a problem. The six indicators showing greatest change are outlined in Figure 6.2:

- in all but one instance (teenagers on the street which remained stable), fewer NDC residents in 2004 identified these environmental issues as being a serious/problem than had been the case two years earlier
- for four of these six indicators the fall between 2002 and 2004 in those considering an issue to be a problem was greater for NDC residents than for those living in the comparator areas; for two indicators the decline in the comparator areas was the same as that occurring in NDC areas
- some declines were quite marked: car crime for instance (nine percentage points) and vandalism (six percentage points)
- residents in NDC areas are generally more likely to indicate issues as being problematic than is the case nationally: whereas 69 per cent of NDC residents consider teenagers, 67 per cent litter, and 57 per cent vandalism as being problems; the equivalent national benchmarks are 53 per cent⁵⁷ 45 per cent,⁵⁸ and 45 per cent,⁵⁹ respectively

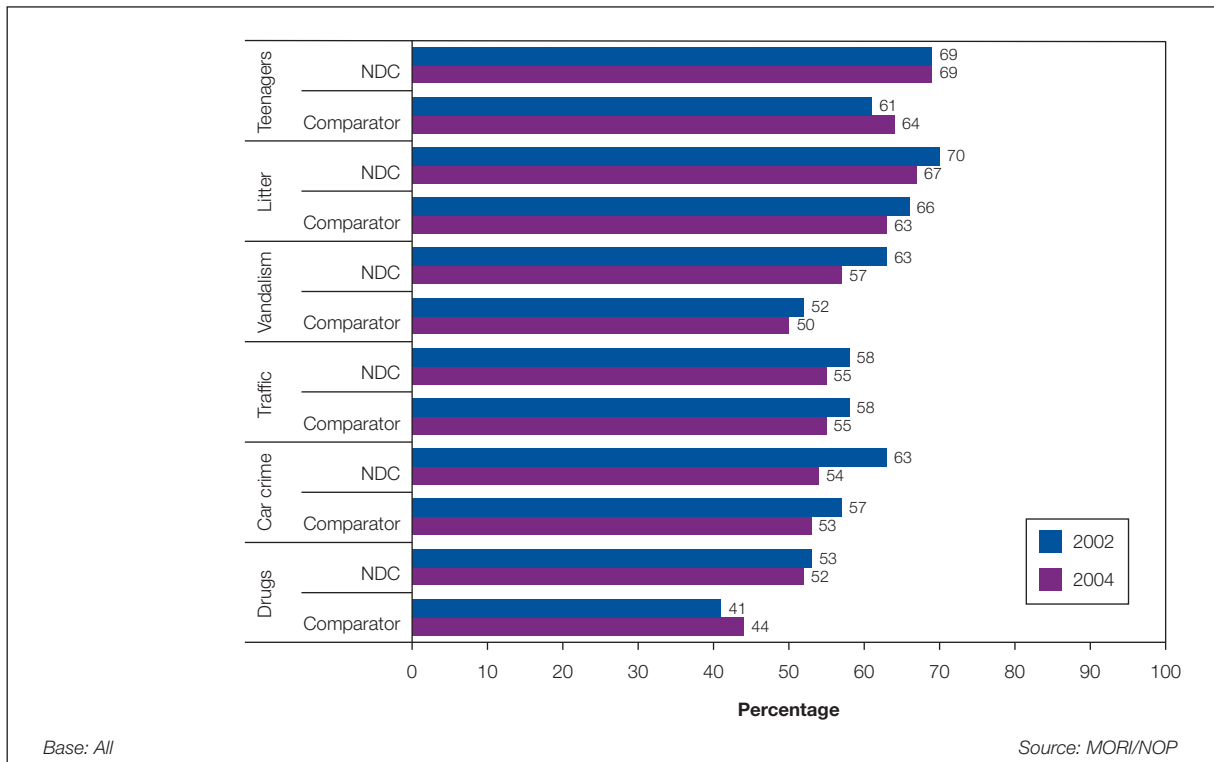
57 MORI Omnibus 2004.

58 Survey of English Housing 2002/03.

59 MORI Omnibus 2004.

- however, for some of these indicators the trend in NDC areas show improvement over time which is not the case nationally: litter and rubbish being a problem has declined by three per cent in NDC areas in contrast to an increase of three per cent nationally.

Figure 6.2: Local environmental problems: resident perceptions

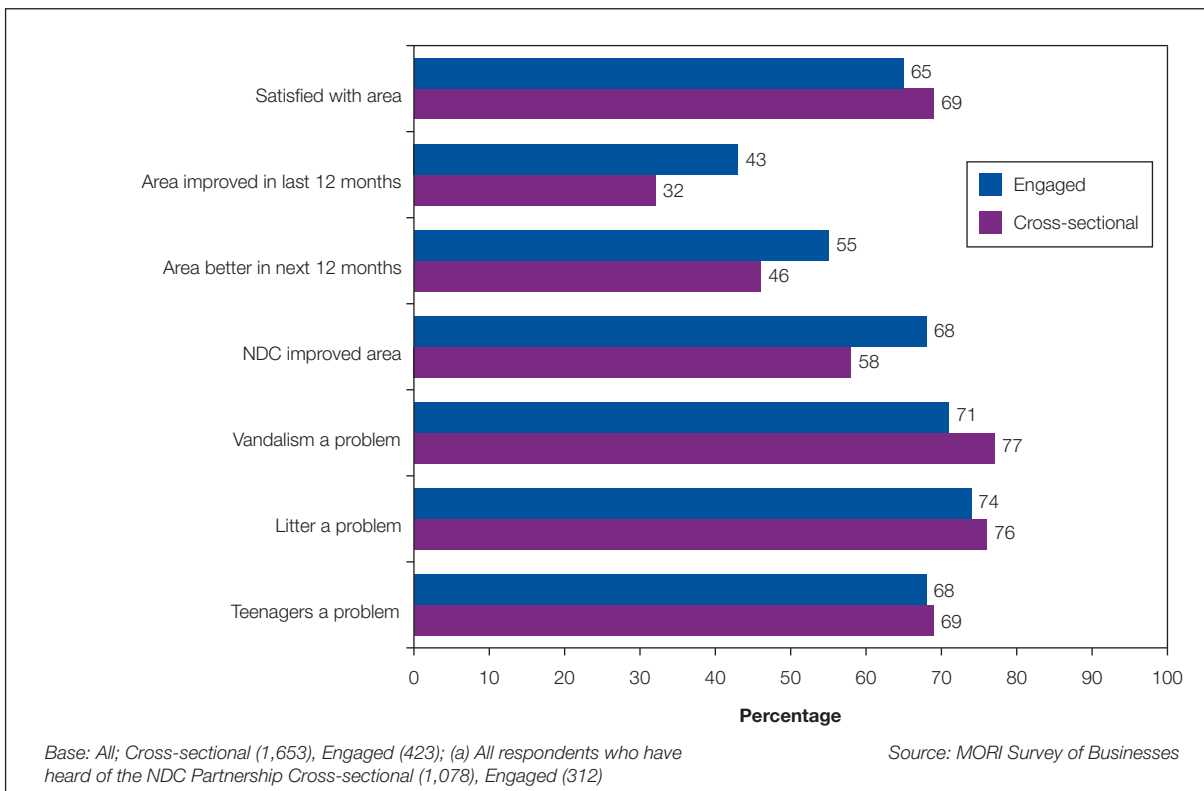


6.44 These findings are confirmed in evidence emerging from the 78 focus groups conducted during 2004. Participants in three quarters of these groups thought their area had a poor physical environment. Many felt that streets and green spaces were littered and nearly two thirds (49 of the 78) considered their areas suffered from the presence of gangs of young people. Interestingly, focus groups put more emphasis on neglected/boarded up properties with nearly three-quarters of groups citing this as a problem compared with just over a quarter of residents taking part in the household survey. However, many participants also believed their areas were in the midst of widespread change. Indeed, participants in 55 of those groups spontaneously described their physical environments as being cleaner or having improved in recent years.

6.45 During 2004/05 MORI conducted a **business survey** of over 2000 businesses either in, or very close to, NDC areas. About a quarter of this sample was drawn from NDC records (engaged businesses) and the rest from commercial sources (the cross-sectional population). The main conclusions to the business survey as a whole are developed in Chapter 4. However the survey also asked businesses about their attitude to the area (Figure 6.3):

- the majority of businesses are satisfied with their local area as a place to run a business: 69 per cent of the cross-sectional sample and 65 per cent of the engaged population; interestingly these figures are very similar to levels of resident satisfaction with the areas as a place to live: 66 per cent in 2004
- a higher proportion of engaged, compared with cross-sectional, businesses feel the area improved in the last year; 43 per cent compared with 32 per cent ; in 2004 38 per cent of NDC residents thought the area had improved in the previous two years
- business are optimistic about the next 12 months, with around half indicating the area will become a better place to run a business
- businesses also prioritise the same three quality of life problems as do local residents; litter and rubbish in the streets, vandalism and graffiti, and teenagers hanging around on the streets.

Figure 6.3: Businesses perceptions of their area



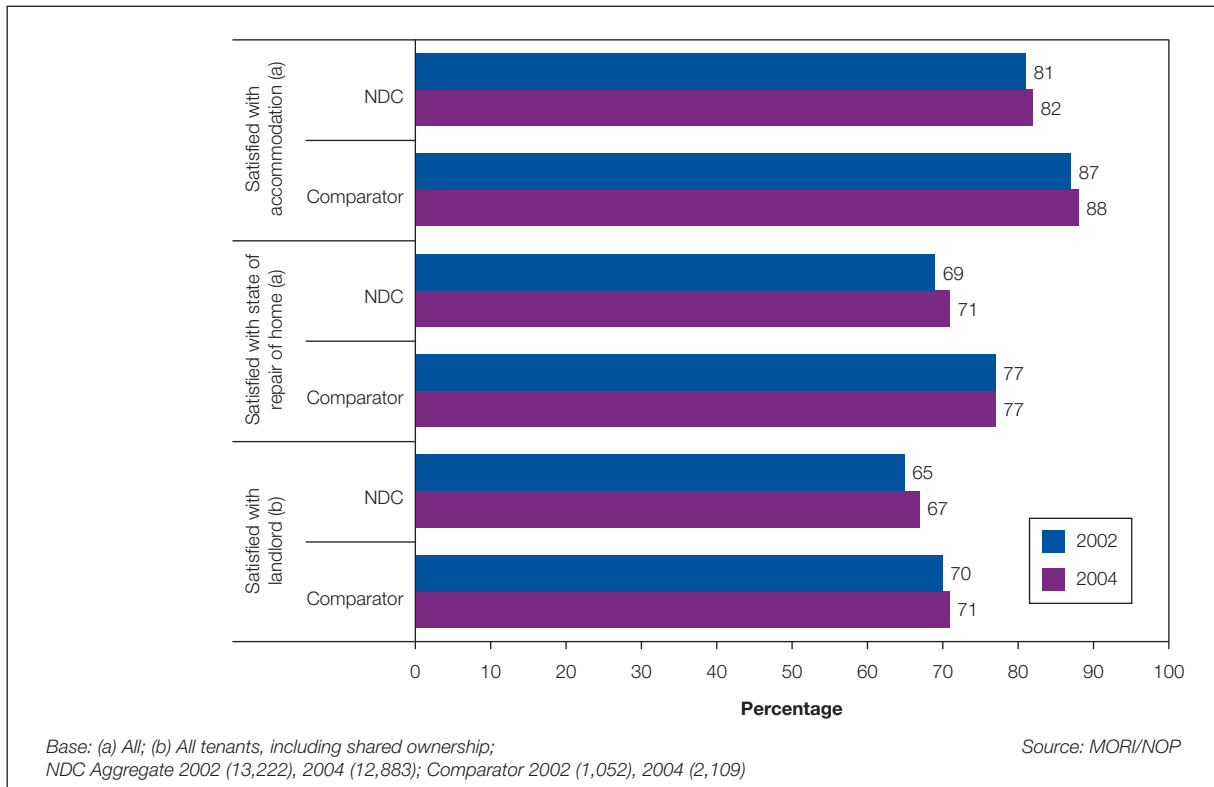
Satisfaction with Housing

6.46 The 2002 and 2004 household surveys provide evidence in relation to levels of resident satisfaction with regard to accommodation, repair and landlords (Figure 6.4). In general:

- levels of satisfaction hardly changed between 2002 and 2004
- change was marginally more positive in NDC areas than was true for the comparator areas in relation to state of repair and satisfaction with landlord

- satisfaction with accommodation, state of repair and, for tenants, their landlord, are lower in NDC areas than is the case nationally; the 2003/04 Survey of English Housing indicates that nationally 92 per cent are satisfied with their accommodation, 80 per cent repair and 72 per cent their landlord; NDC equivalents are 82 per cent, 71 per cent and 67 per cent respectively.

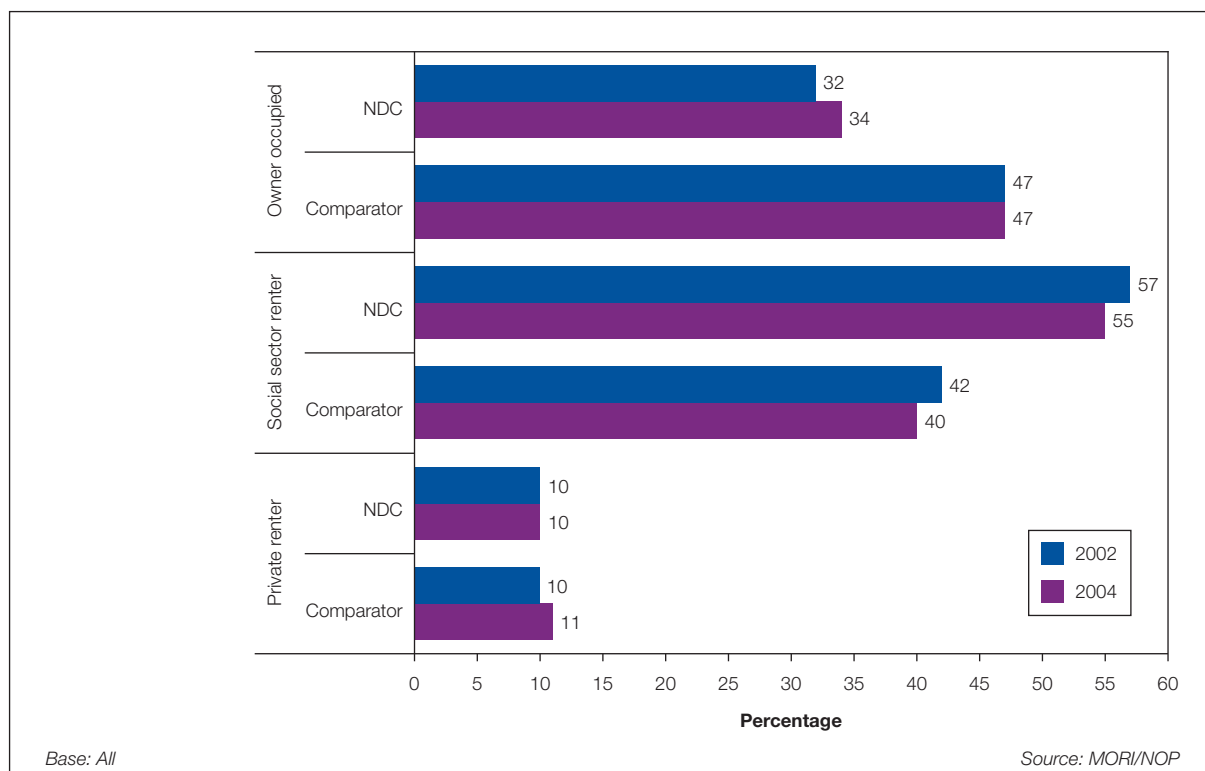
Figure 6.4: Satisfaction with accommodation, repair and landlords



Tenure

- 6.47 By 2004 some 34 per cent of NDC residents were in owner occupied accommodation, 55 per cent in social housing, and 10 per cent in the private rented sector (Figure 6.5). National equivalents for 2003/04 were 70 per cent, 20 per cent and 10 per cent respectively. Even in the comparator areas owner occupation was some thirteen percentage points higher and social housing 15 percentage points lower than was the case across NDC areas.
- 6.48 However, as a result of the kinds of redevelopment and refurbishment initiatives outlined in earlier sections of this chapter, it is probable that these proportions will change through time. There are already hints that this is happening. Between 2002 and 2004 owner occupation rose two percentage points in NDC areas and social housing fell three points.

Figure 6.5: Tenure in NDC areas



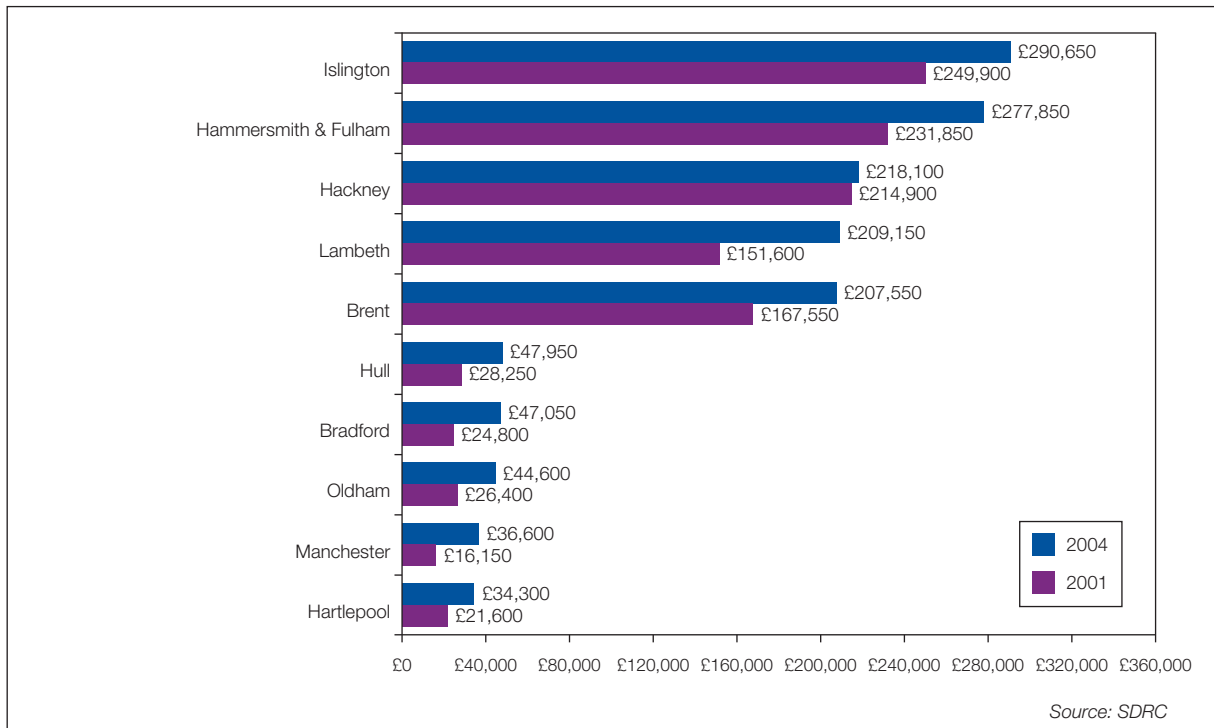
Trends in House Prices

- 6.49 NDC supported interventions are likely not simply to change tenurial balance through time, but also prevailing house prices. Data from the Land Registry can be used to establish house prices across the Programme. This information should be treated with caution: housing markets tend to be especially influenced by local conditions and small area averages may be based on a relatively few sales. In practice more terraced houses were sold in NDC areas than any other type of dwelling: 4,300⁶⁰ in 2004, compared with 1,165 flats, 990 semi-detached houses, and 175 detached houses.
- 6.50 By 2004 the average price of all properties sold in NDC areas was £93,250, only slightly more than half the English equivalent of £179,800.⁶¹ As would be expected London prices are higher (Figure 6.6): in non-London NDC areas average house prices increased from £43,400 in 2001 to £68,100 in 2004 and in London from £172,800 in 2001 to £216,550 in 2004.

⁶⁰ Numbers of houses have been rounded to the nearest 5.

⁶¹ Average house prices have been rounded to the nearest £50.

Figure 6.6: Average dwelling prices: NDC areas with highest and lowest prices 2004



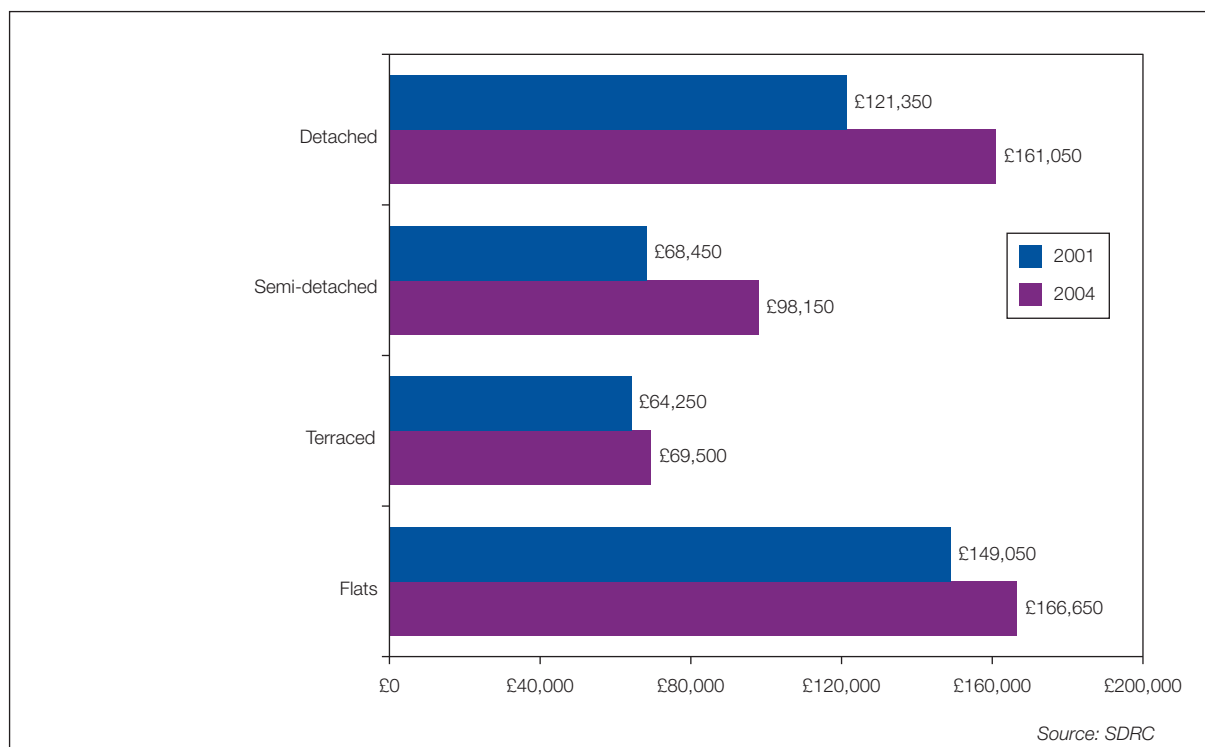
6.51 Changes in the price of different types of dwellings in NDC areas between 2001 and 2004 (Figure 6.7) indicate that:

- flats were more expensive than other dwellings: £166,650 in 2004 compared with an English equivalent of £168,000; this apparent anomaly is due to the different profiles of sales across the areas: the majority of sold flats are within London NDCs (84 per cent in 2001, 70 per cent in 2004); these dwellings are, on average, more expensive than all dwelling types in non London NDCs
- predictably London flat prices were higher than those prevailing elsewhere, rising from £166,600 in 2001 to £205,200; this compares with equivalent figures for flats in non London NDCs of £59,650 in 2001 rising to £80,000 in 2004
- the average increase of 12 per cent across flat sales in all NDCs compared with 29 per cent nationally.

6.52 And in relation to terraced houses:

- the average price of terraced houses in all NDC areas in 2004 was £69,500, a modest increase on the 2001 figure of £64,250
- this increase of about eight per cent in the average price of an NDC terraced house between 2001 and 2004 was considerably less than the 33 per cent increase across England.

Figure 6.7: Average dwelling price by type in NDC areas



6.53 It would be useful systematically to compare average house prices in NDC areas with those prevailing in surrounding ‘comparator’ areas. However, a standardised approach is not possible, as similar distributions of types of dwellings within NDCs and comparator areas cannot be guaranteed. A case-study approach has been adopted for Tower Hamlets where both the NDC area and adjoining Output Areas have a similar distribution of dwellings, being overwhelmingly dominated by flats. These findings need to be treated with caution not least because five⁶² per cent of flats in the comparator area were sold in 2004, but only two per cent in the NDC. However taking these figures at face value:

- in 2001, the average flat price in the comparator area was £137,050, compared with £124,550 in the NDC area
- by 2004, the average price of a flat in the comparator area had increased 48 per cent to £202,500 and in the NDC area by 43 per cent to £178,400.

6.54 Interim findings in relation to changing house prices do not as yet suggest that house prices in NDC areas have generally increased over and above what is happening either locally or nationally. 23 NDCs ‘out-performed’ their respective local authority area in terms of house prices between 2001 and 2004. Newcastle NDC experienced the highest growth rate: 115 per cent.

⁶² Turnover rates are calculated using the number of dwellings recorded in the 2001 census and therefore will not take into account any demolitions or buildings between 2001 and 2004.

- 6.55 A combination of drivers of market change were identified in the evaluation, most notably overall increases in demand, as some areas that had previously lagged behind improving regional and sub-regional housing market conditions started to 'catch up'. The extent to which NDC areas saw increased house prices varied due to locational factors such as proximity to the city centre and employment opportunities, good transport links, and access to 'good' schools. Partnerships in eleven of the 21 NDCs covered in a study of property prices⁶³ thought that the NDC and allied programmes, including demolition, had made a significant positive impact. In 14 property prices were thought to be increasing as a result of speculative investment by private landlords and investors.
- 6.56 It will be valuable to revisit trends in property prices at local, district and sub-regional levels as the Programme unfolds. It would not be surprising in the longer run if price increases in NDCs rose above local and national averages as a result of interventions discussed in earlier sections of this chapter, and in particular as housing redevelopment schemes bring more owner-occupied properties on to the market.

HPE Interventions and change data: assessing the relationship

- 6.57 Paragraphs 6.38 to 6.56 indicate the scale of area based cross-sectional change and assess the degree to which changes within NDCs compare with what is occurring in other deprived localities. In broad terms, there has been considerable change in relation to the attitudes of NDC residents towards their area and its local environment. Less change is evident in relation to attitudes to housing, tenure, and house prices. But to what extent is it plausible to argue that positive changes in attitudes towards the area are associated with NDC interventions?
- 6.58 Care has to be used in attributing change to NDC interventions, not least because at this Interim stage it is not possible to identify statistical relationships between expenditure and relative change across NDC areas (see 12.19). Two further caveats should be flagged up:
- it seems unlikely that changes as yet implemented across the Programme will have impacted on indicators such as tenure, and attitudes towards housing or its state of repair; it may take a number of years for meaningful change to occur in these instances
 - there is the issue of disentangling possible NDC effects from those occurring in the wider policy or market context due to factors such as the general housing boom over the past five years, investment in the private rented sector, additional investment through Large Scale Voluntary Transfers and ALMO programmes and increased levels of activity in HMR Pathfinder areas.
- 6.59 Nevertheless, whilst accepting these caveats, it is reasonable to assume that NDC interventions designed broadly to reduce environmental problems and ASB have indeed had a positive impact on the attitudes of residents towards the area, and their perceptions of problems within the local neighbourhood. As is discussed more fully in Chapter 12, one of the key successes of the Programme to date has been positively to alter the perceptions of many NDC residents towards their neighbourhood.

⁶³ Bennington, J., Cole, I., Coward, S., Hall, M., Hickman, P., McCoulough, E., Powell, R. and Reeve, K. (2005) *Understanding Housing Market Change in NDC Areas – Research Report 61*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

HOUSING AND THE PHYSICAL ENVIRONMENT: IMPLICATIONS FOR THE PROGRAMME AND THE NEIGHBOURHOOD RENEWAL AGENDA

Partnership working

- 6.60 The need for effective linkage, joint strategies and mixed funding is perhaps more obvious in HPE than in other themes. Many NDC interventions require a long term approach in order to build networks and coalitions and to gain approval for masterplanning or other strategic proposals. In those instances where stock transfer or ALMOs has been adopted, the quality of the three-way relationship between the NDC, the local authority and the new ALMO or RSL becomes critical. As HMR programmes gather pace, the process of demolition and redevelopment will affect outcomes for NDC Partnerships, and place communities under additional pressure during transitional phases. NDCs may increasingly adopt the role of offering neighbourhood management and community support to accompany the physical restructuring processes at the heart of market renewal. This reinforces the view that any attempt to develop a 'self-contained' approach to housing renewal within NDC boundaries is rarely feasible.
- 6.61 Partnership working in the environment can often effectively be guided through an SLA or other similar agreement between the local authority and NDC as has happened, for instance in Sheffield, Kings Norton, Tower Hamlets, Middlesbrough, and Norwich.

NDCs: rolling out good practice

- 6.62 NDC areas provide an excellent laboratory within which to roll out more widely successful innovations. In Liverpool, the Council has rolled out the Landlord Accreditation Scheme, and is adopting the Community Regeneration Loan (an Equity Gap product) model within its private sector strategy. In Haringey, neighbourhood wardens, and the Clean Team were all piloted by the NDC and are now borough-wide. In Newcastle, the Private Rented Project in the Homes and Environment Theme has received national recognition and is currently being mainstreamed using HMR Pathfinders funding across large parts of Newcastle. The NDC Programme always was designed to test out different ideas at the neighbourhood level. The HPE theme shows how this process of learning can pan out in practice.

Finding Resources

- 6.63 Although the Programme is better resourced than many previous regeneration initiatives, progress in terms of major physical restructuring depends on effective liaison with, and the leverage of funds from, other agencies, notably the local authority. Housing is expensive. This is especially true in London where the market tends to be characterised by acute resource pressures, a high proportion of social housing and relatively poor stock. Here the case for greater borrowing powers carries particular force. Local authorities, for their part, often have to negotiate a difficult path through contending pressures on budgets. However, for larger capital projects NDC resources on their own are inadequate. They can prove important nevertheless in adding value: enhancing community engagement, improving strategies and designs, and ensuring that redevelopment helps create social and community infrastructure. Funding tends to be

different for environmental improvements, because the scale of expenditure is more modest. The bigger challenge in these instances usually revolves around the degree to which the local authority is prepared to meet on-going maintenance costs to ensure original problems of neglect and dereliction do not re-emerge.

Finding the skills

- 6.64 Housing programmes require the deployment of a sophisticated suite of legal, financial, development and managerial skills. Many projects require NDCs to seek external skills and experience. At least some Partnerships think they have been poorly served by local authority officers and have hence needed to commission consultants, a process not always received positively by local residents. NDC officers can feel that they are on the 'front line' in dealing with residents' concerns or aspirations, but are not always equipped to deal directly with emerging problems. Issues arising from inadequate management and poor conditions in the private rented sector are often especially challenging in terms of building up a robust evidence base and devising appropriate interventions. The NDC experience strongly suggests that neighbourhood renewal partnerships will rarely of themselves have the full range of skills to undertake redevelopment projects. Implementation will often depend on either buying in expertise or using that available within partner agencies.

Managing Expectations

- 6.65 The need for careful negotiations with local authorities in relation to neighbourhood remodelling or stock transfer has caused some frustration at the community level. Delays in the approval of masterplans, or the formulation of longer term strategies, are often seen by Board members and Partnership team members alike as one of the major constraining factors in relation to large scale housing projects. This stands in contrast to interventions to improve the physical environment which are more easily specified, can be carried out over shorter time scales, and generally culminate in direct and tangible results. The NDC experience shows that neighbourhood renewal partnerships need to ensure that the wider community is fully aware of, and appropriately engaged with, major redevelopment projects, not least because delay is always a strong probability. Neighbourhood renewal partnerships need actively to manage community expectations.

Social Balance

- 6.66 A balance will often need to be struck between diversifying tenure in order to achieve more 'mixed' communities, and concerns about gentrification leading to the displacement of the existing community. There is a risk that community-led housing programmes can understandably focus on the needs and circumstances of existing households rather than setting down expectations for incoming populations. Strategies may fail to grapple with the need to attract new residents into what may be unpopular, low demand localities. Through time more attention has been paid to initiatives such as marketing NDC areas, to help overcome what are often strongly held negative images of these neighbourhoods. But marketing exercises, and indeed other attempts to create mixed tenure neighbourhoods, will be resented by some existing residents.

6.67 A key issue for many renewal programmes will therefore be the tension between meeting community priorities, likely to foster shorter term, inwardly-directed and incremental interventions, on the one hand, whilst tackling housing market pressures, which may point towards longer term, outwardly focused and transformational interventions, on the other. In such contexts NDCs and other neighbourhood renewal partnerships will be on the front line in engaging with understandable community concerns over sensitive issues such as stock demolition and in ensuring that housing and environmental interventions are central components in holistic approaches to neighbourhood remodelling. NDCs may find themselves increasingly acting as a 'buffer' between community interests and local authority strategies for stock renewal. Ultimately, however, NDCs, in common with other neighbourhood renewal partnerships, may have to make decisions regarding the longer term transformation of their area which do not necessarily accord with the majority view of existing residents.

HOUSING AND THE PHYSICAL ENVIRONMENT: A CONCLUDING COMMENT

6.68 Four overarching conclusions can be drawn from this overview of HPE activities:

- NDCs have had to operate in a rapidly changing policy and market context of which perhaps the two most important external developments have been the emergence of the HMR Pathfinders, likely to prove critically important for housing programmes devised by the nine NDCs in these areas, and continuing pressures on all forms of housing tenure in London and other more buoyant sub-regional markets
- Partnerships have increasingly undertaken HPE interventions in fields such as improvements to the physical environment, better housing and neighbourhood management, and the planning and implementation of larger scale rehabilitation and redevelopment schemes; HPE has moved from being the outcome area attracting least investment across the Programme in 2000/01, to that allocated most by 2004/05
- it seems plausible to assume that NDC supported interventions designed to improve the local environment have had an impact: the 2002 and 2004 household surveys show residents becoming distinctly more positive about the area and relatively less concerned about a range of local environmental problems
- the NDC experience points to the critical role of partnership working in relation to HPE activity not least because of resource and skill demands attendant upon major housing projects; NDCs and other renewal agencies will need such skills in order to tread a delicate path between the aspirations of the existing community and the importance, in the long run, of creating more mixed communities.

CHAPTER 7:

EMPLOYMENT, FINANCE AND ENTERPRISE

INTRODUCTION

7.1 This chapter examines employment, finance and enterprise within the Programme. The first section sets the wider policy context. The 39 current Delivery Plans are then used to identify activity across the Programme. An overview of Partnership level interventions is then presented, together with an indication of Programme wide change using both household survey and administrative data. The final substantive section highlights implications of activity in this area for the Programme as a whole and the wider neighbourhood renewal community.

THE POLICY CONTEXT

7.2 Tackling unemployment and economic inactivity is recognised as a critical element in turning around disadvantaged areas.⁶⁴ Improved business activity and greater employment opportunities can make a major contribution to the successful regeneration of a locality. Current employment policy, centred on the goal of opportunity for all⁶⁵ continues to meet with considerable success. In recent years employment rates have increased nationally and levels of unemployment have fallen significantly in terms of both the JSA claimant count and the ILO definition.

7.3 However, despite improvements in employment rates across the country, there remain neighbourhoods where high proportions of working age people are out of work. Furthermore, there is an increasing polarisation between 'workless' and 'work rich' households with major implications for poverty, especially amongst families with children.⁶⁶ Worklessness in the worst tenth of Census Output Areas is 23 times higher than in the best. This imbalance has major implications for the economic and social wellbeing of residents living in these poorer areas.⁶⁷ Policy intervention increasingly concentrates on areas and groups facing the most serious barriers to work: disabled people, lone parents, people with lower qualifications, older people, ethnic minorities and those living in the most deprived neighbourhoods.⁶⁸

7.4 Policy implementation is increasingly underpinned by the establishment of floor targets concentrating on reducing differences between employment rates of disadvantaged groups and the overall rate.⁶⁹ A new DWP target has been refined to focus on reducing economic inactivity in wards with the worst employment position, as well as groups with low employment rates. Programmes such as Action Teams for Jobs and Working Neighbourhoods Pilots operate specifically in areas with high unemployment rates. NDCs are thus operating in a generally supportive policy environment with a number of government departments and agencies seeking to tackle worklessness at the local level. On the broad canvas much of this support falls within a number of broad themes:

64 Cabinet Office (2005) *Improving the prospects of people living in areas of multiple deprivation in England*.

65 HM Treasury/DWP (2003) *Full Employment in every Region*.

66 HM Treasury (2005) *Investing for our future: Fairness and opportunity for Britain's hard-working families*.

67 Social Exclusion Unit (2004) *Jobs and Enterprise in Deprived Areas*.

68 NRU (2005) *Making it happen in neighbourhoods*.

69 NRU (2005) *Making it happen in neighbourhoods*.

- encouraging business start-up in areas which have little or no entrepreneurial tradition
- raising skills and employability through a Partnership with employers
- active labour market interventions preventing unemployed people from becoming detached from the labour market and helping the long-term unemployed and inactive back into work
- ensuring that individuals are rewarded for moving into employment through initiatives such as changes in the tax and benefits system, and the introduction of the minimum wage.

EMPLOYMENT, FINANCE AND ENTERPRISE: AN ASSESSMENT OF TOTAL ACTIVITY

7.5 NDCs are tackling a range of problems in the broad fields of employment, personal and household income, and enterprise. These include:

- a culture of worklessness amongst some in the local community often reinforced by the strength of the informal economy
- high levels of unemployment or economic inactivity, especially amongst groups such as young people, BME groups and those with a disability
- low levels of educational attainment, qualifications and skills
- low average household incomes
- out migration by people who obtain good quality jobs
- a lack of local job opportunities and local businesses.

7.6 To give an indication of the severity of these constraints, in 2002:

- some 42 per cent of those aged 16 and over in NDC areas were in paid work and 47 per cent economically inactive: the former was about 18 percentage points lower, and the latter 11 percentage points higher, than national equivalents
- the mean weekly household income in NDC areas was £241, not much more than half the national equivalent
- just over 60 per cent had access to banking facilities such as a current account, more than 20 percentage points lower than the national figure.

- 7.7 To help address these issues Partnerships allocated almost £50 million to the worklessness theme between 2000/01 and 2003/04. This amounted to 11 per cent of total NDC spend over this four year period. Only health received less NDC investment. Fuller details of Programme wide spend are discussed in Chapter 11 (See Tables 11.3, 11.4).
- 7.8 Nevertheless despite this relatively limited allocation of resources, Partnerships have introduced a range of measures in the worklessness arena. The 39 current Delivery Plans provide the single most consistent source of evidence in relation to outcomes and projects. The main **outcomes** mentioned by Partnerships in their Delivery Plans are outlined in Table 7.1. There is a strong emphasis on outcomes which help create and support new, local businesses and on targets designed to remove labour supply barriers. Other outcomes relate to reducing benefit dependency and enhancing household income. In at least five Partnerships, outcomes in this broad area account for less than ten per cent of the total. For Doncaster, Bradford and Sunderland they amount to 25 per cent or more.

Table 7.1: NDC Delivery Plans: Outcomes for Employment, Finance and Enterprise

Outcome	No. of Outcomes
Increase employment or economic activity/reduce unemployment	62
Increase business support/growth/activity	13
Increase earnings and income levels	10
Increase new businesses and self employment	10
Increase access and remove barriers to employment	7
Reduce benefit dependency/increase take up	6
Reduce workless households	5
Increase vocational training and qualifications	4
Increase NVQ levels	4

Source: CRESR

Based on Delivery Plans 2004/5

- 7.9 In terms of linking outcomes to **floor targets** all NDCs have outcomes which may contribute to achieving the 2002 PSA worklessness target which aims to improve employment rates for more disadvantaged groups.
- 7.10 Across the Programme as a whole **projects** being delivered by Partnerships rose about 78 per cent between the original and revised Delivery Plans (from about 2000 to early 2005). Worklessness projects increased by nearly 90 per cent. A precise classification of projects based on Delivery Plans is not easy, partly because many ostensibly 'non-employment' projects actually do have implications for this agenda. Nevertheless it is possible to make a broad classification of projects (Table 7.2). Bearing in mind outcomes outlined above it is not surprising to see an emphasis on business support schemes and initiatives such as training and childcare facilities designed to ease labour supply constraints.

Table 7.2: NDC Delivery Plans: Projects in Employment, Finance and Enterprise

Project	No. of Projects
Business support and development	56
New businesses/self employment	27
Training scheme/support	26
Advice, support or information and/or centres	25
Childcare related project	17
ILM project	16
Skills training programme	14
Vocational training/support	15
ICT strategy/project	12
Construction industry related project/initiative	12

Source: CRESR

Some NDCs have adopted more than 1 project in the categories listed. Based on Delivery Plans 2004/5

7.11 In four Delivery Plans less than 10 per cent of all projects are in the broad area of employment and enterprise. Alternatively, they account for at least a quarter of all projects in Lewisham, Liverpool, Middlesbrough, and Nottingham.

7.12 Towards the end of this phase of the evaluation more detail of Partnership level outputs became available as a result of work undertaken on data derived from the introduction of System K and other similar output data bases. This evidence is discussed in more detail in Chapter 11. But it is worth commenting that by the end of 2003/04 Partnerships had implemented over 790 worklessness projects, each costing about £140,000 on average. Key outputs included over 26,000 person weeks of job related training, over 4,200 local people going into employment, and about 2,600 new businesses receiving advice/support.

PARTNERSHIP LEVEL INTERVENTIONS IN EMPLOYMENT, FINANCE AND ENTERPRISE

7.13 Activities in this theme fall within four broad headings:

- promoting enterprise
- raising skills and employability
- active labour market interventions
- improving the financial aspects of the transition to work.

Promoting Enterprise

- 7.14 The promotion of enterprise in NDC areas is a critical element in a balanced intervention strategy. Job opportunities need to be available if the benefits of supply-side activities (discussed below) are to be realised in terms of getting residents into jobs. The extent to which Partnerships develop interventions in support of a demand-side approach varies, depending upon a range of factors including the performance of, and access to, wider labour markets. Nevertheless interventions designed to encourage enterprise have been undertaken across the Programme.⁷⁰ Initiatives include the provision and improvement of local premises through, for example, the development of managed workspace in NDCs such as Norwich, and Nottingham and grants to improve security or the state of repair of business premises in, for instance, Nottingham. In addition projects in NDCs such as Norwich have looked to raise awareness of self employment within the local community.
- 7.15 Some NDCs have found Business Forums to be a useful mechanism for engaging businesses in a dialogue surrounding the wider renewal of the area. There are examples where employers have gone on to form commercial links with other businesses in the area and to provide job opportunities for local residents through initial connections made at a local business forum.⁷¹
- 7.16 Most NDCs have developed intermediate labour markets (ILMs) or social enterprises providing waged employment opportunities and experience of the world of work, whilst at the same time improving local services. Work opportunities through placements may be in the public, private or voluntary sector. Some ILMs are delivered by agencies such as Groundwork or local authorities, others are delivered in-house by the local NDC. ILMs have provided a range of local services including childcare, classroom assistants, construction and environmental improvement.

Hackney NDC

In Hackney the development of social enterprise has grown out of a strong property portfolio. Acquisition of property through the Shoreditch Trust has helped provide premises for businesses such as the @work recruitment agency, Shomedia (a social enterprise in media, printing and distribution) and a Learning Centre. The recent acquisition of an old cinema appears popular with residents. A different development will provide much needed GP accommodation, as well as space for the Shoreditch Spa and some housing units. A flagship project, 16 Hoxton Square, has been acquired and provides a community gym, a training restaurant, business incubator units and space for London's first Prospect Centre, offering personal development and preparation for work to local residents.

- 7.17 In Newham, the Community Food Enterprise (CFE) a social business set up with NDC funding through which it aims to become self sufficient. A business broker introduced CFE to Tate and Lyle which provided financial advice, as well as support such as a warehouse and van. The CFE has developed a National Training Programme for Community Food Workers and others, which has received accreditation from the London Open College Network. This will bring in additional income, as will a community café and a kitchen.

⁷⁰ Wells, P., Botterill, K. and Hill, C. (2003) *Availability of jobs – Research Report 16*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

⁷¹ Devins, D., Walton, F. and Bickerstaffe, T. (2005) *Enterprise: Business Start-up in two NDC areas – Research Report 65*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- 7.18 NDCs have taken action to connect residents to available job opportunities with local employers through intermediaries such as workforce skills co-ordinators, business advisors, or business brokers. These intermediaries often work with specific employers to encourage them to change their human resource practices or their approach to workforce development in order to improve the chances of NDC residents being recruited and/or retained. Some NDCs have chosen to provide wage subsidies for employers recruiting NDC residents.
- 7.19 Interventions designed to increase new businesses often involve the provision of advice and guidance to residents expressing an interest in starting a business enterprise. Projects often also offer an initial financial incentive in the form of a loan or a grant. Approaches vary in detail as illustrated by the business start up process adopted in Bradford and Norwich.⁷² Across the Programme support for small, often new, local businesses tends to focus on areas such as marketing, business planning, business law, health and safety and insurance. However, only relatively small numbers of employment opportunities are usually created by start-up businesses, many of which tend to be filled by members of the owner's family.

Raising skills and employability

- 7.20 Most NDCs have taken steps to raise skills through interventions to improve employability and to develop basic skills as solutions to the problem of worklessness and the development of life skills.

Southwark NDC: Southwark Education and Training Advice for Adults (SETAA)

This project focuses on the needs of residents on the Aylesbury estate in Southwark. The aim is to increase social and economic inclusion by raising awareness of learning and employment opportunities through pro-active outreach and the elimination of barriers constraining access to employment and training. There is a specific focus on BME residents, who are in the majority on the estate.

The project operates as a satellite of a Borough wide initiative delivered by SETAA which provides matching funding. Its three employees are accommodated within the estate in the Aylesbury Learning Centre which also houses other career development/training projects, an IT centre and a crèche. Attractive and effective publicity leaflets are delivered door to door several times a year, and there is a high take up by local residents. The level of customer satisfaction is considerable: many are encouraged to access the service by the favourable comments of others.

A number of NDC projects in the area aim to reduce worklessness. Effective working partnerships have been forged with other agencies thereby avoiding duplication and ensuring smooth and appropriate referral of clients. The project has raised awareness of learning and employment opportunities and improved the employability of residents.

⁷² Devins, D., Walton, F. and Bickerstaffe, T. (2005) *Enterprise: Business Start-up in two NDC areas – Research Report 65*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

7.21 Evidence arising from work carried out by the national evaluation team in Southwark, Manchester and Derby highlights the multiple barriers and numerous life problems facing residents. Courses offered through NDCs can be a valuable first step in helping individuals move, towards employment.⁷³ Many NDC interventions attempt to draw a variety of enablers together to encourage residents to develop their skills. These three NDCs provide free child care facilities, contribute to transport costs and can assign a 'buddy' or 'mentor' to support learners. Local residents and/or voluntary groups can make a major contribution to projects providing outreach work and ongoing support. The availability of support and guidance both 'on' and 'off' the course is an important characteristic of this type of provision:

- the 'Learn Easy' project in Aylesbury addressed basic skills needs (literacy, numeracy, communication, ESOL) through a partnership with the local College and a local community organisation
- the Skills for Life Project in Manchester established a co-ordinated approach to the provision of literacy and numeracy skills and developed an awareness of basic skills issues in local organisations, more than thirty of which signed up to the Skills for Life Action Plan
- the 'Valuing Experience in the Community and Workplace Project' in Derby helped raise awareness of the need for basic skills training in organisations operating in the labour market; partners included Derby University, LSC East Midlands, the Adult Learning Centre, the local authority, JCP and Connexions.

7.22 All three projects carried out research to assess the type of provision required by the local community and engaged local businesses in the design, structure and delivery of courses. This last point is important. The 2004 business survey undertaken by MORI for the NDC national evaluation established that many local businesses can be critical of the skills and attitudes of NDC residents. In addition qualitative work carried out by the national evaluation team in 30 businesses in Southwark and Newcastle established that employers value attributes such as enthusiasm and an ability to learn. Their selection criteria often mean that those with poor health records or limited employment histories are least favoured candidates.⁷⁴

7.23 Interventions such as ILMs and job brokerage schemes often contain an element of basic skills provision, inputs to improve time keeping, appearance and motivation and accredited learning.^{75,76} Other courses supported by NDCs look to boost 'life skills' in areas such as conflict resolution and household budgeting. These can provide a foundation before residents go on to gain further vocational qualifications and employment.⁷⁷ In Manchester literacy, numeracy and ESOL training is being delivered in peoples homes. Several NDCs encourage progression onto full apprenticeship, support access to Higher Education (See 10.30), and training up to NVQ level 3 in childcare and IT.

73 Halliday, S. and Hanson, S. (2004) *Skills for Employability: Interim Findings – Research Report 41*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

74 Devins, D., Halliday, S., Bickerstaffe, T., Hanson, S. and Darlow, A. (2004) *Availability of Jobs: The recruitment and retention practices of employers in two NDC areas – Research Report 26*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

75 Darlow, A. (2004) *Intermediate Labour Markets: Early findings – Research Report 21*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

76 Walton, F., Sanderson, I., Botterill, K., and Halliday, S. (2003) *Job Brokerage: Early Findings – Research Report 2*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

77 Halliday, S. and Hanson, S. (2004) *Skills for Employability: Interim Findings – Research Report 41*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

7.24 In addition, business start-up delivery schemes encourage career planning and skills development in business planning. 'Is Enterprise for me?' delivered as part of the Full Circle model in Norwich accredits this to OCN Level 2. Subsequent progression is offered through a 'Business Skills' course which includes an introduction to business skills such as marketing, book keeping and costing.

Active Labour Market Interventions

7.25 No single model of active labour market intervention applies across the Programme. Initiatives such as ILMs and Job Brokerage models, even if delivered by the same provider in different NDC areas, tend to adopt slightly different models.^{78,79} However, evidence from the national evaluation suggests that many projects have broadly the same supply-side objectives, to:

- increase general levels of employability of residents
- remove barriers to the labour market particularly for people from disadvantaged backgrounds
- promote skills development and the attainment of recognised qualifications
- reduce levels of unemployment and get residents into jobs.

7.26 Job Brokerage projects tend to place an emphasis on engaging local employers and increasing their confidence in employing residents from NDC areas. Employers may hitherto have had negative attitudes towards the area and may operate a type of 'post code discrimination'. Job Brokerage interventions usually have core elements including personalised and customised advice; counselling and support; a pathway of training, job search and job matching; job interview preparation and support; and on-going mentoring for those obtaining work.⁸⁰ Partnerships delivering Job Brokerage include Bradford, delivered by @Work Recruitment and Sandwell delivered by Pertemps Employment Alliance. Interventions need to respond to the wide-ranging issues that clients face in (re)entering the labour market: buying suitable work clothes, overcoming travel to work obstacles, advice on financial problems, medical issues, and personal problems.

7.27 NDC residents benefiting from Job Brokerage schemes in six NDC areas report a high level of satisfaction and utility. Most beneficiaries obtained good job placements and were on permanent contracts, although one in three was not in employment. Evidence from the Programme suggests that these models have met with some success particularly in terms of those with limited or no qualifications.⁸¹

78 Darlow, A. (2004) *Intermediate Labour Markets: Early findings – Research Report 21*.

<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

79 Walton, F., Sanderson, I., Botterill, K., and Halliday, S. (2003) *Job Brokerage: Early Findings – Research Report 2*.

<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

80 Walton, F., Sanderson, I., Botterill, K., and Halliday, S. (2003) *Job Brokerage: Early Findings – Research Report 2*.

<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

81 Hanson, S. (2005) *Job Brokerage Survey of Participants – Research Report 64*.

<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Doncaster NDC: Ways 2 Work

Doncaster NDC, located at the heart of the city, suffers from high levels of unemployment, relatively low incomes, and poor educational and basic skills attainment amongst residents. Around one third of adults are workless. W2W is an employment brokerage service which facilitates the efforts of local residents wishing to re/enter paid employment.

Alongside the brokerage element the scheme can offer sponsored apprenticeships, small bursaries for training, and limited wage subsidies to employers. An established company, DC Training and Development Services, operates the scheme on a non-profit making basis. Efficient management of resources is provided within an informal and welcoming environment. If one approach is unsuccessful, another is tried. In addition to developing the skills and employment opportunities for local people, the intention is to increase the quantity and quality of the labour pool available to current and prospective employers. Accordingly, the project works closely with local employers to understand their requirements and match them to the capabilities of the jobseekers.

Following consultation, W2W was designed to be innovative and to complement other locally available provision. W2W works with other local agencies including JCP, the Chamber of Commerce, Business Link, Doncaster College, the LSC and local training providers. A distinctive feature of W2W is the active involvement of local people in the management and running of the project. Several staff are local residents and there is Residents Steering Group. Customer and employer satisfaction is apparently high and targets are being exceeded. W2W will bid for available contracts to sustain the job brokerage service as a community enterprise.

7.28 Whilst local ILM models vary in detail, many have core elements including benefits advice, induction, individual training plans, accredited training, regular reviews, personal support, job-search and post placement support.⁸² For example:

- Preston Road Works! (Hull) offers a 12 month placement in a combination of NDC funded projects and the private sector; the project is delivered in-house; by March 2004 local evidence suggested it had helped create 270 full-time jobs and 38 apprenticeships; 163 beneficiaries had gained recognised qualifications
- Heywood (Rochdale) offers placements up to 50 weeks with a mixture of private sector and voluntary/community sector employers; the project is delivered by Groundwork or local authorities.

7.29 Work by the national evaluation team points to several success factors in relation to ILMs:⁸³

- projects need to have a good understanding of their client group and not underestimate the support they require
- there will be a need to overcome a range of welfare barriers facing clients
- employers should have a good understanding of the nature of the ILM project and what is required of them

82 Bickerstaffe, T. and Devins, D. (2005) *Intermediate Labour Markets: Final Report – Research Report 63*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

83 Darlow, A. (2004) *Intermediate Labour Markets: Early findings – Research Report 21*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- effective partnerships are critical; key partners are likely to be JCP, local training providers and other NDC projects
- recruiting and retaining the right staff
- links with wider employment strategies.

7.30 JCP often has a key role to play in the effective delivery of interventions through for example providing complementary services and additional resources. In several areas SLAs have been developed between JCP and job brokerage projects. Relationships can also be placed on a more formal basis through the appointment of secondees, outreach work by JCP staff, referral mechanisms and JCP representation on appropriate working groups.⁸⁴

Improving the financial aspects of the transition to work

7.31 Many Partnerships are dealing with the implications of the transition from welfare to work through the provision of advice and guidance. This can be provided as part of a package of support delivered through interventions such as Job Brokerage or business start-up. Job brokerage projects may include financial contributions to help smooth the transition to work through for example advances to cover clothing or transport costs.

7.32 Improved access to services can be achieved through a one stop shop providing jobseeking services and advice on benefits and other issues. Lambeth has signed an SLA with Connexions to provide a service to the Shop for Jobs one day per week.

Bristol NDC: East Bristol Advice Centre

The East Bristol Advice Centre provides advice to residents of East Bristol and, within that, the Bristol NDC area. It acts as a single point of contact for those with multiple problems operating an open door advice and referral service from newly refurbished premises. It also engages residents through outreach activities. The project is a response to an unmet need. The extensive array of, often interlinked, problems include benefit entitlement, employment rights, debt, money management, discrimination, housing need, immigration and asylum seeking, health and consumer rights. Young people and BME groups were identified as having particular needs. Existing specialist advice centres, including the Law Centre and the Debt Centre, along with the Council's Community Unit, and Social Service and Housing Service Departments supported the notion of an independent general advisory service which would refer on where appropriate.

The main thrusts of the project are to improve the income of residents through better access to welfare benefits and to empower residents to deal with agencies with which they come into contact. An attempt is made to find routes through what may appear to clients as impenetrable thickets of bureaucracy. Delivery has been reappraised, with more weight given to the outreach service.

⁸⁴ Walton, F., Botterill, K., Halliday, S. and Sanderson, I. (2003) *Job Brokerage: Inter-agency working – Research Report 15*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- 7.33 NDCs have adopted innovative approaches to deal with sensitive financial problems. Hull has developed a number of schemes, including support for the local credit union which provides loans for business start-ups and helps people who don't have a bank account. Sheffield has worked with the local Credit Union to overcome barriers facing ethnic groups. The local Credit Union provides interest free loans (with larger administration fees) to cover costs to enable Muslim residents to participate in the scheme.

Bradford NDC: Jobs and Business

The Bradford NDC area suffers from high levels of youth unemployment, low levels of educational attainment, disadvantage in the labour market amongst BME groups, and difficulties in attracting new firms. The Jobs and Business Programme has been developed in order to address both demand and supply-side issues. The overall aim is to reduce unemployment and increase the number of job opportunities available to residents in the area. Two major themes in the £7 million NDC spend on employment and worklessness (2001-2004) have been business support and Job Brokerage.

New Deal for Business is delivered by Business Link West Yorkshire and offers a start-up grant along with advice, support and guidance for those seeking to start a new business. New Enterprise Development, created in response to local needs, incorporated outreach work in community centres and one to one support in business planning and grant application. More than 50 new businesses started in the area between 2002 and 2004.

Job Brokerage is delivered by @t Work Recruitment from shop-front premises in the heart of the NDC area. The project provides a job search/job matching service for residents in the area, as well as a free recruitment service for employers and post placement support to both the employer and employee. For clients who are not 'job ready', the project is able to provide advice and guidance about, and referrals to, appropriate training and support. Working closely with JCP, it also provides advice about welfare and in-work benefits. More than 370 Trident residents have been placed in work, the vast majority drawn from BME groups.

WORKLESSNESS AND PERSONAL FINANCE: PROGRAMME LEVEL CHANGE

- 7.34 A substantial body of change data in relation to work, worklessness and finance is available from both the household survey and administrative sources. What follows below reflects key findings from this wealth of data. Those interested in the area should read the fuller data analysis paper.⁸⁵ Findings are discussed below within the following themes:

- economic status and employment: trends and patterns
- benefit exit/entrance rates
- personal finance
- satisfaction with employment and benefits agencies.

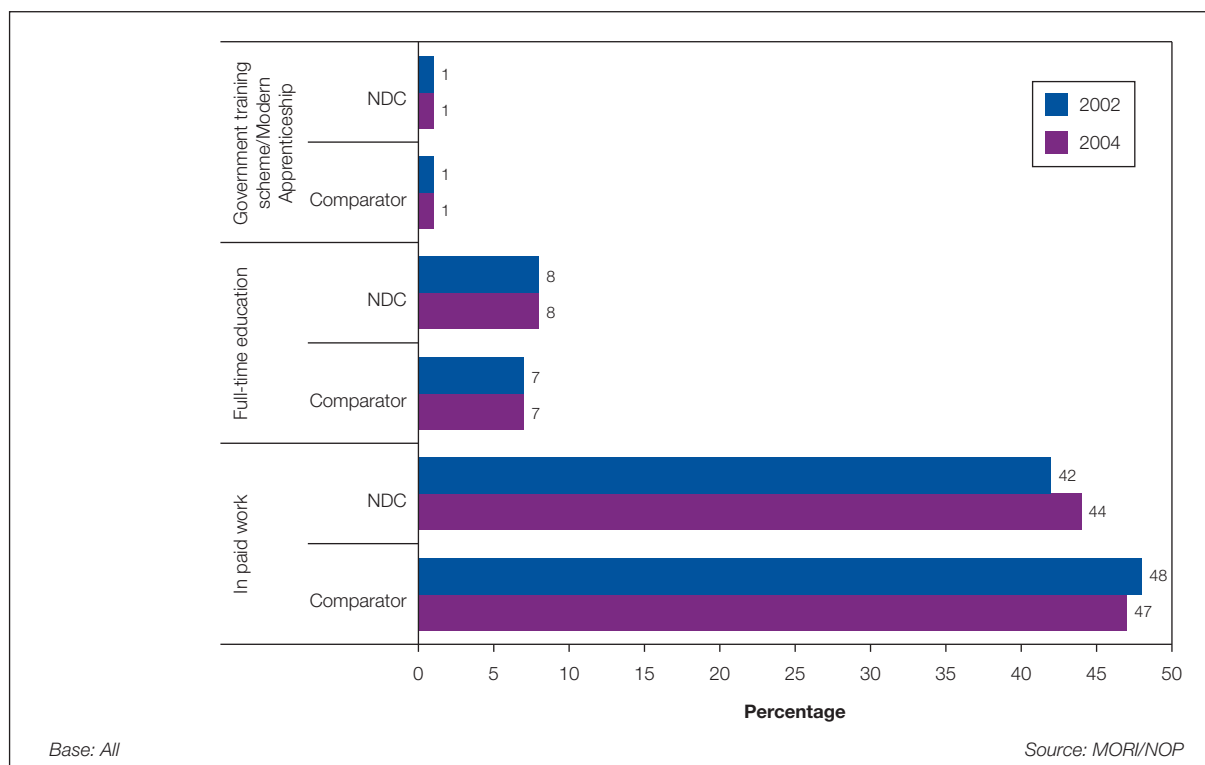
⁸⁵ Noble, M., Antilla, C., Covizzi, L., McLennan, D., et al (2005) *Worklessness in NDC Areas: Findings from Stage 1 of the National Evaluation*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

7.35 One comment should be made at the outset in relation to the nature of the data. Most of the change data discussed below is **cross-sectional** in that it compares area based data at different time periods. However, one source of administrative data is longitudinal in that it traces transition from benefits for individuals (see 7.54 onwards). This is an important distinction since the generally more positive conclusions arising from this longitudinal data source complements similarly up beat findings from the longitudinal analysis of household survey data (see 12.47).

Economic status and employment: trends and patterns

7.36 Evidence from the **household surveys** indicates that in absolute terms by 2004 some 44 per cent of NDC residents were in paid work, 18 per cent retired, 14 per cent at home/not seeking work, and nine per cent long-term sick or disabled (Figures 7.1 and 7.2). Rather more were either at home/not seeking work or long term sick or disabled, and rather fewer in paid work or retired, than was true for the comparator areas. Not surprisingly the 44 per cent in paid work is considerably less than the national equivalent of 60 per cent.⁸⁶ And the eight per cent figure for unemployment in NDC areas is almost three times the national average.⁸⁷ As would be expected, **change** at the area level proved relatively limited in the brief period 2002 and 2004. However, there was an increase of about two percentage points of those in paid work, at a time when there was a slight decline in the comparator areas.

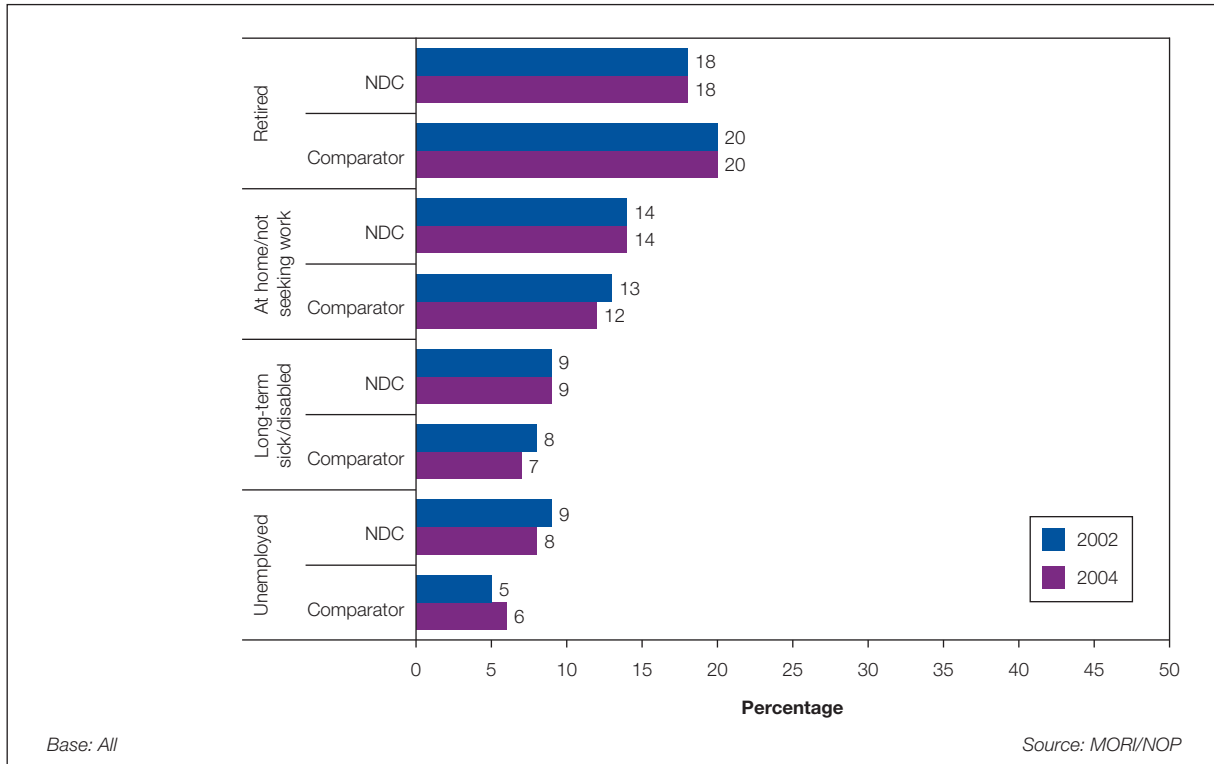
Figure 7.1: Economic Activity



⁸⁶ Labour Force Survey Spring 2004.

⁸⁷ Labour Force Survey Spring 2004.

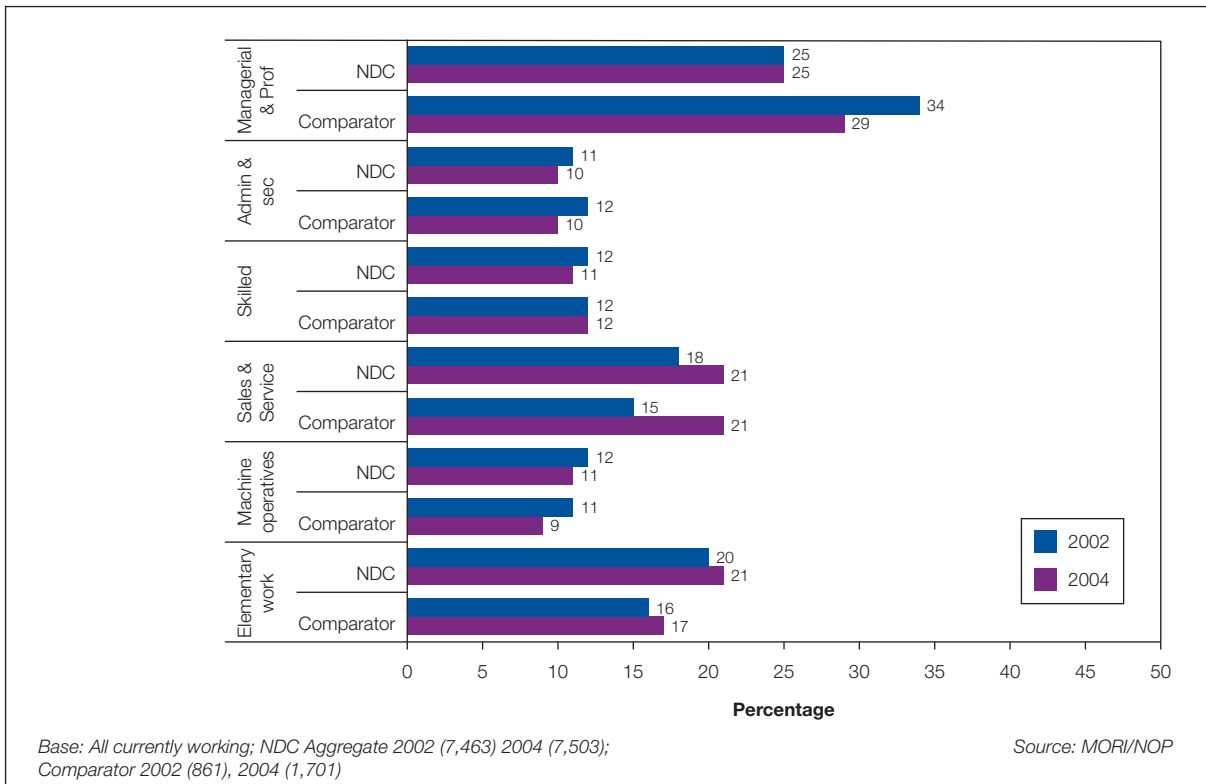
Figure 7.2: Economic Inactivity and unemployment



7.37 Slightly more NDC residents work in managerial and professional occupations than in elementary occupations (Figure 7.3). However, when compared with national equivalents, more are employed in relatively lower paying occupations such as elementary work than is the case nationally: 21 per cent compared with 12 per cent. And whereas nationally some 40 per cent, and in the comparator areas 29 per cent, are either managers, or work in professional occupations, this is true for only 25 per cent of working residents in NDC areas.

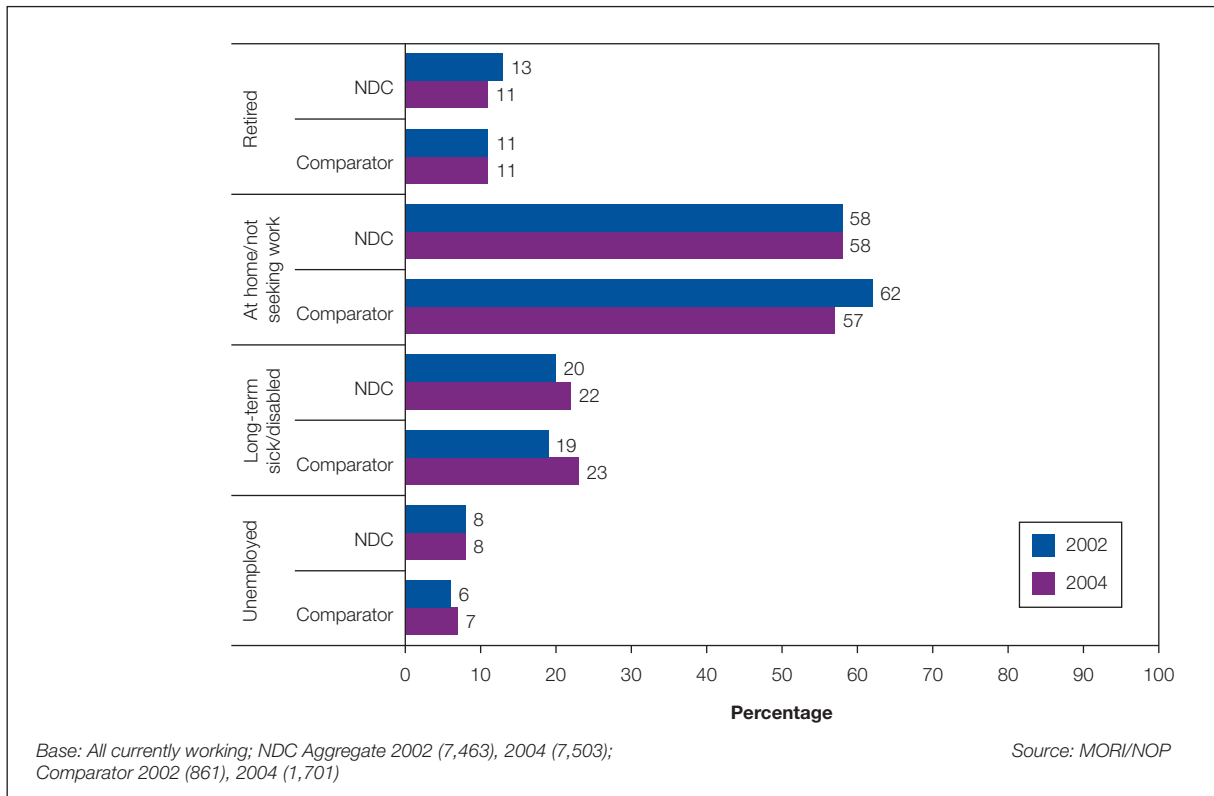
7.38 Only relatively small changes of about one percentage point or less occurred in the proportion of NDC residents working within most occupational classifications, although there was a three percentage point increase in sales and service occupations.

Figure 7.3: NDC Residents: Occupational Distribution



7.39 There are marked differences in relation to **patterns of work** between those in NDC areas (Figure 7.4) and the national picture. Some eight per cent of those currently in jobs work up to 16 hours a week, and 58 per cent between 31 and 48 hours. The equivalent national figures are five per cent and 72 per cent respectively. More NDC residents work part-time, and fewer full-time, than is the case nationally. Relatively few changes occurred between 2002 and 2004, although there was a rise of two percentage points in those working between 16 and 30 hours a week.

Figure 7.4: Working Age residents: hours worked (weekly)



7.40 **Self-employment** is often seen as a potential indicator of enterprise.⁸⁸ In absolute terms 10 per cent of those working in NDCs were in self-employment in 2004, two percentage points lower than the national average. However, there was an increase of slightly more than one percentage point between 2002 and 2004 in self-employed workers in NDC areas compared with no change in the comparator areas.

7.41 There is evidence that one reason why residents from deprived areas may have problems in **accessing job opportunities** is because they may simply be unaware of what is on offer. Residents may seek job opportunities through personal contacts with friends and family members, many of whom themselves may be working in lower paid, insecure occupations.⁸⁹ To some extent, this appears to be true here in that about a quarter obtained their present job by hearing about it from someone who already worked there. But more than 40 per cent either replied to a job advert or made a direct application. Interestingly less than 10 per cent obtained their current job via a job centre, or employment agency.

7.42 Many Partnerships are having to tackle formidable problems arising from **unemployment**:

- fully 28 per cent of those currently not working have never had a job, a figure which increased slightly between 2002 and 2004, at which time it was fully 13 percentage points higher than the national average

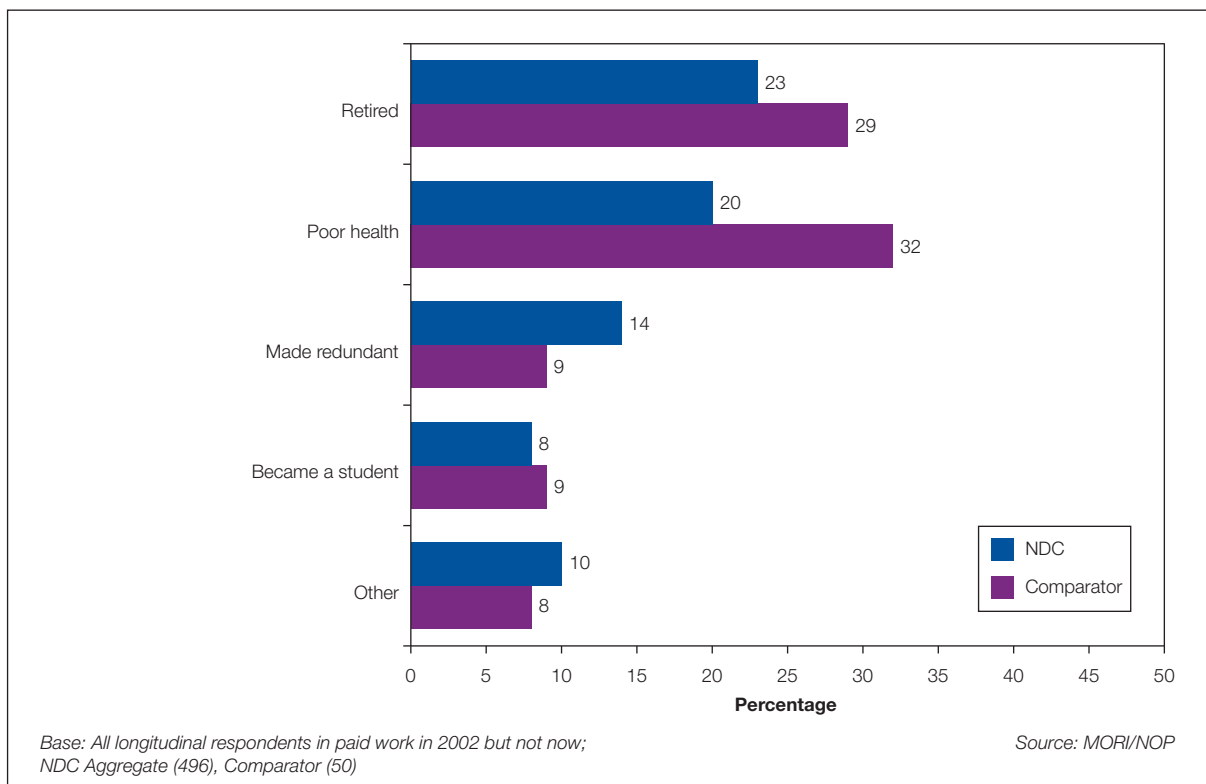
⁸⁸ Kellard, K., Legge, K. and Ashworth, K. (2002) *Self-employment as a Route off Benefit*, DWP – Research Report No. 177.

⁸⁹ DWP (2003) *Jobseeker Traffic Survey – year two*.

- seventy-six per cent of the registered unemployed have been without a job for more than six months, a figure which rose five percentage points between 2002 and 2004, at a time when it fell six percentage points in the comparator areas
- about a quarter of those aged 16-69 (other than those in their current work for more than five years) have had a spell of registered unemployment in the last five years, although this figure dropped six percentage points between 2002 and 2004
- of those who had spells of unemployment in the previous five years, fully 75 per cent had been registered unemployed for six months or more on at least one occasion, a three percentage points increase on 2002, and a figure some three percentage points higher than for the comparator areas.

7.43 Those with jobs in 2002 but who were no longer in paid work by 2004 were asked to indicate the main reason for this transition (Figure 7.5). Almost a quarter had retired. But 20 per cent indicated the main reason was poor health and 14 per cent had been made redundant. Equivalent figures for the comparator areas are 32 per cent and nine per cent respectively. Somewhat surprisingly there is less evidence for NDC residents losing jobs because of health factors than is true for the comparator areas.

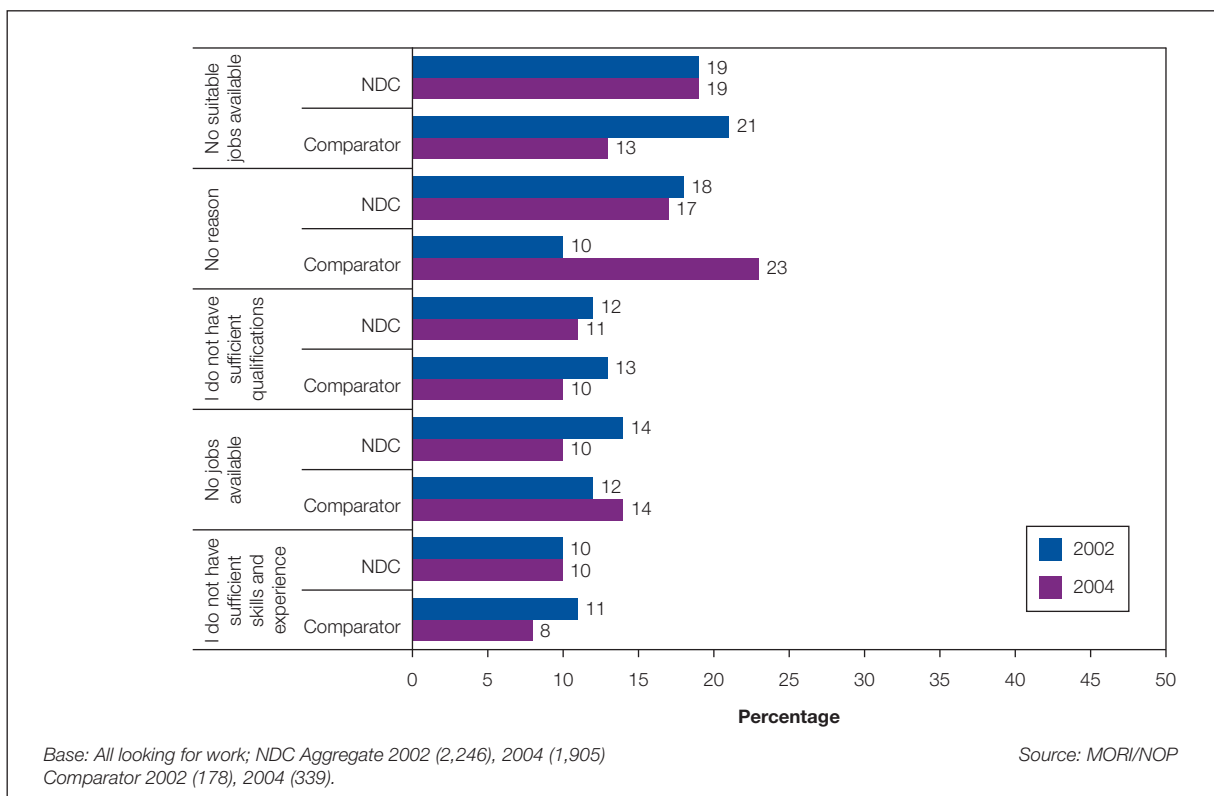
Figure 7.5: Reason why no longer in paid employment



7.44 All of those looking for work were asked what was stopping them from getting the type of work they wanted (Figure 7.6):

- virtually all of the potential barriers to work were identified by fewer respondents in 2004 than had been the case two years earlier: residents are identifying fewer barriers to work
- in absolute terms the three key factors are lack of suitable jobs; not having the right qualifications, skills and experience; and lack of any jobs: the last of these factors recorded the largest absolute decline between 2002 and 2004
- interestingly few respondents identify lack of childcare facilities or problems with transport as being barriers to work, issues which Partnerships may feel most able rapidly to respond.

Figure 7.6: Factors preventing residents obtaining work (Top 5)



Benefit exit/entrance rates

7.45 Evidence in relation to work and unemployment can be gleaned from administrative sources and in particular individual benefits data. A few definitional issues should be made here:

- the definition of ‘worklessness’ adopted in this section (7.46 to 7.62) includes people of working age (i.e. 16-59) who are **involuntarily excluded from the labour market and are claiming certain out-of-work benefits**

- the out-of-work benefits that constitute being workless are JSA for people claiming as unemployed, and IB or SDA for people claiming as sick or disabled
- data has been provided for the national evaluation by the DWP
- the period 1999 to 2001 is assumed to be 'pre-NDC implementation' and 2001 to 2003 'post-NDC implementation'; 2001 is thus the NDC baseline year
- data can be analysed both **cross-sectionally** (numbers and rates of worklessness for different areas at different times) and, by linking data from different time points using a unique reference number, **longitudinally** to explore the underlying dynamics of worklessness on individuals
- in order to ascertain whether trends observed in NDC areas are more favourable than those observed in non-NDC areas, comparisons are made with national trends, parent local authority trends, and trends in specially selected comparator areas of similar population size and similar levels of deprivation.

Cross-sectional Analysis

7.46 According to the definition outlined above, there were 50,710 workless people in NDC areas in 1999,⁹⁰ representing 23 per cent of the total working age population. By 2001, this had fallen to 48,120, or 21 per cent of the relevant population. The decline continued, albeit less sharply, to 2003 when 47,655 or 21.6 per cent of the working age population, was workless. This trend of a sharper decline from 1999 to 2001 followed by a more gradual decline from 2001 to 2003 mirrors trends observed in England as a whole: 9.7 per cent of people were workless in England in 1999, 9.1 per cent in 2001, and 8.9 per cent in 2003. NDC areas with the highest worklessness rates in 2001 tended to experience the largest percentage point falls.

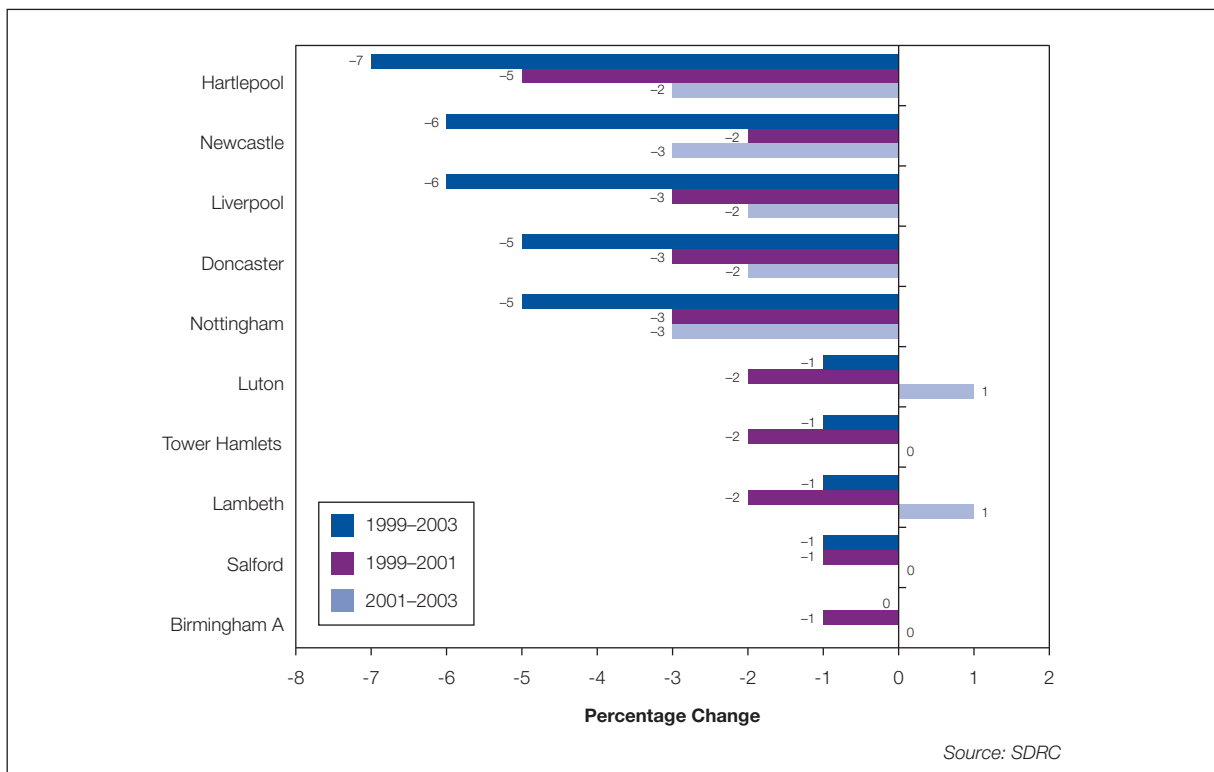
7.47 Comparing worklessness trends in NDC areas with those in comparator areas and local authorities allows assessments to be made of how NDC areas are faring relative to similarly deprived areas, as well as the larger local area. An NDC area can be said to have observed a **relative** improvement or fared better than its comparator area or local authority if the worklessness rate in the NDC area displayed a sharper percentage point decrease or a smaller percentage point increase than the comparator area or local authority.

- there is some evidence that more NDC areas are beginning to improve relative to their **comparator areas** in terms of worklessness: between 1999 and 2001, 18 of the 39 NDC areas experienced a more favourable change in worklessness rates than their comparator area; over the period 2001 to 2003, this figure increased to 26
- however, whilst 19 NDC areas experienced a more favourable change in worklessness rates than their **parent local authorities** between 2001 and 2003, some 25 did so between 1999 and 2001.

⁹⁰ All numbers of people workless have been rounded to the nearest five.

7.48 All NDC areas experienced a reduction in **unemployment rates** between 1999 and 2003. The magnitude of this reduction was generally between one and three percentage points between 1999 and 2001, usually followed by a smaller reduction between 2001 and 2003. However, 12 areas experienced increases in unemployment rates between 2001 and 2003. On average, the unemployment rate in NDC areas fell from 10.3 per cent in 1999, to 8.0 per cent in 2001, and again to 7.4 per cent in 2003. This parallels trends for England as a whole: rates falling from 3.6 per cent in 1999, to 2.8 per cent in 2001, and 2.6 per cent in 2003. An indication of variations amongst the 39 areas is outlined in Figure 7.7.

Figure 7.7: Change in unemployment rates by NDC areas 1999-2003: an indication of Partnership level variation



7.49 In relation to other benchmarks:

- from 1999 to 2001, 23 NDC areas observed more favourable changes in unemployment rates than comparator areas, and 22 in the 2001 to 2003 period
- Thirty-four performed more favourably than their local authority between 1999 and 2001, and 26 between 2001 to 2003.

7.50 These benchmarks suggest NDC areas were generally performing slightly better before rather than after 2001. At this Interim stage it is not possible to be definitive as to why this should be the case. It will be explored in greater detail in later stages of the evaluation. But three issues merit comment:

- the relative position of NDCs compared with their local authorities is especially complex: some NDCs may actually have been performing better than had historically been the case, but this still fell short of what was happening in the wider district
- this run of data currently finishes in 2003: changes may well have gathered pace after that date
- as is discussed below (see 7.62) an analysis of longitudinal data showing what happened to individuals suggests there was ‘a positive NDC effect’ in relation to unemployment for those who remained in NDC areas.

7.51 On average, the rate of **work-limiting illness** in NDC areas increased from 12.4 per cent in 1999, to 13.0 per cent in 2001, and then to 13.3 per cent in 2003. Again, this parallels national trends: 6.1 per cent in 1999, to 6.3 per cent in 2001, and 6.4 per cent in 2003. The rate of illness or disability increased in 32 areas between 1999 and 2001 and 23 between 2001 and 2003: fewer NDC areas experienced increasing illness/disability rates after 2001.

7.52 And in relation to benchmarks:

- thirteen NDC areas fared better than their comparator areas between 1999 and 2001, and 22 between 2001 and 2003
- between 1999 and 2001, 11 NDC areas improved relative to their parent local authority, a number which increased to 19 for the 2001-2003 period.

7.53 Hence in relation to cross-sectional administrative data, relative to the pre-implementation period (1999-2001), the ‘post implementation’ period (i.e. after 2001) saw:

- fewer NDC areas improving their unemployment rates relative to their comparator areas and LAs than in the ‘pre-implementation’ period
- but an increase in the number of NDCs outperforming their comparator areas and local authorities in terms of reducing work-limiting illness.

Longitudinal Analysis: Transitions

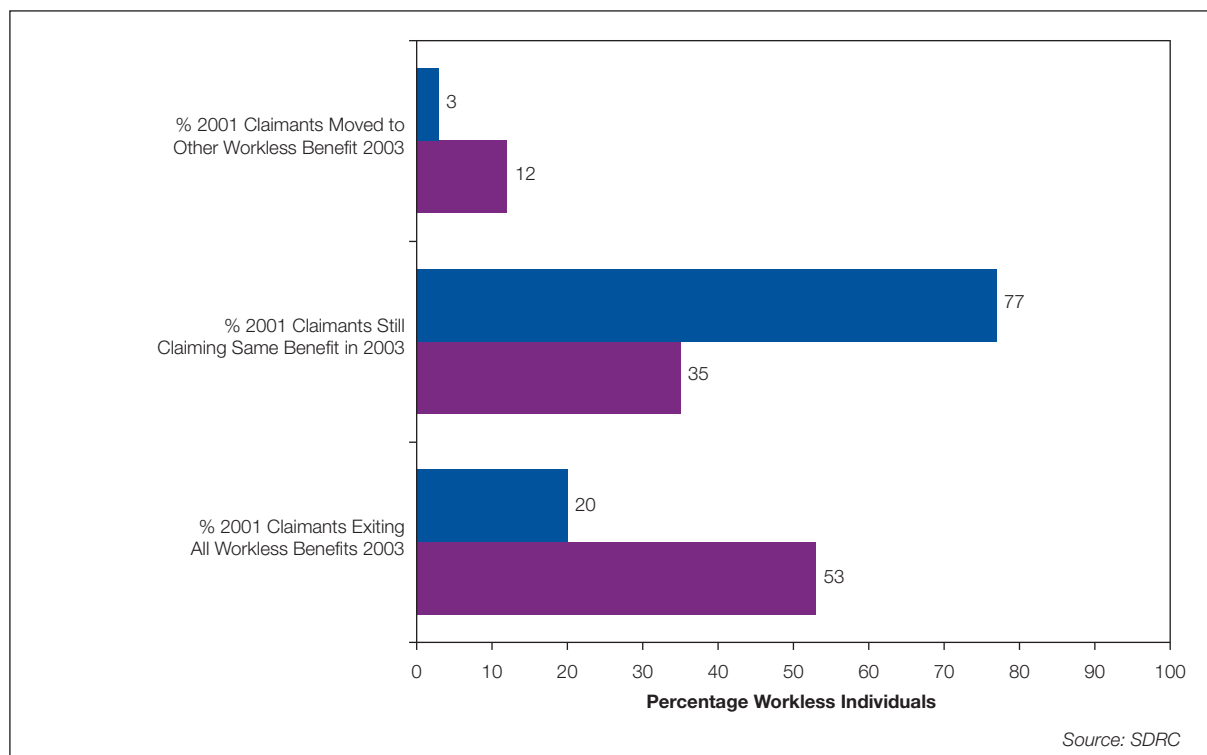
7.54 Although cross-sectional analyses outlined immediately above provide a valuable overview of worklessness in areas, assessing changes in rates at an area level can hide changes at the level of the individual. It is important therefore to explore the **dynamics of worklessness** that underpin the neighbourhood level changes.

7.55 The movement of individuals into, and out of, worklessness is an important indicator of the degree to which worklessness is being tackled in NDC areas: dealing with worklessness is not simply a case of reducing the **rate** of worklessness in NDC areas, it is also about helping workless **individuals** back into work.

- 7.56 In this context the **worklessness ‘exit rate’** in an NDC area is the proportion of workless individuals who exit all workless benefits in a given period. The unemployment exit rate is the proportion of unemployed individuals who exit worklessness and, similarly, the sickness/disability exit rate is the proportion of sick/disabled individuals who exit worklessness. For an individual claiming a workless benefit at the beginning of a given time period, three benefit destinations are possible:
- exiting all workless benefits: the ‘exit rate’
 - claiming the same benefit
 - moving to a different workless benefit.
- 7.57 The proportion of workless individuals exiting workless benefits in NDC areas and in England as a whole has decreased slightly: the NDC area worklessness exit rate fell from 32.9 per cent in 1999-2001 to 32.7 per cent in the period 2001-2003, and the national figure from 35.2 per cent to 34.5 per cent. These figures do not provide any evidence that the gap between national exit rates and NDC exit rates closed; but they do not suggest either that NDC areas are falling behind the country as a whole to any significant degree.
- 7.58 Although the overall NDC area exit rate remained unchanged, **individual NDC areas** witnessed considerable change: in about half of the 39 areas the worklessness exit rate increased between both 1999-2001 and 2001-2003 and in about half it decreased. The **range** of exit rates in individual NDC areas was considerably smaller in the second period, resulting in something of a convergence toward the NDC Programme wide average.
- 7.59 Between 1999-2001 and 2001-2003, 16 NDC areas experienced an increased exit rate relative to their comparator area, 23 relative to their local authority and 21 relative to the country as a whole. London NDC areas had the most success in increasing exit rates relative to comparator areas, with six out of the 10 areas doing so. Improvement relative to the national exit rate occurred almost exclusively in NDCs in the north and midlands.
- 7.60 **Rates of exit** from unemployment were much higher than those from work-limiting illness/injury: 53 per cent of individuals unemployed in 2001 had exited worklessness by 2003, compared with only 20 per cent of individuals suffering work-limiting illness/injury in 2001 (Figure 7.8). Accordingly, the proportion of individuals claiming the same workless benefit in 2001 and 2003 was much greater for sickness/disability than for unemployment: 35 per cent of 2001 JSA claimants from NDC areas were also claiming in 2003, compared with 77 per cent of IB/SDA claimants. Those workless due to work-limiting illness or disability are at much greater risk of long-term worklessness⁹¹ than unemployed individuals.

⁹¹ Because these data are generated by linking data from two time points it is not possible to infer continuous long term worklessness from them.

Figure 7.8: Benefit Transitions 2001-2003



7.61 Across all NDC areas approximately 12 per cent of 2001 unemployed people had moved to claiming sickness/disability benefits by 2003. The proportion of unemployed people moving from JSA to IB/SDA between 1999-2001 compared with 2001-2003 increased slightly (0.5 percentage points), a smaller increase than that experienced nationally (0.8 percentage points). This may suggest NDC areas are making more progress than the country as a whole in slowing the movement from unemployment to work-limiting illness/disability.

Longitudinal Analysis: Statistical Modelling

7.62 Whilst the longitudinal analysis presented immediately above unpicks some of the key benefit transitions experienced by individuals, it is impossible to ascribe any 'NDC effect' without first controlling for important individual and area characteristics. Multivariate statistical methods have the advantage of controlling for a number of factors (individual/household/ecological factors, as well as time) that might increase or decrease transitions off worklessness. The Differences-in-Differences method allows for the comparison of exits from benefits for people living in NDC areas with exits from benefits for people living in non-NDC areas. Preliminary analysis suggests that the Programme may have helped increase transitions off worklessness. Early results suggest that between 2000 and 2004:

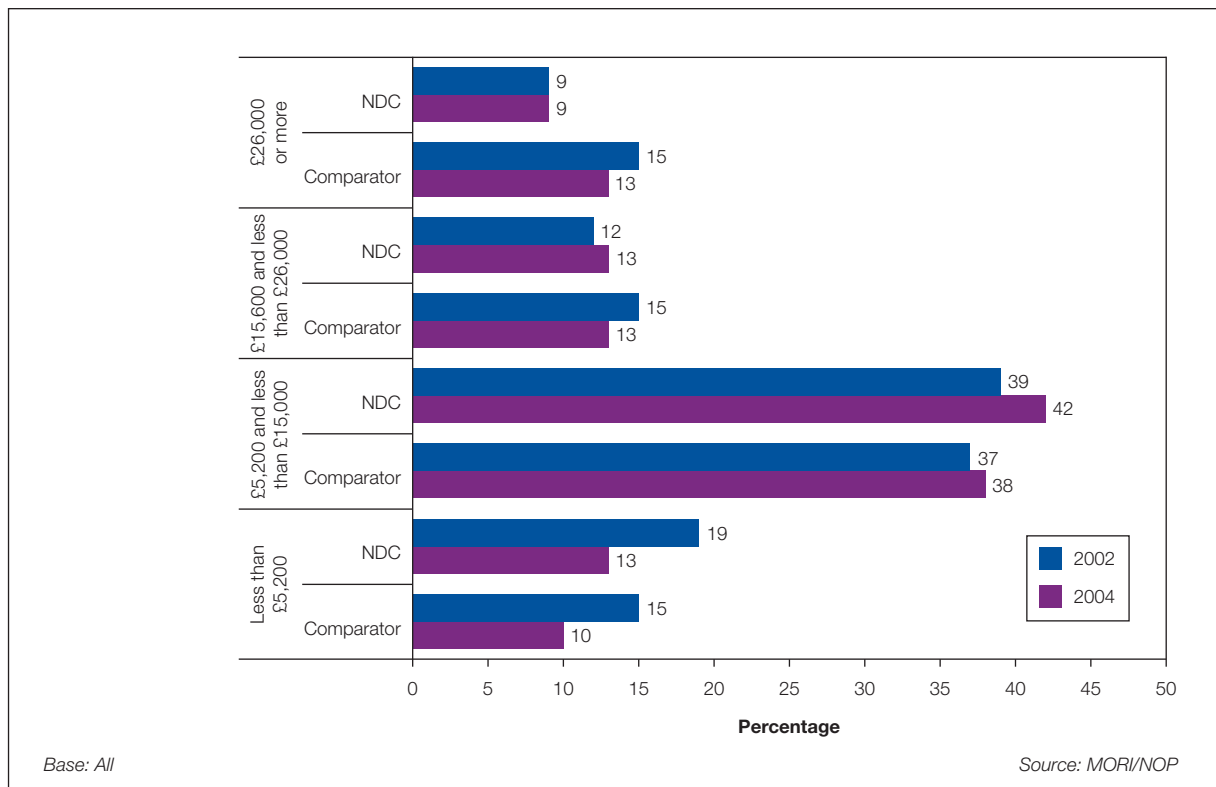
- unemployed people living in NDC areas were 1.1 times more likely to exit unemployment benefits than claimants living in the rest of the country
- sick and disabled people living in NDC areas were 1.6 times more likely to exit sickness/disability benefits than claimants living in the rest of the country.

Personal Finance

7.63 The 2002 and 2004 household surveys provide information in relation to nominal income (Figure 7.9). Key findings include:

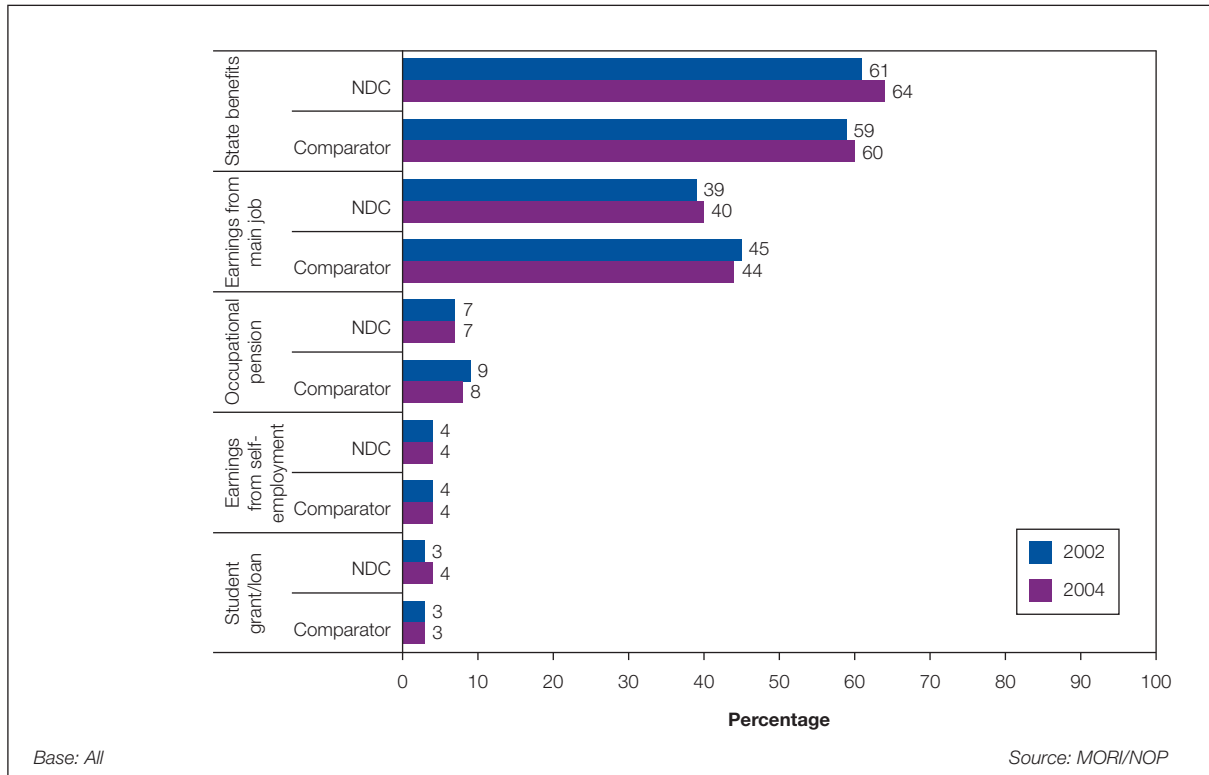
- some 13 per cent of NDC households have a gross annual income of less than £5,200: the equivalent for the comparator areas is 10 per cent, and nationally just five per cent
- at the other end of the spectrum nine per cent of NDC households receive in excess of £26,000 a year: the comparator areas and national equivalents are 13 per cent and 27 per cent respectively
- relatively little change occurred between 2002 and 2004, although there was a fall of seven per cent in NDC areas and five per cent in the comparator areas, in households earning less than £5,200 a year; this is to be expected given the general rise in incomes over this period.

Figure 7.9: Household Income



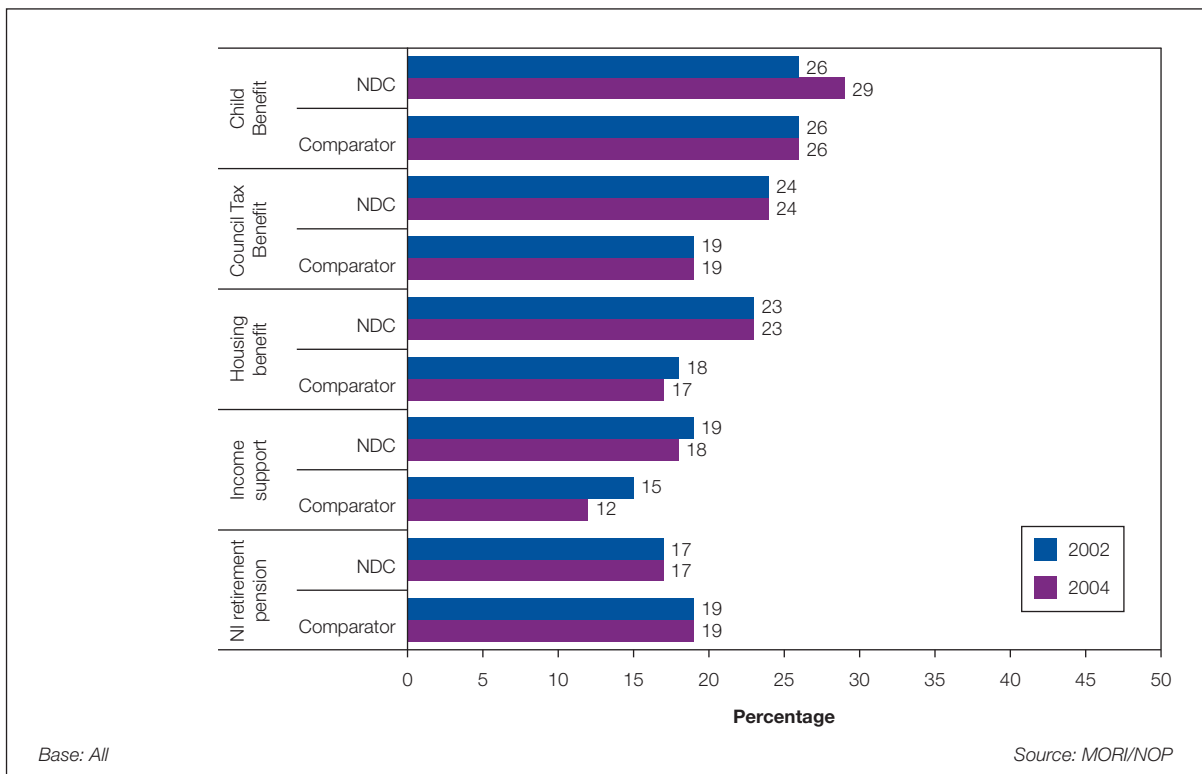
7.64 Respondents were asked about sources of income (Figure 7.11). Forty per cent received earnings from their main job as an employee compared with a figure some four percentage points higher in the comparator areas. Sixty-four per cent were in receipt of some state benefit, four percentage points higher than the comparator areas. Relatively little change occurred between 2002 and 2004, although there were slight increases in relation to earnings from both main job and state benefits.

Figure 7.10: NDC Residents: Sources of Income



7.65 All residents were asked if they were in receipt of state benefits (Figure 7.11). More than 20 per cent receive child benefit, housing tax benefit, or council tax benefit. Over 15 per cent receive NI retirement pension or income support. There was relatively little movement in the proportion of residents receiving these five benefits between 2002 and 2004. By 2004 a higher proportion of residents in NDC areas were receiving four of these five benefits than was the case for the comparator areas, NI retirement pension being the exception.

Figure 7.11: NDC Residents: Benefits received



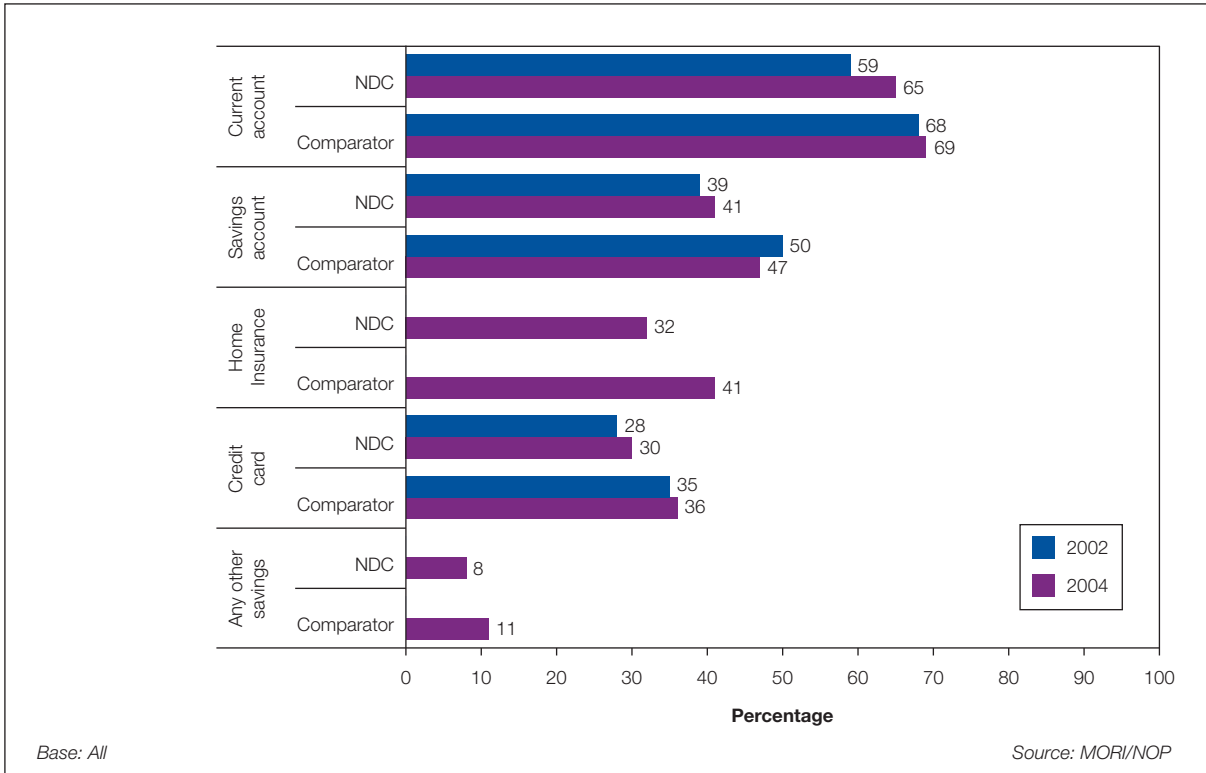
7.66 The government has taken steps to reduce financial exclusion and to encourage people to be more responsible in terms of personal finance through taking out bank accounts.⁹² and moving to direct payments of social security benefits. There is some evidence of positive change in NDC areas in relation to questions of personal finance (Figure 7.12):

- between 2002 and 2004 there was six percentage points increase in those with a current, and two percentage a savings, account
- these increases were greater than occurred in the comparator areas.

7.67 However, in absolute terms far fewer NDC residents have a savings or, especially, a current account than is the case nationally. Only 30 per cent of those over 18 have a credit card, compared with a national equivalent of 47 per cent. And 16 per cent have no bank accounts or other personal financial facilities.

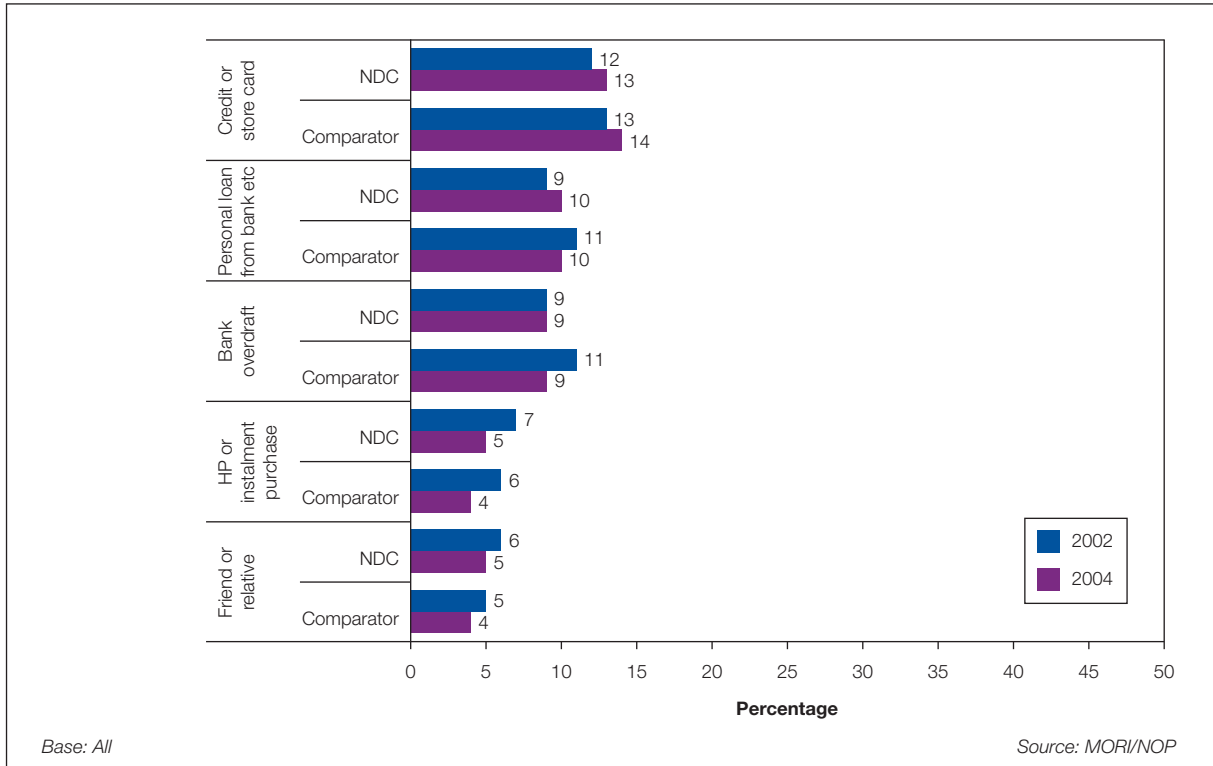
⁹² House of Commons Treasury Committee (2004) *Restoring confidence in long-term savings, Eighth Report of Session 2003-04, vol 1.*

Figure 7.12: NDC Residents: Personal Finance



7.68 Residents were asked to indicate if they had any loans or credit or owed money to any individuals or organisations. Almost 60 per cent did not, a similar figure to both the 2002 NDC total and the 2004 equivalent for the comparator areas. Because of factors such as poor credit rating, relatively limited use of credit cards and low proportions of owner occupation, it is not surprising to see NDC residents having fewer loans and owing money to fewer organisations than is the case nationally (Figure 7.13). Whereas just 23 per cent of NDC residents owe money on a credit/store/charge card or have a personal loan from a bank or building society, the national equivalent is fully 45 per cent. But a third of those in NDC areas who do have loans or owe money have some, or severe, difficulties in making repayments.

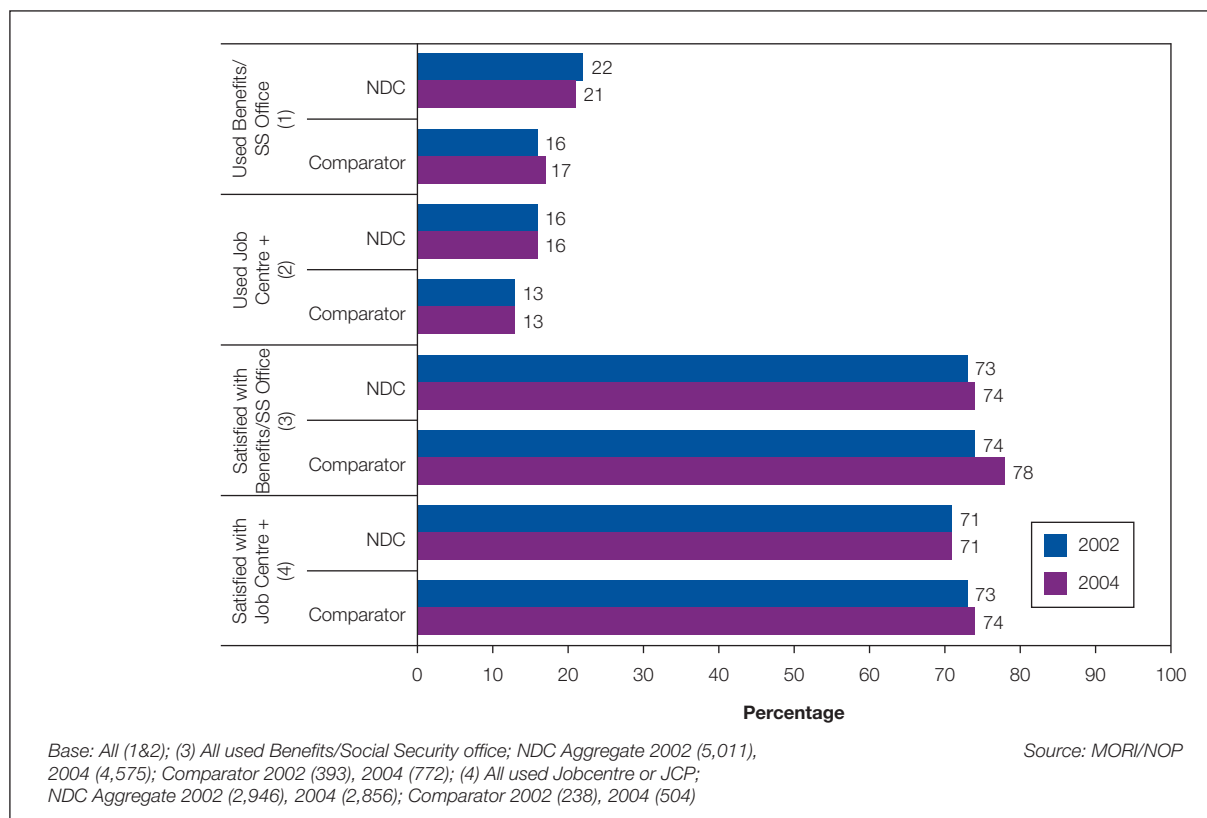
Figure 7.13: NDC Residents: Sources of loans



Satisfaction with employment and benefits agencies

7.69 In 2004 21 per cent of NDC residents used the benefits/social security office, and 16 per cent JCP (Figure 7.14). 2002 figures were very similar. For both services, just over 70 per cent of users were either very, or fairly, satisfied with the experience. This represents a slight increase on 2002. But whereas there was a one percentage increase in those satisfied with benefits/social security offices between 2002 and 2004 in NDC areas, there was four percentage points increase in the comparator areas.

Figure 7.14: Use of and satisfaction with employment services



Interventions in worklessness and change data: assessing relationships

7.70 More data is available in relation to worklessness than for the four other themes, not least because there is a substantial body of evidence arising from both major sources: the 2002-2004 household surveys and administrative data. This evidence shows that the **absolute position** of NDC areas, and those who live in them, is worse than is true nationally or for host local authorities. For instance:

- economic activity rates are lower
- more are employed in lower paying occupations
- fewer are in self-employment
- far more are on workless benefits
- far more live in low income households.

7.71 In **relative terms, the cross-sectional data** identifying change through time at the area level, points to some modest improvements in the position of NDC areas when compared with their benchmarks. For instance:

- overall NDC average worklessness rates fell between 1999 and 2003, with most of this occurring between 1999 and 2001, in line with national trends

- more NDC areas showed greater improvements in levels of worklessness relative to their comparator areas after the start of the Programme (2001) than prior to its inception
- after 2001 more NDC areas performed relatively better in relation to sickness/disability rates than either the comparator areas or host local authorities
- between 2002 and 2004 NDC areas saw a slightly greater fall in households earning less than £5,200 than occurred in the comparator areas.

7.72 It is not surprising that to date area level change appears modest:

- change is likely to be strongly affected by trends operating within wider city-regions and the impact of population dynamics within NDC areas
- obtaining a job may often be the 'end point' of a longer process involving a range of job preparedness, training and mentoring schemes: it may take time for these kinds of projects to culminate in the 'ultimate' outcome of jobs for many individuals.

7.73 However, it is important to re-iterate that **longitudinal individualised household survey and administrative data** became available towards the end of this first phase of the evaluation which traced what happened to individuals through time. The headlines from the two household surveys (see 12.47) and administrative longitudinal data (see 7.62) are more encouraging. They suggest better outcomes for individuals than is evident from area based cross-sectional analyses. There does appear to be something of an 'NDC effect' on employment levels for those remaining in the NDC areas, after controlling for individual, household, ecological and time factors.⁹³ This findings should be treated with considerable caution. Later phases of the evaluation need to explore in much greater detail relationships between individual level interventions and outcomes. But at first glance it does appear that the kinds of interventions outlined in earlier sections of this chapter are beginning to have an impact on individuals.

IMPLICATIONS FOR THE NDC PROGRAMME

Tailoring interventions to the needs of the disadvantaged

7.74 A key policy aim for many Partnerships is to meet the needs of those most at risk of disadvantage in the labour market. However, even small areas such as NDCs exhibit heterogeneity in terms of work activity and household income. Targeting support on priority groups such as lone parents, BME groups or the disabled may not provide the focus necessary to reach those who at greatest risk of exclusion such as ex-prisoners or those with a drug dependency. Evidence from NDCs suggest various techniques may need to be adopted to tackle problems impacting upon the most disadvantaged groups:

- undertaking audits to ensure the most disadvantaged are recognised

⁹³ Factors controlled for are age, presence of partner, presence of child(ren) aged 0 – 4, geographical transitions in NDC areas, geographical transitions out of NDC areas, number of previous workless spells, number of previous workless spells longer than 6 months, overall deprivation scores from IMD 2004, Round 1/2 NDC, and region of residence.

- adopting flexible entry criteria so that people are not excluded from the services on offer
- discouraging projects from 'cherry picking' as a means of meeting targets
- developing tailored, sustained and holistic support to attract and retain those some way from getting a job
- creating sensitive and effective support for people with health problems and disabilities
- establishing community based outreach work to deliver interventions at a time and in a space convenient for users
- providing support to employers and recruits to ensure the sustainability of the job outcome
- building relationships with employers in order to develop interventions which are sympathetic to their needs, thus securing work opportunities and influencing 'good practice' in terms of HR and workforce development
- accepting that throughputs can be relatively low, costs per output/outcome relatively high, and outcomes only secured in the longer run.

Developing effective partnerships

7.75 Partnership working with agencies lies at the heart of NDC activity and is crucial in reducing duplication, adding value to public investment and improving services available to local people. It is also central to effective project delivery and to the sustainability of activities. Partners involved in NDC worklessness interventions include local authorities, voluntary sector bodies, private sector organisations, social enterprises, Business Link, LSCs, Connexions and JCP. Good working relationships can ensure effective and long term multi-agency relationships with clients, such as learners or entrepreneurs. In general, relationships with mainstream agencies having a wider spatial remit, such as RDAs, and to a lesser extent LSCs and Business Link, have been relatively limited, although there are indications that this is improving, an important issue if NDCs seek more influence over mainstream provision. It probably has to be accepted, however, that relationships between NDCs having a remit over a relatively small area, on the one hand, and organisations such as RDAs dealing with much larger entities, on the other, are unlikely ever to be especially close.

7.76 However, the involvement of JCP is often recognised as being a key releasing factor in the launch of many interventions. Its contribution varies across NDCs ranging from strategic involvement at Board level in a minority, to providing operational support for the implementation of projects in the majority. In practice this support has come through various routes:

- the secondment of JCP staff, including in at least one instance as the manager of an NDC's Employment Theme, thus ensuring a close fit between the objectives and priorities of the two agencies
- basing JCP staff at NDC premises in Partnerships such as Southwark, Lewisham, Wolverhampton, Lambeth, Derby, Coventry
- developing a positive role in relation to outreach work, not least through the creative use of a referrals client base.

7.77 There have been some local problems in cementing relationships between NDCs and JCPs, including an apparent lack of a willingness on the part of some JCP staff actively to support the aims of local NDCs, financial and staffing constraints in some JCP offices, and, a perennial problem in the area, competition for outputs across public and private sector trainers. Nevertheless, on the broad canvas there is little doubt that relationships between most NDCs and their local JCP have blossomed. There is a wider lesson here in that specific financial support was made available by the NRU to encourage JCP engagement at an early stage in the development of the Programme. In the longer run this support seems to have paid off. Neighbourhood level renewal is more likely to be delivered effectively if relevant delivery agencies are 'locked in' at an early stage, and at a strategic level.

Reconciling demand and supply side approaches

7.78 The need to work in partnership with a myriad of agencies and to engage employers in strategic dialogue is a challenging and time consuming process. Nevertheless, evidence from the national evaluation points to the importance of creating a systematic approach to interventions within worklessness. At the strategic level there will be a need to create an overarching programme which reflects on all of the evidence available to NDCs, key partner agencies and the local community.^{94,95} One key issue which will need to be considered at the outset is the balance between the relative effectiveness of supply, as opposed to demand focussed initiatives: should the emphasis be on developing the 'employability' of people so that they can access available jobs or on improving the supply of jobs? In practice many programmes contain a strong supply-side emphasis concentrating activity on improving the employability of residents and overcoming barriers to work such as childcare and transport. Whatever overall approach is adopted however, interventions will need to be driven through by a process which identifies which agency is responsible for achieving which outcome: interventions need champions.

94 Green, A. and Sanderson, I. (2004) *Employment Strategies: NDC case studies – Research Report 37*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

95 Sanderson, I., Green, A. and White, R. (2005) *Employment strategies in Newham and Hull NDCs – Research Report 62*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Sustainability

7.79 Worklessness interventions effected by NDC Partnerships raise a number of issues in relation to sustainability:

- enhanced access to job opportunities can lead to increased out-migration; interventions delivered through other themes such as housing, health, safety, transport and environmental improvement need to make NDC areas more attractive for people, thus encouraging more to stay in the local area (mobility is discussed in greater detail in Chapter 12)
- many interventions are short-term pilots addressing complex long-term personal and/or area problems; the value of these interventions needs to be communicated to delivery agencies such that gains realised in terms of, for example, improved skills are not 'lost' due to the discontinuation of interventions.

EMPLOYMENT, FINANCE AND ENTERPRISE: A CONCLUDING COMMENT

7.80 This chapter has explored the scale and scope of interventions in the broad area of worklessness and identified changes highlighted by the two major data sources. Four overarching headlines emerge:

- Partnerships and agencies have instigated a wide range of interventions designed in some way to tackle, sometimes acute, problems of inactivity, unemployment, low incomes and low entrepreneurial activity; many interventions are designed in some guise or other to improve the skills and employability of residents
- across the Programme there has been mixed experience in relation to engagement with agencies: some, notably JCP, have been absolutely central to delivery; others such as RDAs, LSCs and Connexions have been less evident; the model of using modest but dedicated resources to ensure the early engagement of JCP, may have wider applicability across the Programme and neighbourhood renewal more generally
- cross-sectional data looking at area level changes through time point to only modest changes across NDC areas up to 2004
- however, longitudinal administrative and survey data points to better outcomes being achieved for individuals in NDCs than has occurred for those in comparator areas; it is not yet clear exactly why this should be so; the next phase of the evaluation will need further to unravel these encouraging early signs that individuals in NDC areas are indeed benefiting from neighbourhood level interventions in the broad area of worklessness.

CHAPTER 8:

CRIME AND DISORDER

INTRODUCTION

8.1 This chapter examines crime and disorder in the Programme. The first section highlights the wider policy context within which Partnerships have implemented their plans in relation to crime and fear of crime. The scale of overall activity is identified and crime initiatives examined within a five-fold classification. Programme wide change is explored using both the 2002 and 2004 household surveys, and administrative data. The final section examines the implications of crime interventions for the Programme and the wider neighbourhood policy agenda.

THE POLICY CONTEXT

8.2 The 2003/04 BCS indicates that, since a 1995 peak, recorded crime has fallen by 39 per cent with vehicle crime and burglary falling by roughly half and violent crime by one third.⁹⁶ However, although nationally there has been a downward trend in levels of crime and disorder, people living in deprived areas experience higher levels of disorder and other neighbourhood problems. Findings from the 2002/03 BCS illustrate that people living in council estates and low-income areas were most likely to perceive high levels of crime such as ASB: 39 per cent compared with a national average of 22 per cent. Drug use is the biggest concern for 21 per cent of residents of deprived areas, compared with 13 per cent of residents in non-deprived areas.⁹⁷

8.3 Developing strong and safe communities is a key element in the government's NSNR.⁹⁸ Evidence from the SEU suggests that crime and disorder is particularly problematic in large metropolitan areas and deprived neighbourhoods.⁹⁹ A number of initiatives have been introduced in order to reduce the gap between areas with the highest levels of crime and the rest of the country including:

- the government is increasingly adopting offender-targeting as a means of dealing directly with high crime communities: the Street Crime Initiative introduced in 2002 has led to a 20 per cent reduction in robberies in the ten most affected police force areas, which collectively contain 26 NDCs¹⁰⁰
- the Prolific and Priority Offender Strategy (PPO) introduced in 2004 is based on the fact that a relatively small number of prolific offenders commit a disproportionate amount of crime; deprived areas have to target a greater number of prolific offenders than other areas

⁹⁶ Dodd, T., Nicholas, S., Povey, D. and Walker, A. (2004) *Crime in England and Wales 2003/2004*.

⁹⁷ Simmons, J. and Dodd, T. (2003) *Crime in England and Wales 2002/03*. Home Office Statistical Bulletin 07/03.

⁹⁸ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on*.

⁹⁹ National Strategy for Neighbourhood Renewal (2000) *Report of Policy Action Team 8: Antisocial Behaviour*.

¹⁰⁰ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on*.

- from 2001 – 2004 CDRPs and DATs were allocated funding from the CAD Strategy; £300 million was made available to help police and local communities tackle neighbourhood drug problems and crime associated with them
- the Alcohol Reduction Strategy launched in 2004 places a strong emphasis on inter-agency working, data sharing and coordination to deal with local priorities. For example, CDRPs, PCTs, and DAATS are encouraged to work together to identify the specific needs of deprived areas in tackling drug and alcohol use¹⁰¹
- a raft of proposals curbing ASB has been introduced including the 2003 Anti-Social Behaviour Act which gave more powers to police and other agencies to tackle ASB including the right to close ‘crack houses’ and evict ‘nuisance’ tenants
- the Active Community Unit, launched in 2002, is to promote the development of the voluntary and community sectors to encourage people to become actively involved in their communities, particularly in deprived areas¹⁰²
- the creation of CSOs as part of the Police Reform Act in 2002, together with Neighbourhood Warden Schemes, form central components in the government’s strategy to boost neighbourhood policing teams in high crime areas
- a number of offender-based or diversionary projects have been introduced to help tackle youth crime; these include ISSP and YISP
- finally, the Safer and Stronger Communities Fund, introduced in 2003, made up of several existing ODPM and Home Office funding streams amounting to £660 million over three years, is to assist local authorities and other agencies to work together to develop a co-ordinated approach to dealing with crime and ASB, especially in high crime communities.

8.4 It is clear that NDC Partnerships have functioned within a rapidly changing, but generally supportive, policy environment. One of the challenges for Partnerships is to work within the wider context in order to initiate and sustain interventions which can effectively address problems of crime and disorder in their immediate locality. The next section highlights the scale of NDC activity in relation to crime.

CRIME IN THE NDC PROGRAMME: OVERALL ACTIVITY

8.5 Partnerships have developed crime reduction strategies in order to deal with acute neighbourhood level problems in relation to both crime and fear of crime. For instance in 2002:

- seven per cent of NDC residents had experienced burglary or attempted burglary in the previous 12 months; the national equivalent was 3.4 per cent¹⁰³

101 NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on.*

102 www.homeoffice.gov.uk/inside/org/dob/direct/acomu.html

103 Kershaw, C., Chivite-Matthews, N., Thomas, C. and Aust, R. (2001) *The 2001 British Crime Survey.*

- Fifty-eight per cent were worried about being mugged or robbed compared with 41 per cent nationally.¹⁰⁴
- 8.6 In order to address these kinds of difficulties, Partnerships spent of the order £53 million on community safety in the four years beginning 2000/01. Spending rose year on year from about £2.5 million to £23 million by 2003/04. Programme wide expenditure patterns are identified in greater detail in Chapter 11 (See Tables 11.3, 11.4).
- 8.7 The 39 most recent Delivery Plans provide the most consistent evidence through which to identify outcomes and projects in relation to crime. This should not be seen as a precise tabulation of activity, since Delivery Plans do not always give an exact indication of outcomes and projects. But they do provide a broad overview of activity.¹⁰⁵ As would be anticipated, crime outcomes mentioned by Partnerships in their most recent Delivery Plans are mainly concerned with reducing crime and fear of crime, although there is a strong emphasis too on preventing youth crime and ASB (Table 8.1).

Table 8.1: NDC Delivery Plans: Crime Outcomes

Outcome	No. of Outcomes
Reduce crime	26
Reduce fear of crime	23
Reduce burglary	16
Reduce ASB & hooliganism	15
Reduce vehicle crime	10
Reduce youth crime	9
Increase feelings of safety outside the home	9
Increase feelings of safety	6

Source: CRESR

Based on Delivery Plans 2004/5

- 8.8 There is considerable Partnership level variation in the proportion of crime, to total, outcomes. In at least three NDCs they account for less than 10 per cent of all outcomes, in Luton, Knowsley and Tower Hamlets approximately one quarter.
- 8.9 In terms of linking outcomes to **floor targets**, all NDCs have outcomes which relate to the 2002 crime floor target designed to reduce crime and the fear of crime. Outcomes in all NDCs are also likely to contribute to the revised PSA crime floor target effective from April 2005: to reduce crime by 15 per cent, and more in high crime areas, by 2007/08.
- 8.10 Across the Programme total **projects** being delivered by Partnerships rose about 78 per cent between the original and revised Delivery Plans (i.e. from about 2000 to about 2004). Crime projects however increased by only 38 per cent. This may well reflect the tendency for Partnerships to introduce relatively small scale crime and ASB initiatives in their early days in order to meet local priorities and to carry out relatively straightforward ‘early wins’. The 39 Delivery Plans provide details of the types of projects which Partnerships have implemented (Table 8.2). Bearing in mind the

¹⁰⁴ Kershaw, C., Chivite-Matthews, N., Thomas, C. and Aust, R. (2001) *The 2001 British Crime Survey*.

¹⁰⁵ CRESR (2005) *Analysis of Delivery Plans: Outcomes, Floor Targets and Projects*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

consistent support provided by local police forces to many NDCs, it is not surprising to find that the single most frequently mentioned project is increased police numbers and activity. Other frequently mentioned projects include target hardening schemes, drug and alcohol abuse projects and reducing crime amongst younger people and in the home. In at least nine NDCs crime projects amount to less than 10 per cent of all projects. On the other hand in Middlesbrough, Southampton and Doncaster crime projects account for approximately one quarter of the total.

Table 8.2: NDC Delivery Plans: Crime Projects

Project	No. of Project
Police increase numbers & activity	32
Wardens/street concierge service	30
CCTV	25
Safety project	24
Domestic violence worker/project	21
Drug/alcohol abuse project/worker/services	19
Security project – domestic	16
YIP	12
Street lighting	12
Environmental improvement project	11
Security project – non-domestic	11

Source: CRESR

Based on Delivery Plans 2004/5

8.11 Towards the end of this phase of the evaluation more detailed Partnership level output data became available as evidence began to emerge from System K and other similar data bases. This evidence is consolidated in Chapter 11. But it is worth commenting here that by the end of 2003/04 Partnerships had implemented about 770 community safety projects each costing about £95,000 on average. Programme wide crime outputs at that stage included about 30 additional police, support for over 8,000 victims of crime, and youth inclusion/diversionary projects benefiting almost 50,000 young people.

PARTNERSHIP LEVELS INTERVENTIONS IN CRIME

8.12 Crime interventions can be classified into five groups which are considered below. For the sake of convenience a sixth group of crime prevention interventions, neighbourhood wardens, is considered as part of neighbourhood management in the Housing and Physical Environment, Chapter 6.

- changes in policing
- target hardening of individual properties
- increasing surveillance or protection to areas
- interventions targeting young people
- drug abuse projects.

Changes in policing

- 8.13 Changes in policing have been widely adopted, reflecting the community led nature of the Programme and the generally held view that the answer to crime problems is ‘more police on the beat’.¹⁰⁶ Policies designed to provide **additional policing** have included, for example, use of police overtime and two extra officers in Salford, additional beat police in Hull, community police in Bristol, and two drugs detectives, one schools beat officer and a field intelligence officer in Walsall. Local evidence suggests that this last project has contributed to month on month reductions in crime over the last two years.

Rochdale NDC: Additional Police Patrols – Operation Pioneer

The project delivers intelligence-led high profile police operations throughout the NDC area. The impetus for additional policing came from a community concerned about the relatively high incidence of crime including ASB in the town centre. They rejected the alternative, the provision of dedicated officers, on the grounds that these would be diverted from other duties. The project involves the deployment of additional officers on patrol during rest days for an 18 month period. While the immediate aims are to reduce crime and restore confidence within the community, an important further consideration is to buy time to develop a range of longer term initiatives including CCTV installation, a Neighbourhood Warden Scheme, a Safer Access project and Crime Prevention Surgeries.

Although Greater Manchester Police played the major role in design and implementation, there was considerable liaison with the Community Safety Section of Rochdale council and the Rochdale Safer Communities Partnership. The GMP deploys the additional capability acting on intelligence obtained from regular meetings with the Community Beat Officer and community consultations. Over the lifetime of the project there has been a greater preparedness on the part of the public to share information and report crime. Officers wear readily recognisable high visibility clothing in patrolling and this, along with the use of patrols in support of enforcement of ASBOs, has attracted particularly favourable comment.

There have been problems. Given the community led philosophy of NDC, GMP has, on occasion, had some difficulty in achieving a satisfactory balance between working to its own intelligence and the priorities of residents. A particular difficulty, recognised at the outset, is devising an exit strategy. Nevertheless the project has been relatively easy to implement because it builds upon existing service provision. There is a high level of local satisfaction with the scheme and community confidence in the police has apparently grown.

- 8.14 Partnerships have introduced **Community Policing Teams** or police teams ring-fenced to the NDC. Main elements in such schemes tend to include the involvement of the community in assessing local problems and setting priorities; a problem oriented approach to crime; improved visibility and accessibility of policing; and partnership working with local voluntary and statutory agencies and community groups. Local evidence suggests that Hammersmith and Fulham’s Community Policing Team has resulted in increased reporting of disorder and contributed to a decrease in robbery and burglary. In Sunderland the Community Policing Team has worked to build links with young people by giving community safety talks to about 1,700 young people. Twenty-seven meetings have been held with the Bangladeshi community and hotspots of crime and disorder have been targeted. In Knowsley a multi-agency approach to community policing has been developed with the establishment of a ‘Problem Solving Team.’

¹⁰⁶ Adamson, S. (2004) *Community based policing changes in New Deal for Communities – Research Report 36*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Besides additional patrolling, police have pursued diversionary activities such as a firework display, which resulted in a marked reduction of ASB on 'Mischief Night', and other activities designed to engage young people.

- 8.15 **Intelligence led policing** has been specifically implemented in some NDCs using information technology and modern methods to improve the efficiency of police working. Use is made of the National Intelligence Model, involving development and maintenance of up to date information on patterns of crime and criminality in order to intervene effectively to disrupt networks and remove prolific offenders. Newham has developed this approach in a particularly sophisticated way. The policing team's work is informed by an NDC Crime Reporting System providing a free telephone hotline to allow flows of intelligence about crime and ASB between the community and the team. A Crime Tracking System has been set up to gather detailed multi agency intelligence about crime in the area, tasks undertaken by an NDC dedicated analyst. Information from official sources and residents is pooled to facilitate decision making. Actions include traditional enforcement by police but also interventions aimed at tackling causes of problems which involve a variety of agencies and the community in Problem Solving Panels. An essential part of the system is revisiting problems to assess the effectiveness of interventions. There has been some evidence of reductions in certain types of crime since the introduction of the system.
- 8.16 Manchester's EMBRACE project targets **high volume offenders** and seeks to modify their behaviour by addressing factors which cause them to commit crime, providing rehabilitative opportunities and enabling enforcement activity from the police. High crime rates in the area were associated with a small group of offenders: 45 per cent of detected burglaries being committed by four offenders. More than 30 offenders have been targeted resulting in charges of robbery, burglary drug dealing, shop theft and assault. Twenty of this client group have not been charged with any further key offence while on the programme. Offenders have benefited by gaining qualifications, access to alternative education programmes for those of school age, and not in school, and support in securing employment.

Target hardening of individual properties

- 8.17 Many NDCs experience high levels of domestic burglary. Some areas with shops have had problems with retail burglary and attacks on shopkeepers. At least 14 Partnerships include upgrades of security to domestic premises in their 2004 Delivery Plans and ten improvements to commercial premises. A Burglary Reduction Initiative in Salford offered advice to all residents and free security products for burglary or attempted burglary victims. Almost 400 properties were upgraded. In Luton target hardening was combined with other situational crime prevention measures such as alleyway protection and 1,600 vulnerable properties were protected at a cost of £200,000. Here local evidence suggests that the burglary rate fell from 151 per 10,000 population before the initiative to 137 after, at a time when the burglary rate in the town as a whole was rising. In Kings Norton target hardening in two blocks of flats apparently led to a substantial fall in the number of burglaries.¹⁰⁷

¹⁰⁷ Marshall, B., Smith, C. and Tilley, N. (2004) *Using Situational Crime Prevention in Small Areas (Crime Science Short Report Paper 5)*. Jill Dando Institute of Crime Science, University College London.

Newcastle NDC: Tradesafe

The project was devised by the West End Asian Traders Association (WATA) in response to the experience of member shopkeepers being subject to harassment and attack. Following consultation between WATA, the Council, and Northumbria Police, the scope of the initiative was extended to embrace all traders in the NDC area and to include assistance in improving some of the many run down business properties in the area.

The NDC provides a discretionary grant of 75 per cent towards the capital costs of improving security and related environmental improvements to properties, with the remaining 25 per cent coming from the traders themselves. The objectives of the scheme are to reduce the incidence and fear of crime, enhance trade and thus the vitality of the local economy, and improve the general appearance of the area. WATA has a majority on the project steering group and, in practice, the general approach and the determination of particular grant applications depends on its approval. Although the project is not restricted to the Asian community, the dominant role played by its members has, on occasion, led to some frictions with the wider community it is intended to serve. The project is noteworthy in that a voluntary organisation took the initiative and a locally embedded traders association oversees delivery.

Increasing surveillance or protection to areas

8.18 Partnerships have sought to reduce crime and increase community safety by introducing **protection for areas** rather than individual properties. These schemes may be based on increasing surveillance, such as use of CCTV, or on reducing access, such as alley gating. Haringey has focussed on designing out crime by improving street lighting and fencing off alleyways and bin stores previously used by drug users and sex workers. Doncaster has introduced fencing and lighting for senior citizen complexes. Hartlepool has installed numerous alley gates to block off alleyways which formerly contributed to high numbers of rear entry break-ins. The Partnership has also improved lighting and installed CCTV. Local evidence suggests these initiatives have contributed to a reduction in burglary in the area when compared with the wider local authority. Birmingham Kings Norton has installed more than 400 additional street lights as well as CCTV, alley gating and remodelling of underpasses in order to improve dangerous routes. In Manchester, CCTV monitoring systems have apparently contributed to reduction in crime rates by providing the police and the Neighbour Nuisance Team with information that has led to arrests. Work undertaken by other researchers in NDCs in the West Midlands also suggests that many of the more obvious approaches towards reducing crime through situational methods and environmental changes have been implemented or are being contemplated.¹⁰⁸

Interventions targeting young people

8.19 These fall into two broad groups: offender based, and diversionary, approaches.¹⁰⁹ The major offender based youth intervention is the **YIP** with at least 12 Partnerships including this in their 2004 delivery plans. This is a national scheme funded by the YJB. It is designed to reintegrate excluded young people into mainstream society, thereby helping to ease problems of youth crime. It targets the 50 13-16 year olds either already involved in crime and/or most disaffected, and at risk of offending in a neighbourhood.

¹⁰⁸ Marshall, B., Smith, C. and Tilley, N. (2004) *Using Situational Crime Prevention in Small Areas (Crime Science Short Report Paper 5)*. Jill Dando Institute of Crime Science, University College London.

¹⁰⁹ Adamson S (2003) *Youth Crime: Offender Based Approaches to Reduction – Research Report 4*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

The YJB provides £75,000 per year per project, which has to be matched from other sources. Each project is intended to reduce recorded crime by 30 per cent, arrest rates 60 per cent, and truancy and school exclusions by one third. Young people are engaged in activities such as education and sport with the aim of improving confidence and self-esteem, politeness, and time keeping. These programmes should thus help them to return to mainstream education and to enhance their future employment prospects. As the aim of the Programme is inclusion, YIPs also provide activities to a wider group of young people in each area. Bradford YIP apparently saw a 32 per cent reduction in offending in the target group between 2002 and 2003. Hammersmith and Fulham YIP is rated one of the best in the country, recognised by the YJB as an example of best practice in its dealings with young black men. Those running YIPs have also commented on the benefits that working within NDC have brought. One key benefit is that it has provided a forum for inter-agency working. In some cases this has led to co-location with other agencies thus encouraging the sharing of information and a more holistic support to the young people. The community focus of NDC has also facilitated the involvement of local workers with particular skills relating to the young people.

- 8.20 Other youth crime prevention interventions include ASB projects such as ASBOs and ABCs. ABCs are voluntary agreements between people involved in ASB and the local police, the housing department, the RSL or the perpetrator's school. Brighton has used ABCs to work with young people to stop offending and to provide support for parents and children. The scheme includes restorative justice practice in its working. Manchester has implemented a Dispersal Order, a new measure introduced under the Anti-social Behaviour Act 2003, with as yet inconclusive results. In Bradford a local variant of the YJB Intensive Supervision and Surveillance Programme has been successful in reducing youth offending in the area.¹¹⁰
- 8.21 **Youth diversionary activities** attempt to prevent offending by providing alternative activities and facilities for young people. Youth Clubs or community centres have been established to facilitate activities for young people. St Cuthberts Community Facility in Middlesbrough specifically aims to prevent young people becoming involved in petty crime, drugs and ASB. Some Partnerships are attempting to provide other, less formal, venues for young people to meet such as Salford's youth shelters. Sport is frequently a component of such projects, Partnerships supporting school, summer and community based schemes in soccer, canoeing, abseiling, boat clubs, and swimming. Knowsley has implemented a successful ESCAPE (youth adventure activities) programme, the emphasis on youth engagement being viewed as a key factor in the crime and community safety theme. Use of new sporting facilities in Salford is believed locally to have reduced nuisance. Other Partnerships have supported music and the performing arts including a theatre school and dance group in Norwich, and an academy of music and the performing arts in Luton.

¹¹⁰ Adamson, S. (2004) *Youth Crime: A case study of Intensive Supervision in a Neighbourhood Context – Research Report 42*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Drug Abuse Projects

- 8.22 Partnerships have supported a range of drug and alcohol abuse projects. Work has begun on a Drug Rehabilitation Centre in Doncaster. Interventions to reduce drug abuse and dealing in Haringey have had some success according to local data with a reduction of five percentage points in those seeing drug use as a major problem.¹¹¹ Knowsley has, with the DAT, jointly funded a substance abuse marketing campaign and two harm reduction officers. In Southwark a better drugs co-ordination project has funded detailed studies of local drugs issues and plans the recruitment of a drugs co-ordinator to ensure that existing local schemes and programmes are properly networked.

Bradford NDC: An Integrated approach to Crime and Community Safety

Crime per head of population in the NDC has been nearly double that for Bradford being particularly high for criminal damage, vehicle crime, violence against the person, drug offences and robbery. Residents were more worried than the Bradford average about burglary, arson and racial attack or harassment. Crime and vandalism were frequently cited by businesses as a reason to move. A range of interventions has been implemented. These are best seen as constituting an integrated package designed to tackle different aspects of community safety. They include Community Policing, wardens, Secure by Design, a burglar alarm project, an arrest referral scheme, CCTV, Crimestoppers, community watch, a Drug Interactors Project, a domestic violence project looking particularly at BME communities, a YIP, and the Trident Intensive Supervision and Surveillance Programme for prolific or serious young offenders. The 2002 and 2004 household surveys point to a sharp decline in experience and fear of crime.

The success of this programme is in part due to the conscious use of the DEEP model: divert, enforce, educate and prevent rather than a simple enforcement. The community police team specifically uses Problem Orientated Policing (POP). This advocates analysis of crime patterns to identify underlying conditions and possible causes. POP recognises expertise of individual officers and allows them to develop creative solutions. It also entails a closer involvement by the public in police work, in that it requires consultation to ensure that the needs and concerns of residents are being addressed. Since much of the information for problem solving is not held on police files, POP draws on data held by partner organisations, thus necessitating partnership working and data sharing. The Partnership makes efforts to use good practice, basing interventions on sound evidence, learning from experience elsewhere, and taking advantage of government funding in such programmes as YIPs, whilst tailoring interventions to meet local needs. For example youth programmes have gained from using local workers who understand the problems of local young people and who have local contacts. Workers can also give support to parents, taking a holistic family approach. Their recruitment has also provided direct local employment opportunities.

CRIME: PROGRAMME LEVEL CHANGE

- 8.23 Survey and administrative data allow for a consideration of change in relation to fear, and experience, of crime and also attitudes towards the police. It should be stressed that these data sources are essentially **cross-sectional** in that they compare area based data at two different time periods: a baseline and an 'end' date. More detail in relation to crime data is available in the associated data analysis paper.¹¹² Towards the end of this Interim phase of the evaluation **longitudinal data** also became available from the

¹¹¹ MORI/NOP Household Survey 2002/2004.

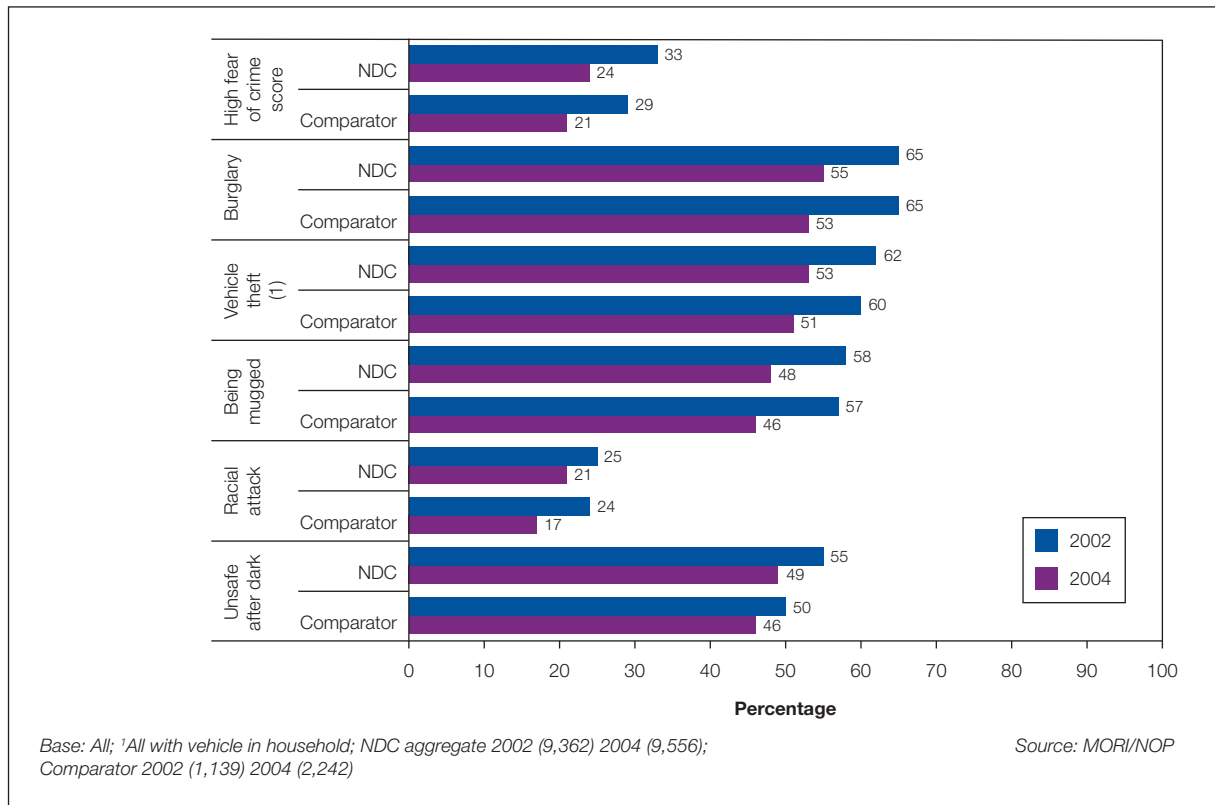
¹¹² Beatty, C., Grimsley, M., Lawless, P. Manning, J. and Wilson, I. (2005) *Fear of Crime in NDC areas: How do perceptions relate to reality?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

2002 and 2004 surveys which provides an indication of what was happening to individuals through time in both NDCs and the comparator areas. Initial findings from this longitudinal analysis are outlined in Chapter 12. These are generally more encouraging than are the headline results from cross-sectional area based data developed immediately below.

Fear of crime

- 8.24 There is no doubt that across the Programme fear of crime is a major factor in diminishing the quality of life for many people. During 2004 some 78 focus groups were held, two in each Partnership, to get a clearer steer as to resident attitudes and perceptions. Attendees were asked to comment on the 'the bad things about the area'. Crime was identified as a problem in all but one of these group sessions: it is major factor impacting on the lives of people living in NDC areas.
- 8.25 The 2002 and 2004 household surveys provide important insights into fear of 11 separate crimes. A flavour of these is developed in Figure 8.1. Three main conclusions can be drawn:
- fear of crime fell in NDC areas during this two year period; there was a fully 10 percentage point fall in fear of burglary and mugging/robbery for example; feeling unsafe walking alone after dark, often used as a key indicator of fear of crime, fell six percentage points
 - reductions in fear of 11 separate crimes were generally similar in NDC areas to those occurring in the comparator areas; where there were differences in six instances falls were greater in the comparator areas and in only two cases in NDC areas; one possible explanation is that NDC residents may simply be more aware of crime as a result of the mix of crime prevention measures initiatives introduced in their neighbourhoods and which are discussed above
 - despite falls between 2002 and 2004, absolute figures remain above national levels: for instance whereas 49 per cent of NDC residents feel unsafe walking alone at night and 55 per cent are fearful of burglary, the national equivalents drawn from the 2004 BCS are 33 per cent and 50 per cent respectively.

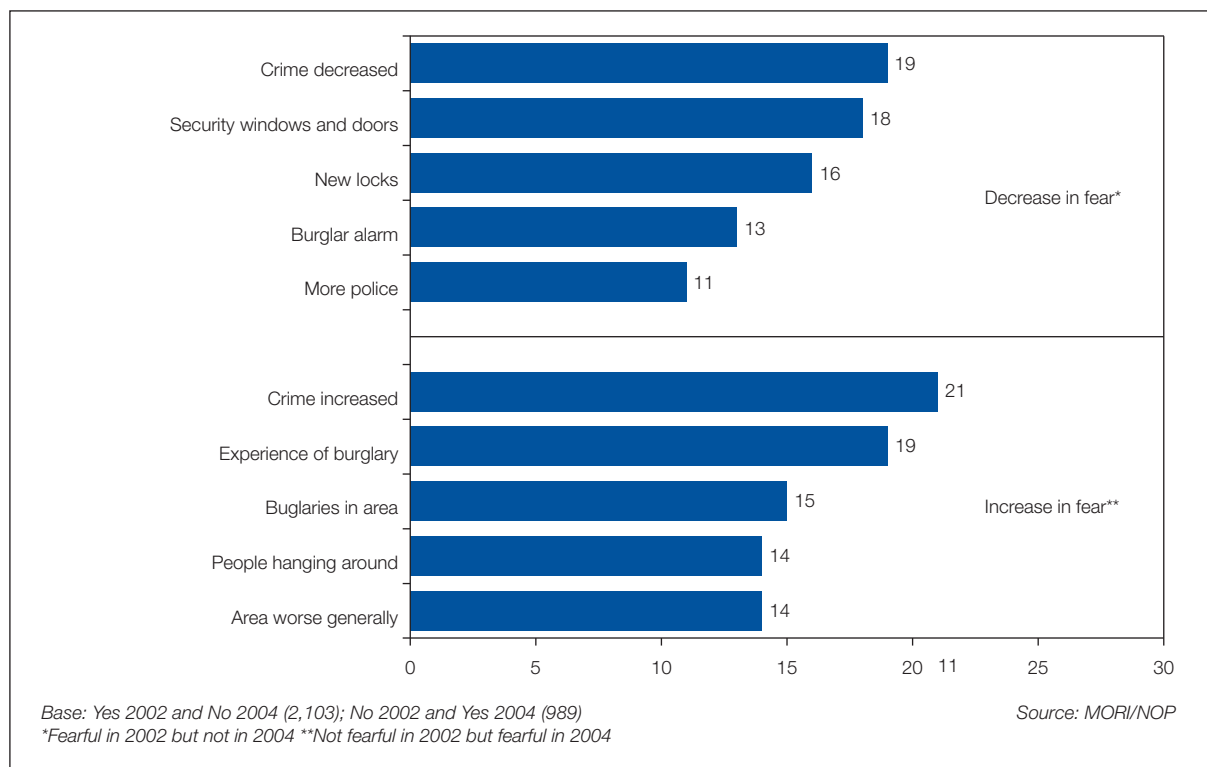
Figure 8.1: Fear of Crime



8.26 An indication of **overall levels of fear** can be established using a composite score based on a sum of responses to nine specific fear of crime questions. The proportion of residents with high levels of fear of crime fell considerably in NDC areas between 2002 and 2004 from 33 per cent to 24 per cent. This is a slightly greater reduction than that recorded in the comparator areas: 29 per cent to 21 per cent.

8.27 By returning to the same 2002 addresses in 2004 it was possible to ask those who had **changed their mind** in relation to fear of burglary, why they had done so (Figure 8.2). Some 30 per cent of residents, who had been fearful of burglary in 2002, were no longer fearful in 2004. On the other hand, 27 per cent of those not fearful in 2002 had become so two years later. The main reasons for feeling less fearful included a view that crime had generally decreased and comfort arising from additional security to homes. Those who were more fearful in 2004 than they had been in 2002 prioritised issues such as a perception that crime had increased and direct or indirect experience of someone being burgled.

Figure 8.2: Changing Perceptions: Fear of burglary



8.28 The MORI 2004 business survey provides an opportunity to gauge the degree to which **local businesses** are worried about crime. Among a cross-sectional sample of over 1,650 firms in, or close to, 19 NDC areas 67 per cent are worried about having their businesses broken into and something stolen (compared with 55 per cent of residents in 2004), and 55 per cent indicate they are worried about vehicle crime affecting a company car.

Experience of Crime

8.29 Both survey and administrative data provide valuable insights into crime in NDC areas. It is important at the outset to establish exactly what each collects and what inferences can plausibly be drawn from them. **Police recorded crime data** will give a precise indication of where crimes have occurred. But there are potential drawbacks with this data, the full implications of which are discussed in Appendix One. But to give an indication of some potential problems:

- recording procedures have varied through time
- not all crimes are recorded
- crimes may be recorded as occurring in NDCs when neither the victim nor the perpetrator live in the area
- there was evidence from focus groups that some local residents are unwilling to have any dealings with the police because of fear of intimidation.

8.30 The **2002 and 2004 household surveys** asked residents in NDC areas a series of questions addressing three broad crime related issues: fear of crime; experience of crime; and attitudes towards the police. Surveys such as these, the BCS being an obvious parallel, are probably the best mechanism for establishing a consistent measure of crime through time, in that they are more likely to take into account all crimes not just those recorded by the police. However, this data has to be used cautiously in that:

- it depends on, not always reliable, personal recollection
- it says nothing about where crimes have occurred: not all will be in NDC areas
- It only covers crimes where there is a personal victim (and does not record some forms of crimes, such as prostitution, drug dealing, and crimes against business)
- It only covers crimes against people aged 16 or over.

Experiencing crime: police recorded crime data

8.31 Thirty-nine police forces in England have provided an extract of recorded crime data for the period April 2000 to March 2003. Eighteen of these forces contain one or more NDCs. Data is available in relation to the timing and location of 33 categories of recorded crime, which can be grouped into four 'composite indicators':

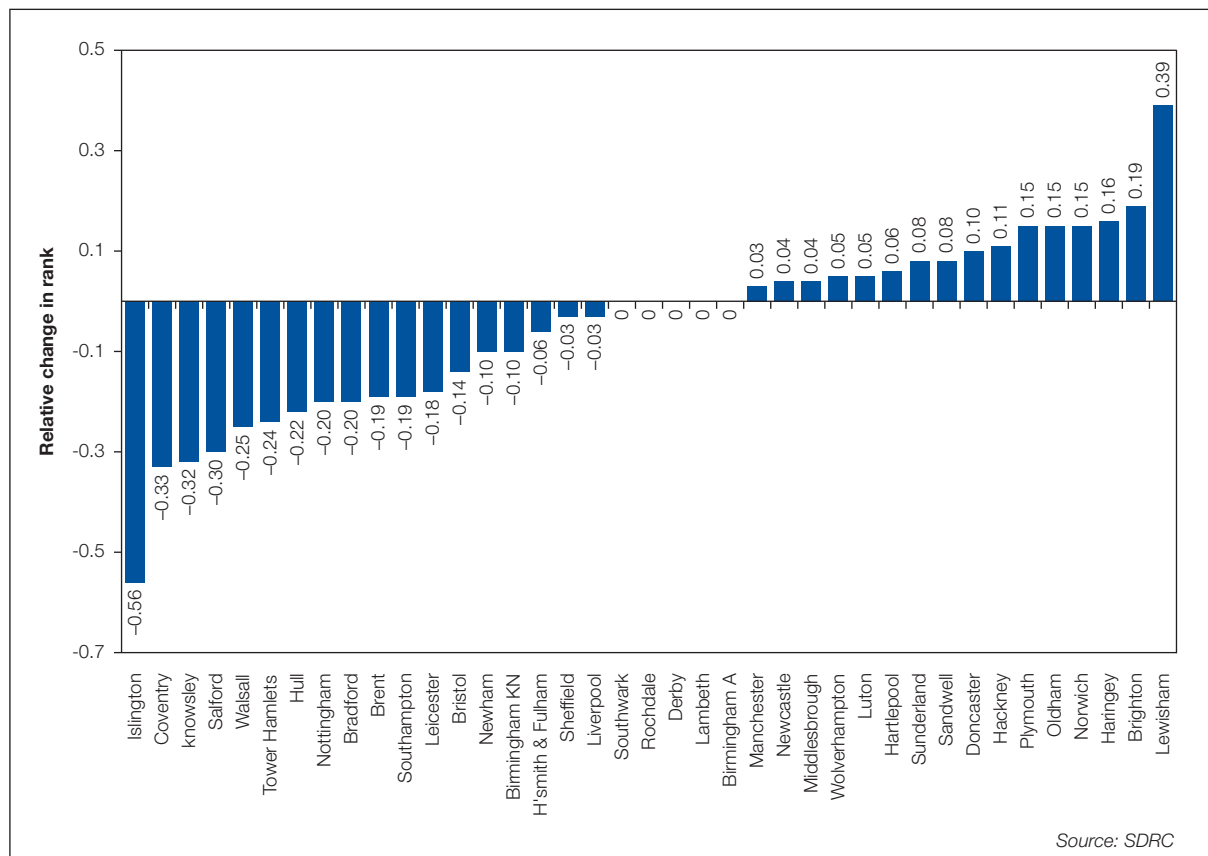
- violence
- burglary
- theft
- criminal damage.

8.32 As would be expected police recorded crime data indicates that Partnerships were facing more severe problems than their host local authorities when developing their crime programmes in and around 2001. For example, in 2000/01 the NDC Programme wide average for burglary was 6.8 crimes per 100 at risk properties compared with an average across the 38 host parent local authorities of 5.4. But to what extent was there a narrowing in the gaps between NDC areas and their host local authorities between 2000 and 2003?

8.33 It is possible to show relative change in NDC rankings for the four composite indicator crime groups. The score allocated to each NDC area is derived by identifying change in rank within the parent local authority between 2000-01 and 2002-03 and expressing this as a proportion of the maximum possible change in rank. For example, if a parent local authority contained 30 wards and one NDC area, its total number of constituent areas would be 31. The maximum possible change in rank would therefore be 30 positions. If the NDC area was ranked as having the highest crime rate of all the areas in the authority in 2000-01 it would be ranked number 31. If by 2002-03 its crime rate had fallen so it was ranked 21 then it would have improved by 10 positions (i.e. the rank fell by 10). Its relative change in rank would therefore be -10 positions divided by the maximum possible of 30 positions to give a score of -0.3.

8.34 Figure 8.3 shows relative rank changes between 2000-01 and 2002-03 in relation to burglary. Eighteen areas experienced a relative improvement and 16 a relative worsening, in their rankings compared with wards in host local authorities. Islington saw most improvement: its rank falling from twelfth out of 17 to third.

Figure 8.3: NDCs and local authority wards: relative change in burglary: 2000-01 to 2002-03



8.35 This mixed pattern of some NDC areas improving their ranking, but some declining, relative to wards in host local authorities is repeated across the three other crime indicators:

- twelve areas experienced a relative improvement in levels of violence, with 15 seeing a relative worsening
- nineteen saw a relative improvement in rates of theft and 14 a relative worsening
- fifteen experienced a relative improvement in criminal damage and 10 a relative decline.

8.36 Overall perhaps three tentative conclusions emerge from this analysis of police recorded data:

- more NDC areas experienced an improvement in crime rates relative to wards in their parent local authorities in relation to burglary, theft and criminal damage; but more exhibited a relative worsening with regard to violence
- there is a great deal of, as yet unexplained, variety at the Partnership level: Islington for instance performed better in relation to burglary than did any other area, but it ranked in the bottom half in terms of relative change for theft and criminal damage
- care needs to be used in attributing NDC area level changes to Partnership activity: changes may be due to a wide range of factors including police activity in, and around, NDC areas, changing demographics, the impact of other ABIs, and so on.

Police recorded crime data and displacement

8.37 One key issue in relation to the Programme, and indeed more generally across all ABIs, is the question of displacement effects on surrounding areas. It seems most likely that negative displacement effects would occur in relation to crime: Partnership interventions displacing criminal activity into surrounding neighbourhoods.

8.38 Police recorded crime data can be used to create two sets of concentric buffer zones, 250 metre and 500 metre radius, around each NDC area in order to test out the scale of displacement. Each of the 39 250 meter and 500 meter buffer zones has been ranked in terms of its crime rate relative to wards in the parent local authority, a similar process to that outlined in 8.32 above. By comparing changes in relative rankings in NDC areas with those for the two sets of buffer zones it is possible to assess relative change. Table 8.3 summarises levels of various crimes in buffer zones surrounding those NDC areas which themselves experienced an improvement in relative rankings between 2000-01 and 2002-03. The numbers in the table represent the percentage of total applicable buffer zones. To give an example: 58 per cent of the 250 meter buffer zones attached to NDC areas which improved their relative ranking between 2002/01 and 2002/03 also saw an improvement in violent crime compared with other wards in the local authority.

Table 8.3: Improving NDC areas: Percentage change in buffer zones

	Violence		Burglary		Theft		Criminal Damage	
	250m	500m	250m	500m	250m	500m	250m	500m
Improved (%)	58	50	67	61	84	74	73	87
No change (%)	33	25	11	17	16	11	0	7
Worsened (%)	8	25	22	22	0	16	27	7

Source: SDRC

8.39 Where NDC areas are seeing a relative improvement compared with other wards in the local authority, this is more often associated with a relative improvement, rather than a deterioration, in the position of surrounding buffer zones. This interim finding needs to be treated cautiously. It may be, for instance, that buffer zones are seeing improvements which are becoming common to deprived areas as a whole. Nevertheless, evidence to date does not indicate that improving crime rates in NDC areas is associated with a worsening position in adjoining neighbourhoods an important finding in the light of previous concerns that this may happen.¹¹³

Experiencing crime: household survey data

8.40 The 2002 and 2004 household surveys asked residents about their direct experience of ten different crimes during the previous 12 months. Responses to these questions have been combined to gain an indication of crime prevalence: the proportion of people within NDC areas who are victimised (see Appendix One). A flavour of these findings is presented in Figure 8.4:

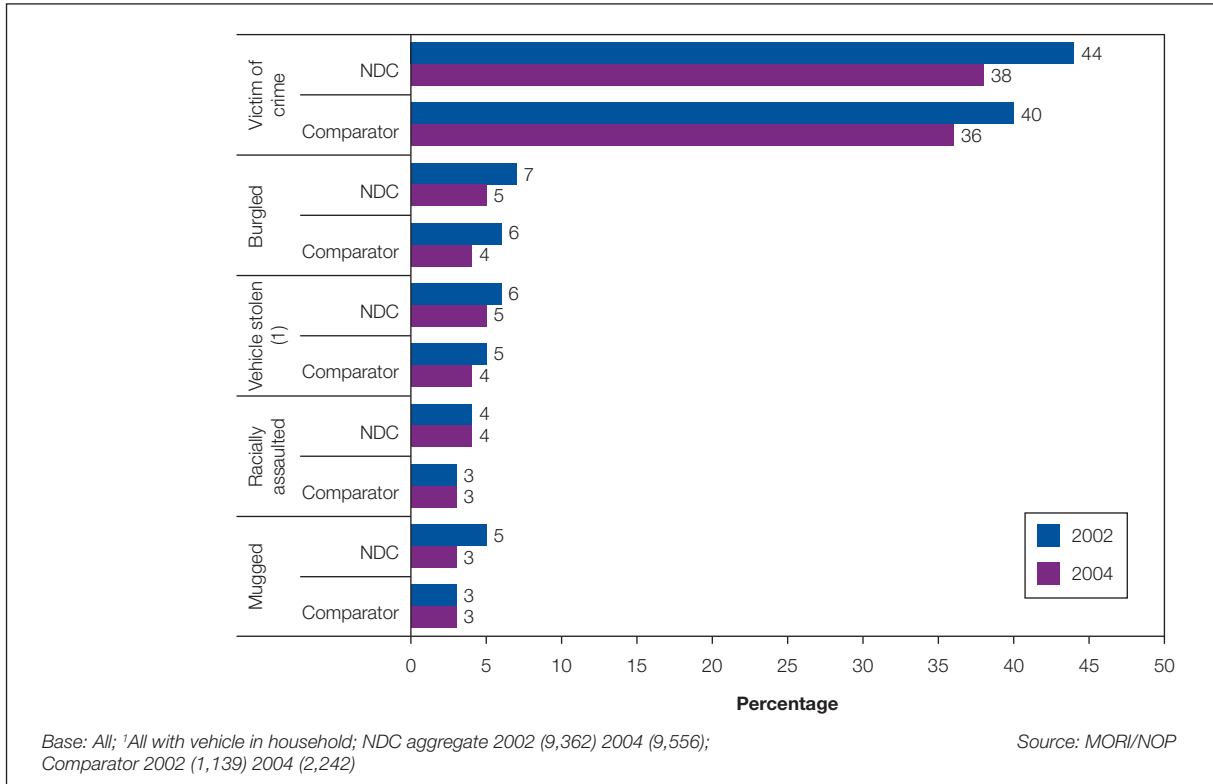
- crime prevalence for NDC residents either remained static or fell in all 10 instances; there was no evidence of increases in prevalence for any type of crime
- the percentage point falls for specific types of crime proved modest, mainly because actual experience of most crimes is relatively limited: major percentage point reductions in crime will be difficult to achieve
- in line with national experience, fear of crime runs in advance of actual experience of crime: 55 per cent of residents are worried about burglary, but five per cent were actually burgled in the previous year for instance
- falls in actual experience of crime proved generally, if only slightly, greater in NDCs than in the comparator areas
- although NDC areas have witnessed a fall in crime levels, absolute totals generally remain above national equivalents: for instance five per cent of NDC residents were burgled and three per cent mugged in the previous 12 months compared with national equivalents of three¹¹⁴ and one per cent respectively.¹¹⁵

¹¹³ Public Accounts Committee (2004) *An early progress report on the NDC Programme; 38th report of Public Accounts Committee.*

¹¹⁴ British Crime Survey 2003/4.

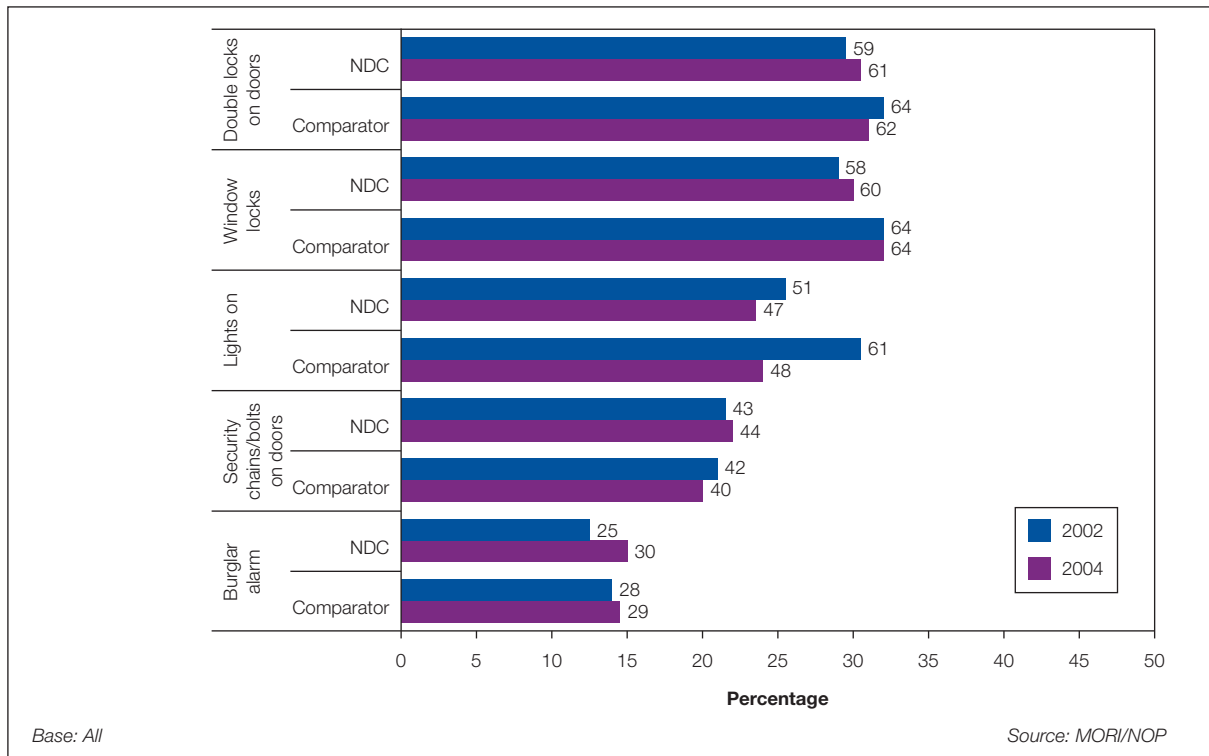
¹¹⁵ British Crime Survey 2002/3.

Figure 8.4: Experience of crime



8.41 Residents were also asked to indicate **measures they have taken to protect themselves and their homes** (Figure 8.5). In general there are marked similarities between absolute figures in 2004 for those in NDC, and in comparator, areas. Interestingly between 2002 and 2004 the change in those electing to adopt a crime prevention measure was greater amongst NDC areas than in the comparator areas, perhaps reflecting the impact of crime hardening measures outlined above.

Figure 8.5: Residents taking measures to protect themselves and their homes

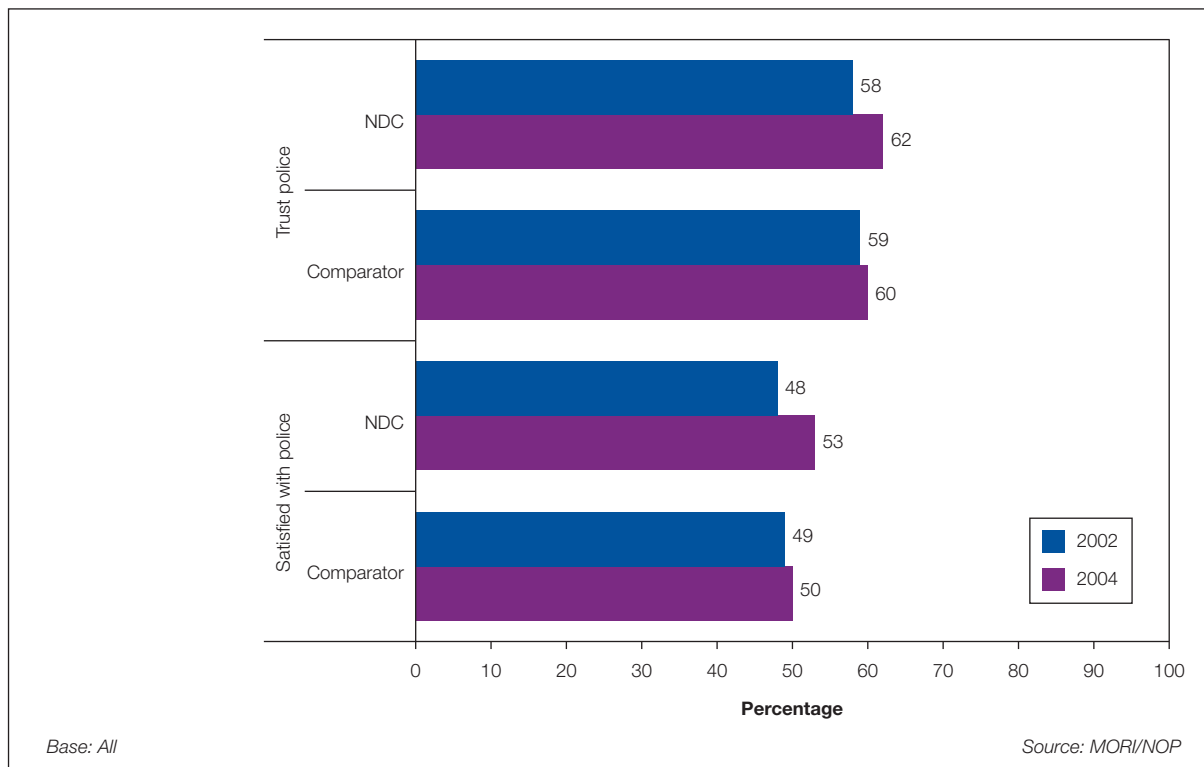


Attitudes towards the Police

8.42 Evidence examining the relationship between NDC residents and the police emerged from two sources: the household surveys and focus groups. As part of the 2002 and 2004 household surveys NDC residents were asked to indicate levels of trust in, and satisfaction with, local police services (Figure 8.6). There were improvements amongst NDC residents in relation to both indicators between 2002 and 2004. Although limited, these changes were nevertheless greater than those occurring in the comparator areas. Levels of trust in the police at 62 per cent are similar to a national equivalent of 65 per cent.¹¹⁶

116 MORI Omnibus Survey 2004.

Figure 8.6: Attitudes towards the police



8.43 These broad findings are generally supported by evidence from the 78 focus groups held in NDC areas during 2004. In about one third of these groups participants felt their area’s problems were not being effectively addressed by the police, who were generally seen as having a low profile in many communities. On the other hand, in about one quarter of sessions residents thought the police had a higher profile than was the case three years ago.

Interventions in crime and change data: assessing the relationships

8.44 Both survey and administrative data provide a wealth of information in relation to crime, fear of crime and attitudes towards the police. To what extent is it possible to ascribe Programme wide change to that portfolio of crime projects outlined in sections of this chapter? At this Interim stage of the evaluation it is important to be cautious about attributing changes to interventions. But several conclusions seem plausible:

- fear of crime has fallen but in general only marginally less than in comparator areas: perhaps the sheer scale of additional crime prevention and hardening activity has made NDC residents relatively, more fearful than they otherwise would have been
- both survey and police recorded data point to NDC areas modestly outperforming comparator areas or wards within host local authorities; it is too early to be definitive about this, but there are emerging signs that interventions are leading to lower levels of crime

- there are considerable Partnership level variations: it is not yet possible to identify relationships between specific interventions and their impact on outcomes within individual NDC areas
- where NDC areas are seeing relative improvements in relation to recorded crime this seems to be associated with positive benefits in surrounding areas: there may be halo effect arising from NDC interventions in crime
- trust in, and satisfaction with, the police possibly represents the clearest example of an 'NDC effect': improvements between 2002 and 2004 in NDC areas were higher than in comparator areas: more reassurance policing, often operating in a 'community responsive' fashion, does appear to be having a positive impact on the attitudes of NDC residents.

IMPLICATIONS FOR THE NDC PROGRAMME

Partnership working

8.45 Crime is the result of the interaction of a wide variety of factors. One of the key lessons to emerge from a fuller analysis of crime data is the degree to which fear and experience of crime interact with a wide range of other environmental, economic and social problems.¹¹⁷ Effective interventions in crime necessitate an holistic, cross-theme, approach underpinned by effective partnership working. The key player in relation to partnership working is of course the police. Across the Programme, the police have developed better relationships with NDCs than has any other agency. Partnerships have seen police staff seconded to work with them, joint funding of posts and initiatives, and an increase in policing in the area. Several advantages flow from better partnership working between NDCs and the police:

- the presence of the police on both NDC Boards and on other renewal fora, notably LSPs, can help embed Partnerships within the wider institutional landscape
- most Partnerships report the transfer of some policing activities from NDC to police budgets: salaries for wardens, CSOs or PCSO and drug workers for instance
- in NDCs such as Newham and Bristol, the police have changed their beat areas to match NDC boundaries, a move which also helps in devising better NDC specific crime statistics
- there are examples, including the Arson Task Force in Newcastle, where an innovation first successfully assessed in an NDC area is subsequently rolled out city-wide.

¹¹⁷ Beatty, C., Grimsley, M., Lawless, P., Manning, J. and Wilson, I. (2005) *Fear of Crime in NDC areas: How do perceptions relate to reality?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- 8.46 Effective partnership working in relation to community safety will, of course, often extend beyond the police. Significant results are mentioned in several NDCs as a result of joint working arrangements in areas such as drugs awareness, youth projects, and ASB. Programmes targeting young offenders will generally need to consider risk factors such as poor parenting, deprivation, lack of educational achievement, and health issues including drug abuse. Tackling these will involve the active engagement of statutory agencies such as the LEA, the PCT and voluntary bodies majoring on issues such as alternative education, mentoring, therapy, and youth facilities.
- 8.47 In developing community safety partnerships, advantage may be taken of established networks, usually revolving around local CDRPs. But there is often a case too for the creation of NDC specific forums:
- ideas can be discussed, problems raised and information exchanged
 - local people and businesses can be more readily engaged, thus enhancing information and improving communication with the wider community
 - agencies such as YOTs will bring with them additional expertise and possibly extra resources
 - agencies may themselves benefit from partnership working: for example data sharing across agencies.
- 8.48 If effective partnership working can be sustained there is every probability that this will ultimately provide benefits for other outcomes. Successful policing initiatives may improve public perceptions of the area as a good place to live or run a business. Youth offending projects may ultimately impact on educational attainment levels and employability. And crime interventions may lead to local employment as a result of the implementation of schemes such neighbourhood wardens, youth, drug and domestic violence projects, and the installation of CCTV and alley gates. Partnership working is complex, time consuming and at times frustrating: but it can bring real benefits in its wake.

Strategic planning

- 8.49 NDCs generally have higher levels of crime than the national average. There is, however, considerable variation in relation to the scale and composition of crime across the 39 areas. It is not possible therefore to provide a single template through which Partnerships should tackle crime. Ideally each needs to undertake a neighbourhood level audit and develop a locally sensitive strategy addressing priority issues.
- 8.50 The community focussed nature of the Programme meant that initially crime theme delivery plans were developed to reflect perceptions crime on the part of residents and business communities. While these perceptions were not to be discounted, they did not always provide a sound basis for planning of interventions. For example, the usual public solution to crime is to call for more police on the beat, an approach which is

likely to have little effect on levels of crime. More successful NDCs appear to have based their approach on a detailed analysis of the prevalence and concentration of crime and ASB, and of factors influencing their distribution. Interventions can then be devised simultaneously to tackle several problems within a framework set by clear milestones and outcomes. Neighbourhood renewal partnerships need to think strategically about how, together with key partners, they can effectively address that mix of crime, fear of crime and disorder issues which impact on their particular locality.

Effective project management

- 8.51 Effective project management is essential in delivering change. Two issues appear to be of critical importance: staffing, and monitoring and evaluation.
- 8.52 Effective project delivery almost invariably depends on ensuring an appropriate balance of staff expertise and experience. Some projects impose specific demands. For example, the Youth Inclusion and Youth Intensive Supervision and Surveillance Programmes legally require staff from YOTs to manage those on court orders. However, in some NDCs these specialist staff have been supplemented by locally recruited workers, familiar with the backgrounds of the young people concerned. The effect is to build a team with complementary strengths best suited to tackle the complex and sensitive issues likely to arise in relation to youth offenders. It is also important to minimise staff turnover, in order to maintain relationships with young people and, in the case of the police, to maximise the effectiveness which neighbourhood policing can play in building community trust. Staff turnover among police officers is widely recognised as a constraining factor in delivering effective neighbourhood level crime prevention strategies.
- 8.53 Monitoring and evaluation can be time consuming and labour intensive. Inexperienced and non-professional staff have sometimes felt pressure, particularly in projects with a strong community base, for example, some diversionary youth crime prevention projects, to prioritise delivery, rather than devoting resources to 'data collection'. Problems can flow from this short-sighted perspective: projects may have limited if any financial and output monitoring; progress towards milestones and outcomes will be unclear; and the role which projects might play in enhancing the wider evidence base undermined. NDCs and indeed neighbourhood renewal generally provide an ideal laboratory through which others can learn: monitoring and evaluation are central to that remit.

Managing Agency and Community Expectations

- 8.54 Feedback from project evaluations is also important in ensuring the continued engagement of partner agencies and the wider community. Agencies need to know about progress in order for them to judge the merits of continued funding. NDC residents may also complain about a lack of visible results and inadequate project level information. Appropriate feedback can thus help combat cynicism, increase participation and build momentum. As part of this process residents need to be made aware of the time taken to approve projects and of the delays which can occur between approval and implementation. One crime reduction project took 18 months for funding to be approved. Moreover, even when implemented the impact of many crime prevention interventions may take time to feed through. Greater efforts may be needed to communicate successes especially where projects appear to have an impact on levels of offending.

Funding interventions

8.55 NDC funding is on a different scale, and is maintained over a longer time horizon than has been the case for other ABIs. However:

- the implementation of many interventions will require financial and other inputs from partner agencies, particularly the police
- longer term strategies will often, be informed by, but in turn depend upon, sustained support from partner agencies
- the planning of longer term, especially preventative, measures can be undermined by the necessities of spending and delivery: early pressures on immature projects can prejudice longer term success.

CRIME IN THE NDC PROGRAMME: A CONCLUDING COMMENT

8.56 This chapter has explored the nature of interventions within the broad area of crime and disorder, assessed the implications of change data, and highlighted emerging policy issues. Four conclusions merit particular emphasis:

- crime has been one of the 'easier' outcomes within which to intervene: local residents and businesses tend to see it as a priority; the police have been consistently one of the most supportive of organisations, perhaps because the 'NDC ethos' complements the drive towards 'community' or 'neighbourhood' policing; initiatives can be effected at relatively limited cost
- cross-sectional data points to modest but positive changes in NDC areas in relation to fear and experience of crime, although there is not as yet a great deal to indicate NDCs are generally outperforming similarly deprived areas, other than in relation to their attitudes to the police
- work by the national evaluation team in relation to crime points to the importance of neighbourhood renewal partnerships building up effective working arrangements with other agencies, thinking strategically, looking to the sustainability of interventions, and ensuring appropriate project level evaluations through which everyone can learn
- finally crime more than other outcomes reveals one of the tensions at the heart of the Programme: local communities tend to see crime in terms of more police on the beat; but the evidence base upon which 10 year transformational strategies need to be informed, suggests that this is not usually an effective mechanism on its own through which to reduce levels of actual crime: effective neighbourhood renewal involves listening to, but not always accepting, the voice of the community.

CHAPTER 9:

HEALTH

INTRODUCTION

9.1 This chapter explores interventions undertaken by NDC Partnerships in relation to health. The wider policy context within which Partnerships operate is outlined, followed by an indication of the scale of activity in the field. Four categories of health interventions are defined and explored. Programme wide change is identified using evidence drawn from both the 2002-2004 household surveys and also administrative data sources. The last section considers implications of this evidence for the Programme and the wider neighbourhood renewal agenda.

POLICY CONTEXT

9.2 Public health and addressing health inequalities have become government priorities in recent years. The overall objective is that within the next 10 to 20 years the 'health gap' can be narrowed, and in the longer term, no one should be seriously disadvantaged by where they live.

9.3 Two Government policy documents in particular have informed the national debate. 'Tackling Health Inequalities A Programme for Action'¹¹⁸ sets out plans to tackle health inequalities and identifies the foundations required to meet national PSA targets governing health inequalities in relation to infant mortality, life expectancy, heart disease and strokes. The 2004 White Paper 'Choosing Health',¹¹⁹ sets out key principles for supporting individuals and communities in taking responsibility for their own health.

9.4 The Tackling Health Inequalities programme outlines a high level strategy for delivering change through initiatives including:

- supporting families, mothers and children, to give a good start in life and break the intergenerational cycle of ill-health
- engaging communities and individuals
- preventing illness and providing effective treatment and care
- addressing the underlying determinants of health.

9.5 These themes are underpinned by principles indicating how health inequalities should be tackled in practice:

- preventing inequalities getting worse by reducing exposure to risks and addressing underlying causes of ill-health
- working through the mainstream by making services more responsive to the needs of disadvantaged populations

¹¹⁸ Department of Health (2003) *Tackling Health Inequalities: A Programme for Action*.

¹¹⁹ Department of Health (2004) *Choosing Health*.

- targeting specific interventions through new ways of meeting need, particularly in areas resistant to change
- local level delivery
- meeting national standards through diversity of provision.

9.6 Several implications arise for NDC Partnerships from this wider policy framework. They need to:

- appreciate risks to health in their local area and have an understanding of what might work locally in order to target health improvement as well as ill-health prevention activities
- look to the roll out of localised and personalised health services for different sectors of the local community
- work in partnership with other stakeholders, such as PCTs, the local authority, voluntary and public sector organisations and health service users
- appreciate that health service interventions, although important, will not be the only, or even the main, determinants of health or health inequalities.

HEALTH IN THE NDC PROGRAMME: AN ASSESSMENT OF TOTAL ACTIVITY

9.7 NDC Partnerships have been faced with very real problems in relation to the health of local residents. The 2002 household survey indicated for instance that:

- forty per cent of people smoked in NDC areas compared with a national average of 27 per cent¹²⁰
- forty-three per cent said their health was good; the national equivalent was full 16 percentage points higher.¹²¹

9.8 In order to tackle these kinds of problems, Partnerships spent in the order of £48 million of NDC resources during the four year period beginning 2000/01. Less was spent on health, than for any other theme. Spending was only marginally smaller than for worklessness and crime, but was less than half of that allocated to HPE. Chapter 11 discusses Programme wide spend in greater detail (See Tables 11.3, 11.4).

9.9 Despite this relatively limited scale of spend on health, Partnerships nevertheless have introduced a range of initiatives which are explored in detail in later sections of this chapter. The 39 most recent Delivery Plans currently provide the most consistent source of evidence through which to assess the scale of health activity across the Programme. A 2005 review of these Plans provides an indication of health outcomes, their relationship to relevant floor targets, and projects.¹²²

¹²⁰ General Household Survey, 2000/01.

¹²¹ General Household Survey, 2000/01.

¹²² CRESR (2005) *Analysis of Delivery Plans: Outcomes, Floor Targets and Projects*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

9.10 The main health **outcomes** mentioned by Partnerships in their most recent Delivery Plans can be grouped under a number of categories (Table 9.1). The emphasis on lifestyle outcomes is evident, as are targets designed to reduce mortality and mental illness.

Table 9.1: NDC Delivery Plans: Health Outcomes

Outcome	No. of Outcomes
Health promotion: diet, exercise, health and well being	34
Reduce death rate/SMR or increase life expectancy	29
Issues relating to mental health	15
Improved access and satisfaction with health services	13
Reduce smoking	12
Reduce teenage pregnancy	12
Improve self reporting of health	10
Reduce infant mortality rate, still-birth rate and low-birth weights	7
Issues relating to long term limiting illness	6
Drug and alcohol misuse services and treatment	4

Source: CRESR

Based on Delivery Plans 2004/5

9.11 At the Partnership level there is considerable variation in the proportion of health to overall outcomes. Health represents less than 10 per cent of total outcomes assumed by at least three Partnerships but more than one third of those identified by Brent and Walsall NDCs.

9.12 In terms of linking outcomes to **floor targets**, all NDCs have health outcomes which relate to part of the 2002 PSA Floor Target 'starting with Local Authorities, by 2010 to reduce by at least 10 per cent the gap between the fifth of areas with the lowest life expectancy at birth and the population as a whole'. In addition Partnership outcomes are also likely to contribute to achieving the 2004 revised health Floor Target around life expectancy and health inequalities. At least 12 NDCs also have outcomes designed to address both the 2002, and the 2004, reducing teenage conceptions Floor Target.

9.13 Across the Programme all **projects** being delivered by Partnerships rose about 78 per cent between the original and revised Delivery Plans (from around 2000 to about 2004). Health projects increased by 74 per cent.

9.14 It is possible to develop a classification of health projects (Table 9.2). Care needs to be used in interpreting this data since precise classification of projects can be difficult. But, as would be expected from the outcomes outlined above, there is an emphasis on lifestyle and health promotion projects, although more than three-quarters of Partnerships have funded a drug or alcohol abuse projects and more than half a scheme to address mental health.

Table 9.2: NDC Delivery Plans: Health Projects

Projects	No. of Projects
Leisure, sport or exercise project/facility	48
Health improvement/promotion activities	40
Drug/ alcohol abuse project/worker/services	36
Health services availability/accessibility	34
Theme development/staff	30
Mental health project	22
Food & nutrition project	21
Older people's project	17
Family support	17
Healthy Living Centre and related	12
Alternative and complementary medicine	10
Teenage pregnancy project	10

Source: CRESR

Based on Delivery Plans 2004/5

- 9.15 Health projects amount to less than 10 per cent of all of the projects adopted by at least four Partnerships, but more than 30 per cent of all initiatives supported by Leicester, Norwich and Rochdale.
- 9.16 Towards the end of this phase of the evaluation more detailed Partnership level output data became available through evidence emerging from System K and other similar data bases. This is developed in full in Chapter 11. But it is worth pointing out here that by the end of 2003/04 Partnerships had implemented about 720 health projects, each costing about £88,000. Outputs flowing from this investment included about 19,000 people benefiting from healthy lifestyle projects and 72 new or improved health facilities.

PARTNERSHIP LEVEL INTERVENTIONS IN HEALTH

- 9.17 NDC Partnership level interventions can be classified into four areas:
- promoting healthy lifestyles
 - service provision to improve health
 - developing the workforce
 - working with young people.

Promoting Healthy Lifestyles

- 9.18 NDC Partnerships have adopted various approaches to address lifestyle needs of their communities.¹²³ Quick wins from one-off and short term events are important in raising awareness and generating early successes especially with specifically targeted groups. Bristol NDC ran a series of workshops and food taster sessions in local schools in order to introduce children and their parents to healthy lunchboxes. Oldham has run dance taster sessions that included a healthy meal.
- 9.19 NDCs have made efforts to target groups which are often seen as hard to reach. Bristol provides a 'Taking Steps' walking project aimed at encouraging people who are elderly, frail, or recovering from an illness or operation to undertake a weekly walk. Through the school nursing team, Middlesbrough is targeting children with physical and nutrition related initiatives, including breakfast clubs, healthy food and fruit bars, and tuck shops, as well as with sessions promoting self-esteem, body image and physical exercise. The promotion of a healthy lifestyle for local residents with learning difficulties and mental health problems has been adopted by Bristol through Ground Force, which promotes the use of, and improvements to, green spaces. Similarly the Sheffield Green Fingers project provides training and exercise for residents with mental health problems through participation in the cultivation of a therapeutic garden.¹²⁴ Lunch clubs, such as the Halal lunch club in Sheffield for elderly Asians, particularly women, and another led by the Yemeni Community Association, promote healthy eating in parallel with social inclusion.

Walsall NDC: Healthy Hearts

The Walsall NDC area has one of the highest morbidity and mortality rates for coronary heart disease in the West Midlands. Local surveys indicated that only three percent of smokers wanted to stop smoking and only 12 per cent of respondents felt that the amount they smoked had a detrimental effect on their health. Forty percent took no physical exercise of 30 minutes or more duration and ate less fruit and vegetables than the national average.

The Healthy Hearts project was developed, in partnership with Walsall PCT, Walsall Metropolitan Borough Council and Groundwork, to address the primary risk factors for coronary heart disease: physical activity, smoking, poor diet and obesity. Its long-term objective is to reduce the standardised mortality rate for coronary heart disease in people under 75 to the Walsall average by 2011. There are several elements to the Programme:

- Active Communities: including opportunities for physical activity, an exercise referral scheme, and a healthy walks initiative
- Quit Smoking: including Quit Smoking Groups, Smoke Free Homes Initiative, an awareness campaign for parents and young children, and specific support for pregnant smokers and smokers with young families
- Food for Thought Food Access and Consumption: providing opportunities to access and consume healthy foods
- Food for Thought Growing Scheme: to develop a number of underused allotments using Intermediate Labour Markets (ILM) projects using unemployed 18-25 year olds.

Although the project has only been running for three years, there is evidence that it is having some impact on the risk factors for, and deaths from, coronary heart disease: admissions to hospital for coronary heart disease related conditions amongst men in the NDC have fallen and the percentage of residents who smoke decreased from 37 per cent in 2002 to 32 per cent in 2004.

¹²³ Ellis, E., Peters, J., Goyder, E. and Blank, L. (2005) *Healthy Lifestyle Interventions – Research Report 57*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹²⁴ Blank, L., Ellis, L., Goyder, E. and Peters, J. (2004) *Tackling Inequalities in Mental Health – The Experience of New Deal Communities – Research Report 34*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Service Provision to Support Health

- 9.20 Working in association with key providers, Partnerships have adopted a range of interventions to improve the health status of local residents.¹²⁵ In some instances, NDCs have provided funding for the development of capital projects to fill a gap in NHS health care service provision within the NDC. In Salford, Pendelton House has been refurbished as a new health centre for the provision of new clinical and complementary therapy services. In Southampton, NDC funds are being used to redevelop a health centre, Thornhill Clinic, in order to provide better facilities for existing and new services.

Leicester NDC: Men's Health Programme Braunstone Community Association

The project is located within the Braunstone Park area of Leicester an outer city estate built in the 1930s. Its objectives are better health, longer life, and improvements in mental health amongst men. This is to be accomplished through advice, guidance and information on men's health with specific reference to coronary heart disease, smoking, obesity, mental health, and cancer. An array of initiatives has been introduced including the promotion of preventative measures, advice on healthy lifestyles, improving fitness levels, regular check ups, and relaxation sessions. Innovative measures include the incorporation of health messages on beer mats, and the active engagement of the local newspaper and the radio station.

The success of an initiative of this type depends crucially on encouraging the engagement of the client group and, thereafter, securing participation for a sufficient period such that beneficial outcomes become apparent to users and their peer group.

- 9.21 Capital funding is not only being used for NHS-related projects. In Doncaster new premises have been purchased to provide a local residential detoxification drug rehabilitation unit in order to enable ex-drug users to move with support into a drug-free lifestyle.¹²⁶

Bradford NDC: Family Support Project

The project is located in an existing community facility within a tower block in the Park Lane and Marshfields housing estates, an area of multiple deprivation. Residents suffer disproportionately from poor health and access to health information. The project provides additional professional health and social care activities to a diverse group including older people, parents, carers, and children. To this end it has built strong links with other organisations, community development groups and schools. This has facilitated effective referral to the existing network of health and social care workers.

All of the eight people engaged on the project live within 10 miles of the base. There is a particular focus on direct support to families in crisis. The project also pays special attention to BME groups and has designed initiatives to meet their particular needs.

¹²⁵ Peters, J., Ellis, E., Blank, L., Goyder, E. and Johnson, M. (2005) *Relocation or Extension of Health Care Services – Research Report 55*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹²⁶ Peters, J., Blank, L., Goyder, E. and Ellis, E. (2003) *Drug Prevention or Reduction: Early Findings – Research Report 9*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

9.22 Funding has been used for new health treatments. In NDCs such as Bristol and Newcastle complementary therapy sessions are now taking place in local GP surgeries. Target groups include the unemployed, elderly, disabled, those receiving income support or other benefits, those with mental health problems, and those dissatisfied with traditional treatments.¹²⁷

Plymouth NDC: Improved Access to Malborough Street Surgery

Improving access to an existing single handed GP practice helped create a refurbished reception and waiting area and a ground floor surgery. Before refurbishment, the surgery could only offer poor access and limited facilities. The works increased the capacity to meet immediate needs as well as those likely to emerge as a result of an expected increase in the nearby residential population. Implementation has enabled the GP to bring forward enhanced service provision in a marginal practice which might otherwise have been closed.

9.23 Salford NDC has taken over financial support for Salford Arts Project, which provides arts training and opportunities for people of all ages with mental health or social exclusion problems, through weekly studio based workshops, outreach projects and residencies, and educational and exhibition programmes.¹²⁸

Hartlepool NDC: 'Drop-in for Health' Health Bus

Hartlepool suffers from high death rates from lung cancer and coronary heart disease, and provision of GPs and primary care services is poor. The health bus is a mobile health service part funded by the local NDC. The overall aim of the project is to enhance opportunities for health improvement and to increase the uptake of mainstream health services by NDC residents. The project offers a drop-in health facility at four sites in the NDC area (sometimes more if there is demand) and is staffed by six part-time practice nurses from local GP practices, who work around their GP practice timetable in an outreach capacity. The bus provides an easily accessible venue for smoking cessation clinics, national promotional campaigns such as National Heart Week and demonstrations on healthy eating, oral and personal hygiene. It also gives access to health promotion workers, drug workers, and health development workers. Services offered are free, no appointment is needed and confidentiality is strictly maintained.

The health bus is popular, being used by approximately 40 people per two-hour session. The project has been successful in providing access to health services to residents who would not ordinarily access mainstream health provision. Anecdotal evidence suggests that men tend to use the service more than they would their GP. Assessments of the service suggest that the mode of delivery is successful due to the ease of accessibility and the informal, non-threatening atmosphere.

127 Blank, L., Ellis, E., Goyder, E. and Peters, J. (2004) *Complementary and Alternative Therapies in New Deal Communities – Research Report 32*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

128 Blank, L., Ellis, L., Goyder, E. and Peters, J. (2004) *Tackling Inequalities in Mental Health – The Experience of New Deal for Communities – Research Report 34*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Developing the Workforce

- 9.24 Increasing the trained workforce in NDC areas has been a component in many NDC health strategies.^{129,130} This can be done through creating new posts, recruitment into additional posts, secondment of trained staff, reconfiguring services, or retraining existing staff. Whichever options are employed, the net result is an increase in trained staff working in health care, funded either by the NDC alone or as joint appointments within the NHS.
- 9.25 New build projects are likely to require new or additional staff. The refurbishment of Pendleton House in Salford as a new health centre required a project manager to help integrate the new project with existing community, complementary and clinical services. In other instances, new posts have been driven by local demographic needs or specific skill shortages. A team of six new practice nurses, each with expertise in a specialist field, has been created in Sandwell to provide services to the housebound, outreach services before or after hospital admissions, and health promotion work. In Middlesbrough, the needs of older people is an outstanding concern. Following the successful appointment of a health and social care worker, the project has been rolled out and an additional worker recruited to work in the community. In Doncaster community support workers have been appointed to assist people through drug detoxification programmes.
- 9.26 Provision of health care training for local residents to enable them to become a first line resource in their locality has been used successfully in a number of NDCs. Local people are being trained as family workers in Southampton NDC. This job requires good life skills but no formal qualification. There is, however, an opportunity for staff to study for NVQs and thus increase both their formal qualifications and levels of expertise. In Salford, where there are no health facilities within Charlestown and Lower Kersal, two pharmacy technicians and a pharmacist are working with local residents, from a Wellbeing Centre, to help them manage their medicines.

129 Blank, L., Goyder, E., Ellis, E., Peters, J. and Johnson, M. (2005) *Improving Access to Healthcare – Introducing New Services for NDC Residents – Research Report 54*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

130 Peters, J., Ellis, E., Blank, L., Goyder, E. and Johnson, M. (2005) *Relocation or Extension of Health Care Services – Research Report 55*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Hull NDC: Community Paramedic and First Responder Team

There is a high incidence of ischaemic heart disease on the Preston Road estate. The survival rate was about four percent for those having a cardiac arrest on the street. If a cardiac arrest victim is defibrillated immediately, their chance of survival increases to 85 per cent. The nearest Accident and Emergency Department is four miles away.

The community paramedic, a secondee from the local ambulance service, works with community groups in order to train and organise members of the community into first responder schemes. The paramedic and support vehicle add to the availability of expert emergency response in the area. The Ambulance Service manages the scheme and ensures appropriate clinical standards are met. The primary benefit is a community, better prepared to deal with medical emergencies.

The First Responder scheme (the first urban based project of its kind in the country), went live in December 2003 with an initial 21 trained responders, one or two being on duty at any one time. From December 2003 to November 2004, the scheme was utilised by the ambulance control 76 times. Responders are mobilised by emergency calls, all of which can be reached on foot within eight minutes. Fifty per cent of the calls were from outside the NDC area so there has been collaboration with other communities to provide the service. A couple of First Responders have shown an interest in training for an NHS career.

Working with Young People

- 9.27 Teenage pregnancy proved to be an initial focus for many NDCs.¹³¹ Some borrowed from, built onto, or bought into, Sure Start Plus or other local interventions. In other instances, NDCs created their own programmes and interventions to address teenage conceptions, Knowsley and Derby have programmes to supply contraception and information. Whilst in Knowsley advice clinics, set up in a local youth centre and via a mobile unit are open to all, Derby has used its youth service especially to target boys and young men. One key message to emerge is that local provision of services is essential as young people, particularly young men, are unlikely to travel to receive the help and support they may need.
- 9.28 One goal in the national teenage pregnancy strategy is to get more teenagers into education, training or employment to reduce their risk of long term social exclusion. Some NDCs are adopting the dual approach of providing interventions targeted at reducing conceptions, in parallel with support in areas such as accommodation and continuing education.¹³² Both Knowsley and Manchester have contributed to housing projects that provide accommodation and support for teenage mothers and their babies.¹³³

131 Blank, L., Goyder, E. and Peters, J. (2003) *Teenage Pregnancy Prevention Initiatives in New Deal Communities – Research Report 7*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

132 Goyder, E., Blank, L., Peters, J. (2003) *Supporting Teenage Parents: the Potential Contribution – Research Report 8*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

133 Blank, L., Goyder, E., Peters, J. and Ellis, E. (2005) *Teenage Pregnancy and Sexual Health – Research Report 53*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- 9.29 The emphasis on teenage pregnancy per se is being complemented by a focus on the wider sexual health agenda.¹³⁴ This is due to the successful mainstreaming of teenage pregnancy work, a gradual reduction in UK teenage pregnancy rates, and a rise in sexually transmitted infections. Several examples are emerging where the NDC has been used as a pilot for services, which are subsequently implemented across a wider area. For example, in Knowsley, the Huyton Sexual Health Clinic is being used as a model for the whole borough.
- 9.30 A number of the healthy living activities are targeted at young people and children. Bristol NDC, as part of the 2004 Bike Week, worked with a London-based charity, Wizz Kids, to promote cycling for children with disabilities. A sports centre in Middlesbrough NDC is the venue for activities for local and excluded young people¹³⁵ and a school-based project located in Birmingham Kings Norton is focussing on education to prevent drug use in young people.¹³⁶
- 9.31 Young people are also vulnerable in terms of their mental health. A school-based programme in Walsall NDC is addressing mental health in a project emerging out of the domestic violence agenda. Each young person is contacted four times during their school life (at ages five, eight, 11 and 15) and taught that they have a right to feel safe and to be aware that they can talk to someone they can trust.¹³⁷

Manchester NDC: Teenage Pregnancy Initiatives

The teenage pregnancy rate at the onset of the project at 19.4 per 1000 was higher than both the Manchester (14.5 per thousand) and national (8.8 per thousand) averages. The project aimed to reduce pre-16 conceptions to 18 per thousand in year one and to 16 per thousand in year 10. NDC funding has contributed to various elements of the overall programme including:

- extra school nurse hours funded in key schools
- drop in centres for teenage parents
- a teacher to give intensive personal, social and health education support in primary and secondary schools; this has now been mainstreamed city-wide
- interactive whiteboard to link sex and relationship education to the wider personal, social and health education agenda by providing schools with packs on sex and pregnancy
- the 'Growing Together' project to provide primary curriculum materials for discussion with parental involvement
- Curriculum 16, training for staff working with vulnerable young people in pupil referral and learning support units
- Parent Talk, a parent peer education programme supporting parents in talking to their children about sex and relationships, delivered by the Brook Advisory Service
- vending subgroup: provides social marketing of condoms to young people in appropriate places
- supported housing scheme
- the DISCUS youth outreach project to provide pro-active detached youth work to engage excluded young people.

134 Blank L, Goyder E, Peters J, Ellis E (2005) *Teenage Pregnancy and Sexual Health – Research Report 53*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

135 Peters, J., Ellis, E., Goyder, E. and Blank, L. (2004) *Physical Exercise Initiatives Case Studies – Research Report 33*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

136 Peters, J., Blank, L., Goyder, E. and Ellis, E. (2003) *Drug Prevention or Reduction: Early Findings – Research Report 9*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

137 Blank, L., Ellis, L., Goyder, E. and Peters, J. (2004) *Tackling Inequalities in Mental Health – The Experience of New Deal for Communities – Research Report 34*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

PROGRAMME LEVEL CHANGE

9.32 This section outlines change in health at the Programme wide level. Two issues should be stressed at the outset:

- it is only possible here to provide a flavour of the full range of change data in health domain; those interested in the area should refer to the health data analysis paper¹³⁸
- the data examined below is cross-sectional in that it explores change at the level of NDC areas and comparator areas at two points in time: the baseline (usually 2001/02) and a later Interim position (usually for 2004); longitudinal data exploring change to individuals through time is outlined in Chapter 12 (12.48).

9.33 The 2002 and 2004 household surveys and administrative data provide evidence of change in relation to:

- lifestyle
- self-reported indicators of health
- low birth weight
- prescribing for mental illness
- standardised health ratios
- access to health services.

Lifestyle

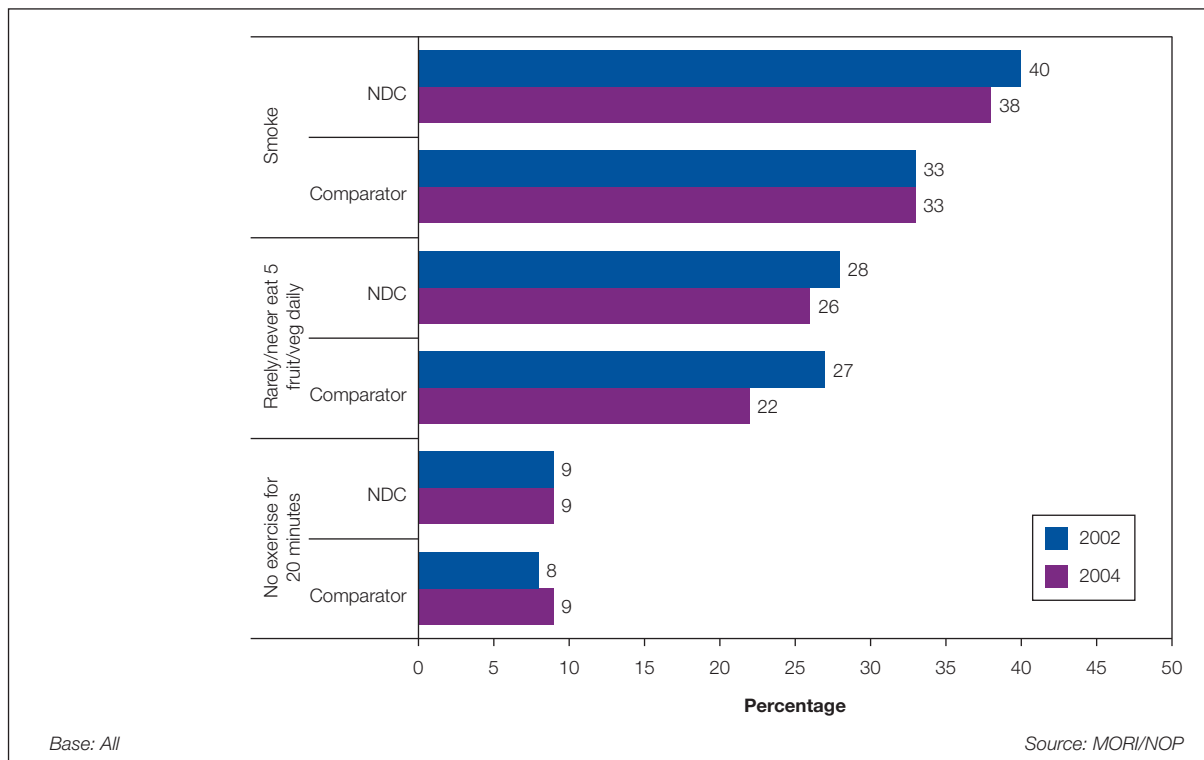
9.34 Smoking, exercise and nutrition are thought to be influencing factors in relation to cardiovascular disease and cancer.¹³⁹ The 2002 and 2004 surveys asked residents to comment on three aspects of lifestyle: smoking, diet, and physical activity (Figure 9.1).

9.35 Thirty-eight per cent of NDC residents **smoked** in 2004, a figure some five percentage points higher than in the comparator areas and fully 12 percentage points higher than the national average. There was a small fall in smoking of one percentage point in NDC areas between 2002 and 2004, whereas there was no significant change in the comparator areas. But there is scope for more progress: two-thirds of smokers would like to give up.

¹³⁸ Beatty, C., Dibben, C., Goyder, E., Grimsley, M., Manning, J., Peters, J. and Wilson, I. (2005) *Health of NDC Residents: Who has the most to gain?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹³⁹ Department of Health (2002) *Health and neighbourhood renewal: guidance.*

Figure 9.1: Health lifestyle



9.36 In relation to **diet**, over a quarter (26 per cent) of NDC residents rarely or never eat five portions a day, compared with 22 per cent in comparator areas. Here the comparator areas witnessed more positive change than NDCs between 2002 and 2004: five percentage points and two percentage points respectively.

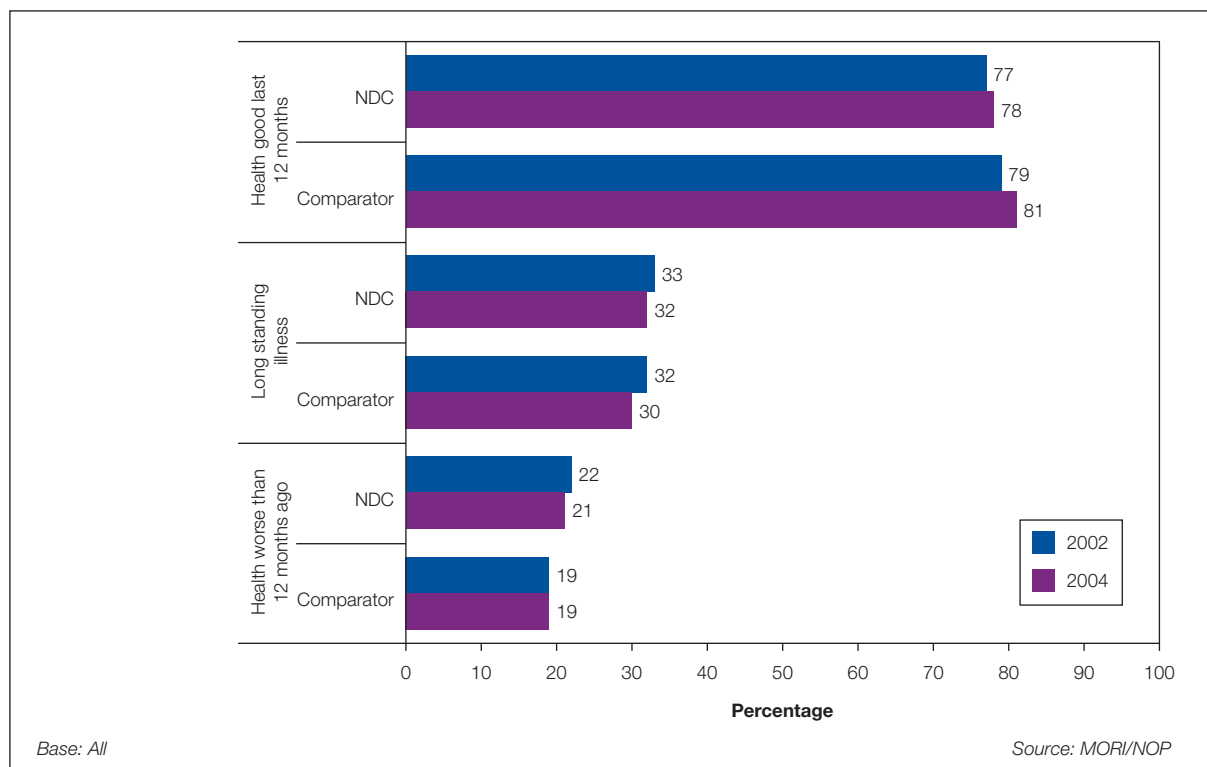
9.37 The 2002 and 2004 surveys asked residents which of 14 categories of **physical exercise** they ‘do nowadays for 20 minutes at a time’. NDC areas indicate a small, non-significant, reduction in the proportion of residents doing no exercise nowadays (less than one percentage point) whilst the comparator areas indicate a small non significant, increase of one percentage point.

Self Reported Indicators of Health

9.38 The 2002 and 2004 household surveys asked residents to indicate:

- their health in the previous 12 months
- their health now compared with 12 months ago
- whether they had any long standing illness, disability or infirmity.

Figure 9.2: Indicators of self-reported health

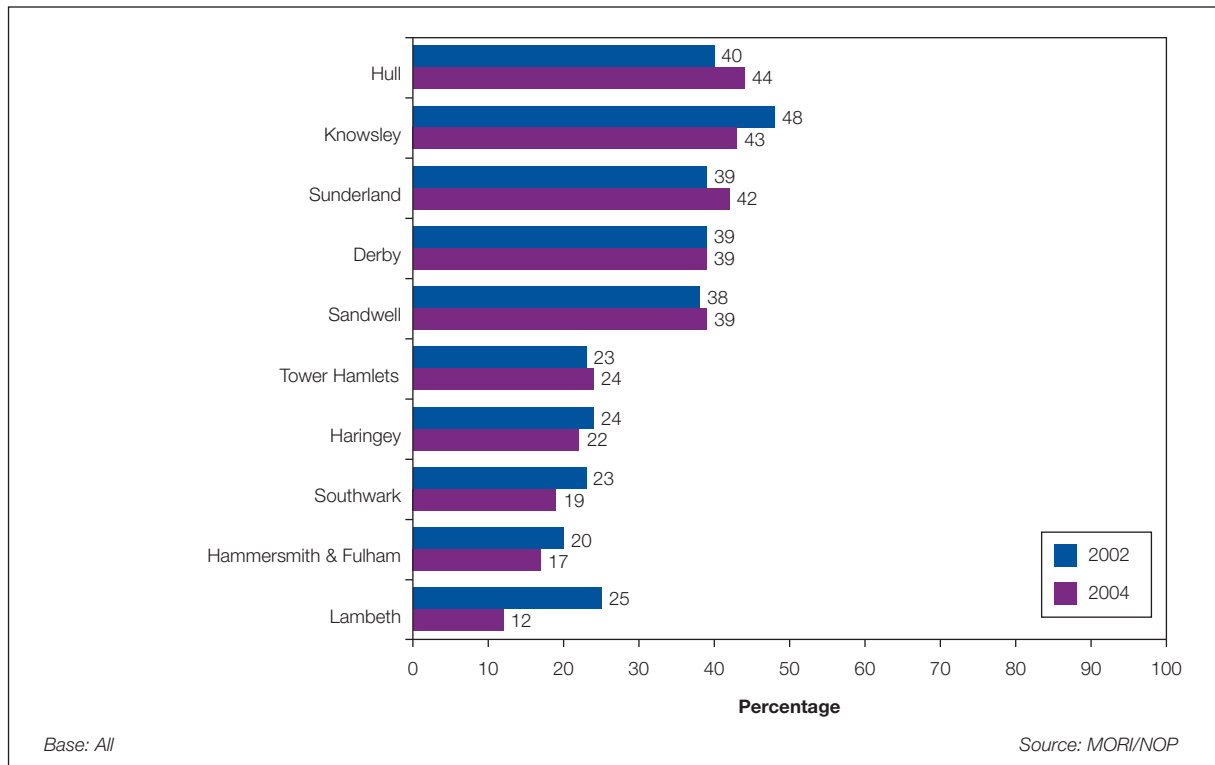


9.39 Four key issues emerge from these self-reported health indicators (Figure 9.2).

- between 2002 and 2004 NDC residents as a whole identified small improvements in relation to all three indicators
- for one of the three, health worse than 12 months ago, change in NDC areas was greater than that occurring in the comparator areas; however in the case of long standing illness, disability or infirmity the fall in comparator areas of two percentage points was double that occurring in NDC areas and for residents indicating their health had been good in the last year the improvement in comparator areas was again double that achieved in NDC areas
- some 32 per cent of NDC residents have a long standing illness, disability or infirmity. Four-fifths of these indicate that this limits their activity; the problems of long standing illness facing some NDCs, especially those in older industrial areas in the Midlands and the North, are considerable: 44 per cent of residents have long standing illness in Hull; the figure for Lambeth at the other end of the spectrum is 12 per cent (Figure 9.3)
- a mixed picture emerges when responses from residents in NDC areas are compared with national equivalents; 78 per cent of NDC residents point to their health being good/fairly good: the national equivalent is 86 per cent; but fewer NDC residents have a long standing illness than is the case nationally: 32 per cent compared with 35 per cent.¹⁴⁰

9.40 In addition, data from the survey can be used to build up the Short-Form 36 (SF36) mental wellbeing index (see Appendix One). Between 2002 and 2004 NDC areas indicate a slight improvement in SF36 mental wellbeing scores (70 points in 2002 improving to 71 points in 2004) whilst comparator areas indicate no change (73 points in both 2002 and 2004).

Figure 9.3: Long standing illness: An indication of NDC level variations: 2004



Low Birth Weight

9.41 Low birth weight (under 2500g) births as a proportion of all singleton live births have risen in NDC areas from 9.0 per cent for the period 1996 to 2000 to 9.3 per cent for the period 1999 to 2003. However, this trend is also apparent for England as a whole where the rate has risen from 6.1 per cent to 6.3 per cent.

9.42 There are considerable variations at the Partnership level: Hammersmith and Fulham's rate was six per cent for 1999-2003, a fall of one percentage point on the earlier period. Bradford and Sheffield had double that rate, 12 per cent, for 1999-2003, which in both cases represented an increase of one percentage point on 1996-2000.

Prescribing for Mental Illness

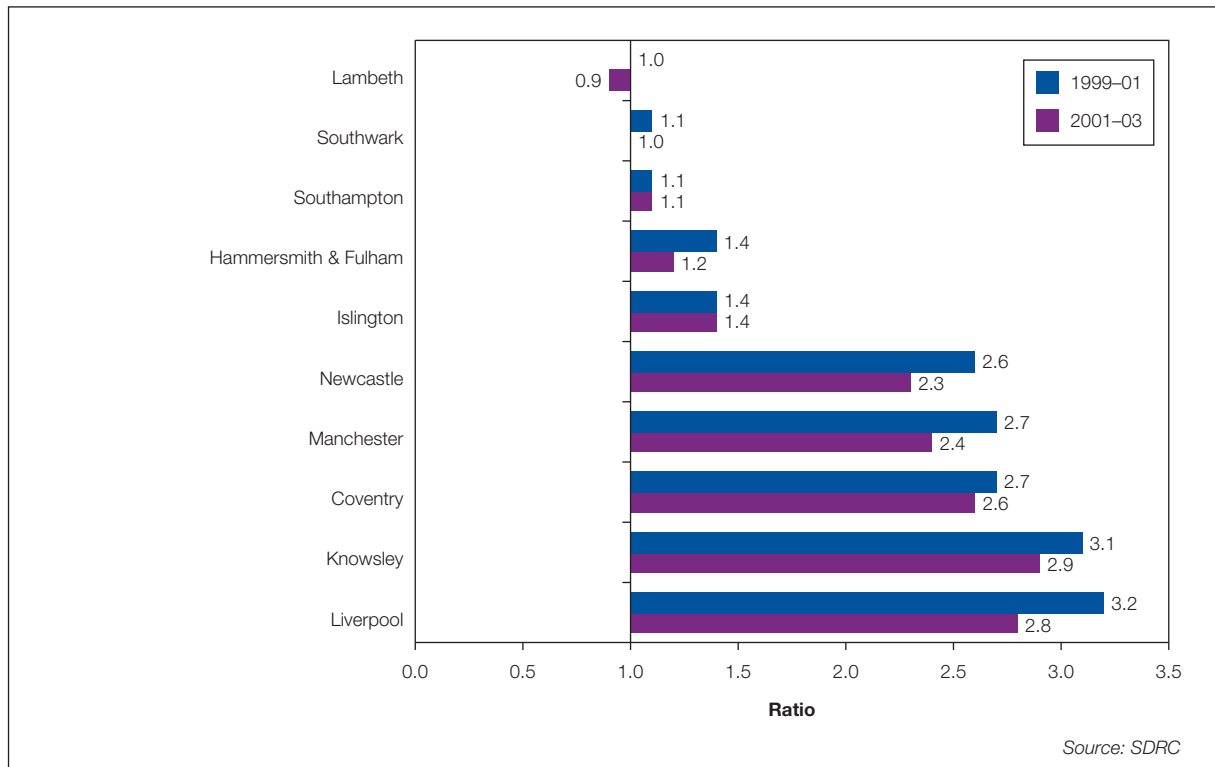
- 9.43 An estimate of the treatment for mental health within a population can be made from information on drug prescribing. Because the conditions for which various types of drugs are prescribed is known, as are typical dosages used, it is possible to estimate the number of patients being treated for mental health problems within a particular GP practice. This measure is dependent on appropriate GP prescribing. Where a GP over or under-prescribes this measure will be biased. Care should be taken therefore when interpreting this figure.
- 9.44 Between 2001 and 2003 most NDC areas saw an increase in the estimated proportion of the population being prescribed drugs for depression, anxiety, and psychoses. In 2001 NDCs as a whole, had prescribed to a population rate of 5.3 per cent. By 2003 this had risen slightly to 5.6 per cent. However, this mirrors the pattern across England where there was an increase from 5.2 per cent to 5.7 per cent. By 2003 the average for England was actually higher than the NDC Programme wide average. This suggests that there may be scope further to improve access to primary care for those with mental ill health in NDC areas.
- 9.45 Rates of prescribing vary considerably. In 2003 the figure for Norwich was nine per cent, but for Newham at the other end of the spectrum, four per cent. These rates may well reflect wider patterns of prescribing: the rate for Norwich as a whole was nine per cent, but only three per cent in Newham.

Standardised Health Ratios

- 9.46 **SMR**, for those under 75, have been created for three time periods 1999 to 2001, 2000 to 2001 and 2001 to 2002:
- the SMR average for all NDC areas was approximately two for all three periods, twice the rate expected given the areas' age and sex structure (England as a whole being one)
 - there was no evidence of change in the SMR for all NDC areas combined
 - however, there are considerable Partnership level variations: Southwark had an SMR not significantly different from one while Newcastle's figure is above two.
- 9.47 Indications of **morbidity** can be obtained from figures showing people receiving social security payments for disability or illness. These can be used to create standardised illness ratios:
- the standard illness ratio declined in all but one NDC between the earliest and latest measurement periods; most of this change, however, was between 1999 to 2001 and 2000 to 2002, rather than between 2000 to 2002 and 2001 to 2003
 - the 'all NDC areas ratio' was 1.93 in 1999 to 2001, falling to 1.77 in 2001 to 2003; this latter figure still indicates that within NDC areas the rate of illness and disability is almost twice that which would be expected given age and gender profiles

- Liverpool and Knowsley have extremely high rates of morbidity, close to three times that expected; Lambeth’s rate was no higher than would be expected in 1999 to 2001 and below that for 2001 to 2003 (Figure 9.4).

Figure 9.4: Standard Illness Ratio: NDCs with highest and lowest ratios



9.48 Specific types of morbidity can be investigated using clinical diagnostic coding for people admitted to hospital. The **standardised ratios for hospital admissions** are shown in Table 9.3:

- within all NDCs there was a consistent 20 per cent greater than expected rate of admissions for cancer; this did not change during the period under consideration
- for admissions relating to heart disease there was a 40 per cent higher than expected rate in all the NDC areas by 2001-03; there was a slight increase during the study period
- NDCs had on average greater than expected rates of admission for drug related conditions of between 3.37 and 3.46; there is some evidence that this rate increased over the study period
- there are considerable Partnership level variations: for the period 1999 to 2001 Newcastle NDC had a standardised ratio of 5.82 for alcohol misuse, but Tower Hamlets just 0.58; Liverpool had a drug misuse rate 11 to 12 times higher than expected.

Table 9.3: NDC averages: Standardised Ratios for hospital admissions

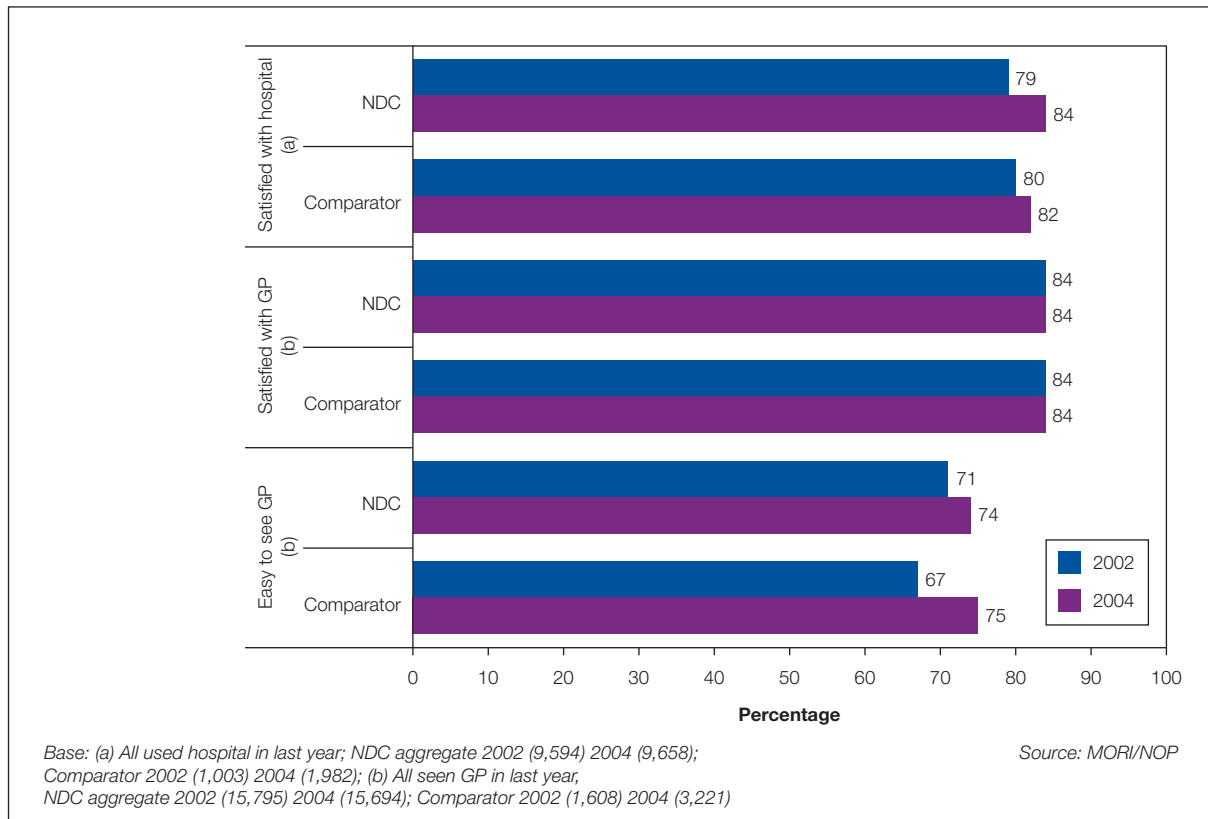
Diagnosis	1999-01	2000-02	2001-03
Cancer	1.20	1.21	1.20
Heart disease	1.38	1.39	1.40
Alcohol misuse	2.32	2.26	2.18
Drug misuse	3.37	3.42	3.46

Source: SDRC

Access to Health Services

- 9.49 The 2002 and 2004 household surveys asked residents to comment on access to, and satisfaction with, health services. In relation to GPs, some 38 per cent had seen their local GP in the last month, a similar figure to the national equivalent. By 2004, almost three quarters of NDC residents found it fairly, or very, easy to see their GP, (Figure 9.5). But interestingly whilst there was an increase of some three percentage points in NDC residents thinking access to GPs had improved between 2002 and 2004, the equivalent change figure in comparator areas was fully nine percentage points.
- 9.50 This is the only instance across the whole evaluation where relative change in comparator areas proved so much greater than that occurring in NDCs between 2002 and 2004. It is difficult to know why this should be. There has been substantial investment by PCTs and other agencies in neighbourhood level community health services in recent years. However, NDC areas are likely to have benefited at least as much as other relatively deprived localities.

Figure 9.5: Access to health services



9.51 Some 84 per cent of both NDC and comparator area residents were either very, or fairly, satisfied with their family doctor, some six percentage points lower than a 1998 national equivalent. Satisfaction rates hardly changed between 2002 and 2004.

9.52 Some 17 per cent of NDC residents had used their local hospital in the last month, a similar total to the national equivalent. As with GP services over 80 per cent were satisfied with the experience, a slightly higher figure than a 2004 national equivalent. There was a five percentage point increase amongst NDC residents in those who were very or fairly satisfied with this experience, a rate of change in excess of that occurring in the comparator areas.

9.53 Findings from the 2004 **focus groups** held in all 39 NDC areas also reveal that users are largely positive about efforts to improve health service provision in their area. Indeed, participants from eight focus groups specifically said they had noticed an improvement in relation to, or increase in, local health services during the last three years.

Interventions in health and change data: assessing relationships

9.54 Earlier sections of this chapter explore health interventions across the Programme. To what extent is it possible at this Interim stage to suggest that these interventions have had an impact? It is simply not plausible to assume that evidence would as yet indicate change in relation to ‘ultimate’ health outcomes such as mortality. However, bearing in mind support for health promotion activities and investment in health facilities across

the Programme it is more realistic to imagine positive change would occur in other areas such as lifestyle or satisfaction with, and access to, health services. Here the **cross-sectional data** outlined above does provide indications of generally modest positive change in relation to Programme wide averages. However, these tend often to be mirrored, indeed sometimes exceeded, by change in comparator areas. It is not yet possible to suggest interventions are seeing associated outcomes in health when measured across the area as a whole.

9.55 However, towards the end of this Interim phase, **longitudinal data** exploring changes to individuals in NDC and comparator areas became available. Initial analysis of this emerging source of data are discussed in Chapter 12 (12.48).

HEALTH INTERVENTIONS: IMPLICATIONS FOR THE PROGRAMME AND THE NEIGHBOURHOOD RENEWAL AGENDA

Perceptions and Priorities

9.56 Health has tended to be viewed by many Partnerships as a **relatively** low priority, often being viewed as a personal rather than community concern. That is changing, but more might need be done for at least three reasons:

- health and healthcare will be of relevance to everyone during their lives
- as data analysis undertaken by the NDC national evaluation team has confirmed; there are close links between health and other components of deprivation notably employment and crime¹⁴¹
- especially since the publication of the Acheson Report¹⁴² there is a growing awareness of the relationships between ill-health and the social and economic costs this creates.

Working with Experienced Partners

9.57 Partnership working is a key component of the NDC Programme. However, it is only relatively recently that some Partnerships have established effective collaborative arrangements with their local community health care providers and commissioners: the PCTs. This relative delay is likely primarily to be because PCTs were themselves only created in April 2002. Where new collaborative arrangements between NDCs and PCTs have emerged, there can be benefits for both partners:

- NDCs have funding to support new healthcare posts and buildings but generally lack experienced staff and expertise through which to deliver a health care agenda; PCTs on the other hand have experienced staff and may also have access to resources through which to fund joint activities and posts

¹⁴¹ Beatty, C., Dibben, C., Goyder, E., Grimsley, M., Manning, J., Peters, J. and Wilson, I. (2005) *Health of NDC Residents: Who has the most to gain?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹⁴² Acheson, D. (1998) *Independent inquiry into inequalities in health report*. (Acheson report). The Stationery Office, London.

- PCTs are managing health theme groups in some Partnerships such as Doncaster, Derby, Bristol, Kings Norton, Plymouth, Middlesbrough and Walsall; this should help deliver evidence based interventions in a coordinated, evidence led and cost-effective manner
- PCT involvement tends to mean that other well established health-based practices, such as audit, are more likely to be in evidence through which to monitor, evaluate and learn from interventions.

Developing the Workforce

- 9.58 Staffing and associated problems such as short term contracts, unwanted secondments, inadequate accommodation, and rapid turnover have all hindered delivery. Skills and knowledge may not be passed on, and programmes can suffer breaks in delivery as replacements are recruited. Partnerships have sought various ways to overcome these constraints. One especially useful approach has been to seek the secondment of NHS employees to NDCs. This approach can bring experienced staff into the neighbourhood, who, because they retain job security and NHS employment benefits, tend not to be under the same personal pressures as those employed by NDCs on a short-term basis.
- 9.59 A key lesson, therefore, is that neighbourhood renewal partnerships need to ensure that appropriate HR policies are in place at an early stage in order to maximise benefits arising from the employment of skilled and experienced people on a secure and mutually supportive basis.

Defining and Understanding Change

- 9.60 The Programme has shown that defining, monitoring, and achieving health outcomes is a complex process:
- obtaining data in relation to some possible outcomes, such as teenage pregnancy, can be fraught with problems because of the small numbers involved and issues of confidentiality
 - changes in outcomes such as life expectancy and reducing premature mortality from coronary heart disease, will not be demonstrable in the short term; changes in lifestyle and consequent reductions in mortality will only manifest themselves as people age
 - changes in health outcomes may not be attributable to specific health activities but rather to interventions addressing 'non-health' issues, such as damp housing, unemployment, and poor educational attainment; reducing health inequalities will require a long term, cross-theme approach.

HEALTH IN THE NDC PROGRAMME: A CONCLUDING COMMENT

9.61 At this Interim phase perhaps four key issues should be stressed in relation to health:

- although the scale of health inequalities provides no justification for this approach, local communities have tended to place less emphasis on health than other themes
- the embedding of PCTs within the institutional landscape has, however, provided many NDCs with a much needed key agency partner, whose longer term aims often neatly complement the aspirations of many Partnerships
- it is unrealistic to imagine that a great deal of change in relation to ultimate outcomes will become evident for many years; NDC interventions designed to change lifestyle will only reap benefits in terms of morbidity and mortality in the longer term
- change data which is currently available points to some modest changes in relation to health, illness, lifestyle, and access to health facilities; but these are often more or less in line with changes occurring in similarly deprived non-NDC localities.

CHAPTER 10:

EDUCATION

INTRODUCTION

10.1 This chapter examines interventions carried out by Partnerships in the area of education. It begins by providing an outline of the wider policy context within which NDCs have operated. The scale of education outcomes and projects is then developed, together with a discussion of activity within a six-fold classification of interventions. Programme wide change is assessed using both household survey, and administrative, data. The final substantive section considers implications of these findings for the Programme and the wider neighbourhood renewal agenda.

THE POLICY BACKGROUND

10.2 The context for education policy was recently summarised in the 'Five Year Strategy' published by the DfES (Education and Skills) in 2004.¹⁴³ The strategy identifies current priorities and outlines future policy directions, including five 'principles of reform', each of which is likely to impact on areas of disadvantage such as NDCs:

- greater personalisation and choice
- opening up services to new providers
- freedom and independence for frontline head teachers, governors and managers
- a major commitment to staff development
- Partnership working across key agencies.

10.3 In addition a number of more specific policy initiatives have also informed educational change in areas such as NDCs. First, the needs of disadvantaged pupils have sometimes suffered because they are viewed as less likely to contribute to school performance tables. This may become less of an issue as a result of the inclusion of 'value added' measures in recent educational statistics. This should benefit schools in areas such as NDCs in that value-added information is based on relative improvement in performance of pupils.

10.4 Second, it has been argued that one way to address the persistent under-achievement of young people from disadvantaged backgrounds is to reform the education system in order to offer a clearer sense of progression and to broaden the range of activities and subjects on offer. In 2004 a working group, chaired by the former Chief Inspector of Schools Mike Tomlinson, recommended far reaching changes to the structure of education between the ages of 14 and 19 including the teaching of vocational subjects alongside academic ones.¹⁴⁴ Young people from disadvantaged backgrounds are much

¹⁴³ DfES (2004) *Department for Education & Skills: Five Year Strategy for Children and Learners*. Cm 6272.

¹⁴⁴ Working Group on 14-19 Reform 2004 *14-19 Qualifications & Curriculum Reform: Final Report of the Working group on 14-19 Reform*. DfES, London.

more likely to enter vocational subjects. The government response to the Tomlinson report is not yet certain. But it is clear that reform of the educational system, especially as it impacts on 14-19 year olds, may have profound implications for pupils in NDC areas.

- 10.5 Third, there are lessons to learn from other programmes. For instance, the EiC initiative, launched in 1999 now incorporates more than 1,000 secondary and 1,000 primary schools. EiC has pursued a series of reforms, aimed at raising standards of achievement in areas of disadvantage and improving confidence in the state system. There are early indications that attainment has risen more quickly in EiC schools than might otherwise have been predicted. One aspect of the EiC reforms has been the development of 'Gifted and Talented' programmes. This strand has proven generally popular, although there are concerns that pupils from BME backgrounds and those in receipt of free school meals are under-represented.
- 10.6 Fourth, the position of some BME pupils continues to give cause for concern. A recent policy innovation, Aiming High, is exploring new ways of trying to raise attainment by targeting additional resources and specialised support at a small number of schools with significant black populations. A formal evaluation has not yet been published, but the programme appears to have considerable potential.
- 10.7 Fifth, the government's commitment to Lifelong Learning resulted in the formation of the Community Leadership Training Pilots.¹⁴⁵ This initiative was a response to the Policy Action Team on Skills¹⁴⁶ which called for the development of strategies to enable local people to play a determining role in the regeneration of their own areas.
- 10.8 Sixth, there is a national target of 50% participation in higher education amongst those under 30 by 2010. Access to university education is seen as an important policy intervention to counter social exclusion and poverty, and to promote local and national regeneration across the UK.
- 10.9 And seventh, there is widespread acceptance within government that continuing educational disadvantage creates problems for society as a whole. The 2004 DfES strategy speaks directly to the concerns of the NDC Programme:

'we have not yet broken the link between social class and achievement. No society can afford to waste the talent of its children and citizens'.¹⁴⁷

EDUCATION IN THE NDC PROGRAMME: OVERALL ACTIVITY

- 10.10 NDC Partnerships have been faced with some acute problems in relation to educational disadvantage. For instance in 2002:
- some 33 per cent of NDC residents had no qualifications, about twice the national average¹⁴⁸

¹⁴⁵ DfES (2004) *Community Leadership Training Pilots*.

¹⁴⁶ Social Exclusion Unit (1999) *Skills for Neighbourhood Renewal: Local Solutions*.

¹⁴⁷ DfES (2004) *Department for Education & Skills: Five Year Strategy for Children and Learners*. Cm 6272.

¹⁴⁸ Labour Force Survey 2004.

- roughly a fifth of residents had completed in the previous year, or were currently finishing, a training project, a figure about 10 percentage points lower than the national equivalent
- 26 per cent of pupils in NDC areas attained five or more GCSE's (A*-C) passes compared with 49 per cent nationally.

10.11 In order to address these kinds of difficulties, Partnerships spent about £79 million in the broad field of education in the four years between 2000/01 and 2003/04. This amounted to slightly less than a fifth of total spend. Chapter 11 provides fuller details of Programme spend (See Tables 11.3, 11.4).

10.12 The 39 current Delivery Plans provide the most consistent source through which to assess Programme wide educational outcomes, their relationship to relevant floor targets, and projects.¹⁴⁹ This data needs to be treated with a degree of caution: categorisation of outcomes and projects outlined in Delivery Plans can never be exact.

10.13 The main education outcomes mentioned by Partnerships in their current Delivery Plans are outlined in Table 10.1. The emphasis in improvements to Key stages 2 and 4 is evident, as are outcomes seeking to boost staying on rates for those aged 16 and above, and better school attendance. The proportion of education to total outcomes varies by Partnership. In at least two they account for less than 10 per cent of the Partnership's total outcomes, whereas in Hull, Lewisham and Newham NDC areas they amount at least 30 per cent. In terms of linking outcomes to national **floor targets**, all NDCs have outcomes which are likely to contribute to achieving the Key stages 2, 3 and 4 elements to the 2002 education targets.

Table 10.1: NDC Delivery Plans: Education Outcomes

Outcome	No. of Outcomes
Improve Key Stage 4 results/GCSE passes	28
Improve Key Stage 2 results	20
School leavers destinations and staying on at school rates	16
Improve school attendance/reduce exclusion	12
Improve literacy and numeracy/or reduce proportion of unqualified residents	11
Improve school performance	9
Improve educational attainment/qualification levels	8
Education access/participation/culture	8
Improve Key Stage 1 results	7
Improve Key Stage 3 results	7

Source: CRESR

Based on Delivery Plans 2004/5

¹⁴⁹ CRESR (2005) *Analysis of Delivery Plans: Outcomes, Floor Targets and Projects*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

10.14 Delivery Plans provide a broad indication of educational **projects** (Table 10.2). Many involve additional resources for early, or pre-school provision, enhanced ICT facilities or family learning initiatives. Many projects are clearly ultimately designed to improve educational attainment. In at least six NDCs educational projects amount to less than 10 per cent of projects. But in Hull they amount to 28 per cent, and Coventry 30 per cent, of all projects.

Table 10.2: NDC Delivery Plans: Education projects

Project	No. of Projects
Educational support	39
Educational attainment project	34
Family learning/support project	23
After school/early morning/holiday clubs	22
ICT strategy/project	20
School maintenance, new builds and extensions	19
Early learning/pre-school learning and SureStart	17
Theme development/staff	15
Educational facility	15
Other	12
School and related support programme/project	12
Pupil support	11
Transition support project	11

Source: CRESR

Based on Delivery Plans 2004/5

10.15 Towards the end of this phase of the evaluation more detailed Partnership level output data became available through System K and other similar data bases. This evidence is discussed in detail in Chapter 11. But it is worth pointing out here that by the end of 2003/04 Partnerships had implemented about 1,180 educational projects, the average cost of which was around £90,000. This investment had helped secure a wide range of outputs including 82,000 pupils benefiting from projects, physical improvements to some 180 schools, and support of some kind for almost 600 teachers or teaching assistants.

PARTNERSHIP ACTIVITY AND PROJECT DELIVERY IN EDUCATION: AN OVERVIEW

10.16 Partnerships have set themselves a wide-ranging and ambitious set of educational outcomes. Interventions designed to achieve these goals fall within six themes:

- creating educational partnerships
- raising educational attainments
- parental and community involvement
- lifelong learning

- widening access and broadening participation in higher education
- minority ethnic inclusion and attainment.

Creating educational Partnerships

10.17 Educational interventions discussed below almost always emerge out of effective partnership working between NDCs and educational agencies and institutions. One positive observation to emerge from many of the 39 Partnership level reports for 2004/05 is the widespread sentiment that Partnerships and LEAs, are more obviously working together than hitherto. In Middlesbrough for instance, the LEA is leading on the development of an Action Plan following the review of the NDC's Education Theme. Other Partnerships report greater organisational commitment from the LEA in the form of, say, representation on the education theme group in Lambeth, or the creation of a steering group to guide the evolution of a Children's Centre in Haringey. The Birmingham Kings Norton Collaborative Partnership, led by two local head teachers, has delegated powers from the LEA and is charged with working in partnership until 2007 to raise standards in local schools.

10.18 As well as bilateral arrangements between NDCs and the LEAs, multi-agency networking and partnerships are of increasing importance. Lewisham identifies the need to bring in Connexions and the LSC if the proposed neighbourhood learning services are to be viable. Luton has brought together schools, colleges, the Library Service and Sure Start in the development of NDC projects. Staff from the LSC, LEA, Library Service, schools, Lifelong Learning, Early Years, Sure Start and Adult Education attend an Advisory Group seeking to build stronger links with mainstream agencies.

Sheffield NDC: Advancing Together

The Advancing Together Agreement, between the NDC Board and the LEA covers a set of eight projects and eight principles. The eight projects have been designed to address a range of issues in two broad areas: teaching/learning and the extended schools agenda to increase links between schools and their communities. The Agreement essentially commits the LEA to maintain or increase existing levels of funding and services for schools for the next three years. Management costs are absorbed by the LEA so that additional funding buys extra resources for schools. It also commits LEA officers and schools to work with the NDC to identify good practice in service delivery which can subsequently be incorporated into mainstream provision.

Raising educational attainment

10.19 Rising educational attainment is the most important single outcome assumed by Partnerships in the field of education.¹⁵⁰ Although many educational interventions may have other primary objectives, they will also often be premised on the assumption that effective project delivery should also help enhance attainment. Raising educational standards is generally, however, a more realistic possibility in relation to primary education. Post-11 pupils can be widely distributed across towns and cities.

¹⁵⁰ Lall, M. and Gillborn, D. (2004) *Raising Educational Achievement in Disadvantaged Areas – Research Report 30*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- 10.20 Language and reading recovery projects have been put in place by NDCs such as Hackney and Rochdale. Targeting both teachers and pupils at primary level, these schemes aim to raise standards of literacy and speaking skills. Maths and numeracy are the focus of a project in Tower Hamlets, which cuts across primary and secondary schools and involves a programme of specifically designed homework, with courses for both parents and pupils. A large number of NDCs have also funded classroom assistants, and, as in Newcastle, helped support initiatives designed to train local people to become assistants.
- 10.21 Some NDCs have focused on after school homework or tuition clubs for those whose home environment might not allow for the kind of help individual pupils need. Brent, for example, has focused on after-school provision both in, and outside, schools for those at risk of exclusion or those already excluded.

Hammersmith and Fulham NDC: Smooth Moves Community Empowerment Network

CEN, an educational charity funded through donations, supports a project within the area. Around a third of the population is of BME origin, about a quarter have English as a second language, and one in 20 speak English slightly or not well.

Smooth Moves is intended to help young secondary school children at risk of underachievement and/or exclusion to refocus on school life, identify new personal goals and deal with their own challenging behaviour. Phase 1 was a highly focussed pilot project to support 28 children. Phase 2 is wider in scope setting up a homework club open to all in the NDC area and, through a parent group, developing a sustainable model of good practice.

Classroom space is provided in Hurlingham and Chelsea secondary school and there is a link teacher. The aim is that within seven years children in the NDC area will achieve attainment levels no less than the Borough average.

The approach has innovative aspects including “focus time” and “reflection time” and the encouragement of positive thinking and self image. The main achievement is that the children are engaged in, and feel ownership of, the project. However, it is recognised that this must be underpinned by greater teacher and parental involvement. Outcomes will only become observable in the long term.

- 10.22 Further help for those at risk of exclusion include alternative curriculum programmes such as that set up by Rochdale and mentoring schemes including those established in Lewisham, Leicester, and Hammersmith and Fulham. Attendance projects designed to reduce truancy also support schools and have been set up by a number of NDCs including Lewisham and Doncaster.

Wolverhampton NDC: Believe to Achieve

The project adopts an holistic approach to working with children of primary school age. It was founded by Lisa Potts, the nursery nurse awarded the George Medal for defence of her charges in the face of an attacker. The project aims to improve the self esteem of children by providing interesting and challenging extra-curricular activities thereby reducing poor attendance and truancy. Interventions are focussed on the 7-11 cohort as the one most likely to secure positive outcomes.

The project is founded on the principle that learning should be fun, and can lead to potential future careers. Examples drawn from an array of initiatives include using mathematical concepts in the construction of a Go-Kart; creating vegetable gardens and wall murals; and engaging in a "healthy week" incorporating a "skipathon". Although there has been some friction between the requirements to teach the national curriculum and these initiatives, this has not been damaging to the main thrust of introducing exciting ways of enhancing curriculum subjects. Of the 30 people associated with the project, 20 are volunteers of whom 10 are drawn from BME groups. Community and parental involvement is seen as the key to success, although there is widespread recognition that mainstream funding is essential to secure the services of suitably qualified core staff.

10.23 Other NDCs have focused on capital projects arguing that better facilities for both students and teachers can, amongst other benefits, help teacher recruitment and retention. The overhaul of the local secondary school in Newham has proven particularly successful in helping to reduce vacant teaching posts. In this instance, the scheme was supported by NDC funded laptops offered to all teachers at the school.

Brent NDC: After-School Centres: Raising Achievement

There has been a long-standing problem of disaffected young people in the area. The project's leader indicates that many have been excluded from all existing projects including youth clubs. There has hence been an issue with young people hanging around, drugs and crime, particularly car crime.

Brent NDC has addressed low achievement, disaffection and exclusion from school by creating a range of out-of-school centres. Each has a different focus, some helping with homework or exam preparation, some acting as tutoring services. Aspects that appear to have made provision successful include:

- small teaching groups: individualised attention for all pupils including those excluded or at risk of exclusion
- parents becoming involved, thus enhancing their awareness of the curriculum and school expectations
- a special centre for teenage children who have dropped out of the formal education system.

Local evidence indicates that perhaps one in two excluded pupils or persistent truants return to education after they have been involved with the project. Similar projects elsewhere often record an equivalent of one in seven.

Parental and community involvement

- 10.24 The involvement of parents in the education of their children has been identified as a major contributory factor in improving educational attainment levels. In disadvantaged areas it can, however, be difficult to engage parents because of factors such as their lack of confidence. NDC Partnerships have instigated a range of projects designed to engage parents more fully in education. A number have supported home-school link workers or parent liaison workers. In Bristol these were recruited from the local community, whereas in Southwark they were provided by a London-wide organisation. The specific focus can vary. In Lewisham their mandate was mainly to help reduce truancy levels and in Hackney to engage BME, especially Turkish, parents through coffee mornings. Some parents can see schools as unwelcoming places, often reminding them of their own negative childhood experiences. Coffee mornings and parent support groups can help break down preconceived fears. They can also be used to increase information on what schools are doing and on help available for parents. Parent groups in Bristol and Hackney have been developing bilingual learning aids and materials for their children to use in class.
- 10.25 In NDCs such as Bristol **family learning projects** have been set up. In general these tend to focus on ICT and languages. Schools realise that parents and children learning together can create other benefits such as additional help with homework. In Hackney an attainment focused mother tongue GCSE course was set up allowing parents and children to prepare, and take together, a GCSE exam in Turkish. A maths learning project in Tower Hamlets provides a family learning opportunity for parents on their own and also for those with children at primary and secondary school. The local community was the driving force for both schemes. Support for parents with children having special educational needs is being offered by Coventry where the parental partnership support service has opened a local branch in the NDC area. The service was put in place at the request of residents who felt that parents of children with special needs had nowhere to turn to.

Bristol NDC: Home-school link workers

Many parents had bad experiences at school and can now find it difficult to talk to teachers. Partly as a result, parental involvement in education has been at a low level. Bristol NDC decided to address achievement and family disaffection by recruiting local parents to become link workers providing a mediation role between school and parents. Raising parents' awareness of their children's education and of ways in which they could help are important in breaking down mutual misunderstandings between schools and residents. Having links with existing organisations and using local people in key roles appear to have made this provision particularly successful. Feedback from parents has been positive.

Lifelong learning

- 10.26 Lifelong learning, the provision of educational opportunities accessible to all regardless of their background, has been adopted as a goal by many Partnerships.¹⁵¹ There is a particular and complementary need too in many NDC areas to encourage young people back into education and training after negative and de-motivating experiences. Many residents in disadvantaged areas have not been successful in the educational system and fewer stay on post-16 than in the country as a whole.
- 10.27 Lifelong learning is being pursued through a range of interventions. Central to much of this work is a strong focus on **Information & Communications Technologies (ICT)**. Many NDCs have adopted strategies that aim to get computer equipment, especially laptops, out into localities easily accessed by the wider community. Projects generally aim to get people using equipment to support the work of community groups, to improve basic skills, to help residents achieve specific qualifications, and to widen awareness of leisure and other activities. ICT is central to Oldham's mobile laptops project, as well as initiatives run by NDCs such as Newcastle and Hartlepool.
- 10.28 Many Partnerships have also supported **learning centres for adults**. Often set up in community centres, these projects tend to offer courses in various subjects, as well as providing informal places to meet. They can also help break down barriers to participation in education and training. Projects, such as Norwich's College in the Community, are located in non-threatening local venues in order to help reach as many residents as possible. 'Learning champions' have been trained up in Newcastle and Knowsley to help people in the community access training and courses.
- 10.29 A number of interventions are designed to encourage links across education, training and employment. Projects run by The Wise Group in Newcastle allow participants to achieve vocational qualifications and gain work experience, while delivering a service either to the community or to local schools by becoming classroom assistants. Training courses for adults, to gain recognised qualifications, are also offered by First Step in Newcastle, with a focus on helping BME women in relation to both their education and possible subsequent employment. Newcastle has placed a particular focus on Lifelong Learning. Targets have been set for increasing the percentage of people in sixth form, further and adult education. Central to the approach is the principle of using local residents to initiate and sustain projects.

¹⁵¹ Kirton, A., Lall, M. and Gillborn, D. (2004) *Lifelong Learning and the New Deal for Communities: College in the Community: Breaking Down Barriers – Research Report 29*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

Norwich NDC: Adult Education

Evidence suggested some residents had been humiliated during their early education. Many were reluctant to be put back into a similar situation. The NDC addressed the paucity of adult education by delivering a programme outside the formal school setting. Aspects which appear to make this approach successful include:

- community consultation which helped ensure interest and take-up
- local tutors who understood the background of the residents, their existing skills and aspirations
- courses held at local community centres
- the provision of a crèche.

The project has been well received locally according to a Community Liaison Officer: 'we had a graduation day because they felt they wanted to celebrate their success. Everybody was given out their certificates by the Mayor and also the director of the [NDC]. We invited all the tutors and all the organisations to come along as well. We put on entertainment for the children. And we had 185 certificates given out...that was just absolutely fantastic. There was a buzz...'

Widening participation in higher education

10.30 There is a desire on the part of both government and institutes of higher education to widen participation in Higher Education on the part of lower socio-economic groups. NDCs have a role to play in encouraging higher staying on rates, especially among non-traditional groups. Although activity is as yet relatively limited, some interventions have been put in place.^{152,153} For instance, bursary schemes aimed at the local student population have been developed by Bradford, Tower Hamlets and Liverpool. Typically such schemes provide a cash grant for the duration of the degree course to residents on a first full-time degree course. In return for the bursary they agree to take part in community activities, which can be either a regular weekend/evening session or a summer activity. This community work is intended to promote students as role models, encouraging others to consider Higher Education as a realistic choice.

10.31 A scheme designed to bring the reality of Higher Education into primary schools was also launched in Bradford. The project introduces year six (aged 10-11) and year five pupils (aged 9-10) to the idea of university through visits, drama and other workshops, and by working with role models currently at university or who have recently graduated. Parents are also encouraged to join in the university visit. These kinds of projects can have an important role in raising long term aspirations amongst young people and their parents.

¹⁵² Lall, M., Morley, L. and Gillborn, D. (2003) *Widening Participation in Higher Education – Research Report 11*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹⁵³ Lall, M. and Morley, L. (2005) *Social Disadvantage and Widening Participation in Higher Education – Research Report 52*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

Minority ethnic inclusion and attainment:

- 10.32 Across the Programme, Partnerships have affected an array of educational projects which will benefit BME communities.¹⁵⁴ However, relatively few interventions have been instigated which explicitly address BME needs. This may be important in the longer run. Despite an overall improvement in educational standards since the late 1980s the principal inequalities of attainment remain between white pupils and their peers especially boys from an African Caribbean background. Two major types of projects have been introduced to help tackle this sensitive problem.
- 10.33 **Targeted interventions in schools** aim to reduce racism and to educate children about the multicultural society in which they live. Sunderland has set up a project in primary and secondary schools introducing children to the major world religions via ambassadors from the local community. The project was set up both to benefit local children and to influence sentiment in the wider community. Children are targeted at a young age, in order to help challenge racism at an early stage.
- 10.34 **Education provision for BME groups** in community centres has been promoted by a number of NDCs including Newcastle and Hartlepool. Whilst the Salaam Centre in Hartlepool was set up as a result of community demand, First Step in Newcastle already existed, but was expanded with NDC funds. The latter is a multi-ethnic project addressing, in particular, the needs of minority ethnic women. It offers the development of key skills, including English as an Additional Language, basic IT skills, ICT, and numeracy. Nationally recognised vocational qualifications are also on offer. Home-based learning is made available through trained volunteers for those who cannot access the Centre.

Birmingham Aston NDC: Family Learning Centre

As part of an extension to the Aston Villa Football ground, the club agreed to assist in setting up the Aston Family Learning Centre within the former Victorian skating rink later known as Ronnies Roller Rink. The facility is located within one of the most disadvantaged areas in England. Many have only low level of educational attainment and around half of all working age residents are economically inactive.

The project has been developed and funded by Aston Pride NDC in partnership with the SRB5 Family Support and Opportunities for Life Programme. Extensive community engagement informed both the project, and the formation of a Partnership Board with representation from Birmingham Specialist Community Trust, Birmingham Health Authority, Birmingham City Council, the Employment Service, SRB5, representatives of the voluntary and community sectors and others.

The long term objective is the provision of an efficient and effective learning and support centre in an area in which BME groups predominate. As well as providing local access to literacy, numeracy, IT and other skills, the intention is to provide a hub for community activities and a base for outreach welfare and social support. The project will continue once NDC and SRB5 funding cease through income generated from an array of sources including room hire.

154 Rausch, C. and Gillborn, D. (2003) *Black & Minority Ethnic (BME) Inclusion – Research Report 12*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

PROGRAMME LEVEL CHANGE

10.35 The 2002 and 2004 household surveys, administrative data, the 2004 Focus Groups, and the 2005 Business Survey all provide indications of Programme wide educational change. A fuller analysis of this data is available for those interested.¹⁵⁵ Key findings fall within five areas:

- educational qualifications
- educational attainment: key stages 2 and 4
- higher education
- training
- use of, and satisfaction with, educational services.

10.36 It should be emphasised that data explored immediately below is cross-sectional in that it identifies changes in **areas** between a 'baseline', usually 2002, and a later date, normally 2004. Towards the end of this Interim phase of the evaluation longitudinal data also became available which examines changes to **individuals** who remained within NDCs or similarly deprived comparator areas between 2002 and 2004. Initial findings from this latter source are outlined in Chapter 12, from 12.48 onwards.

Educational Qualifications

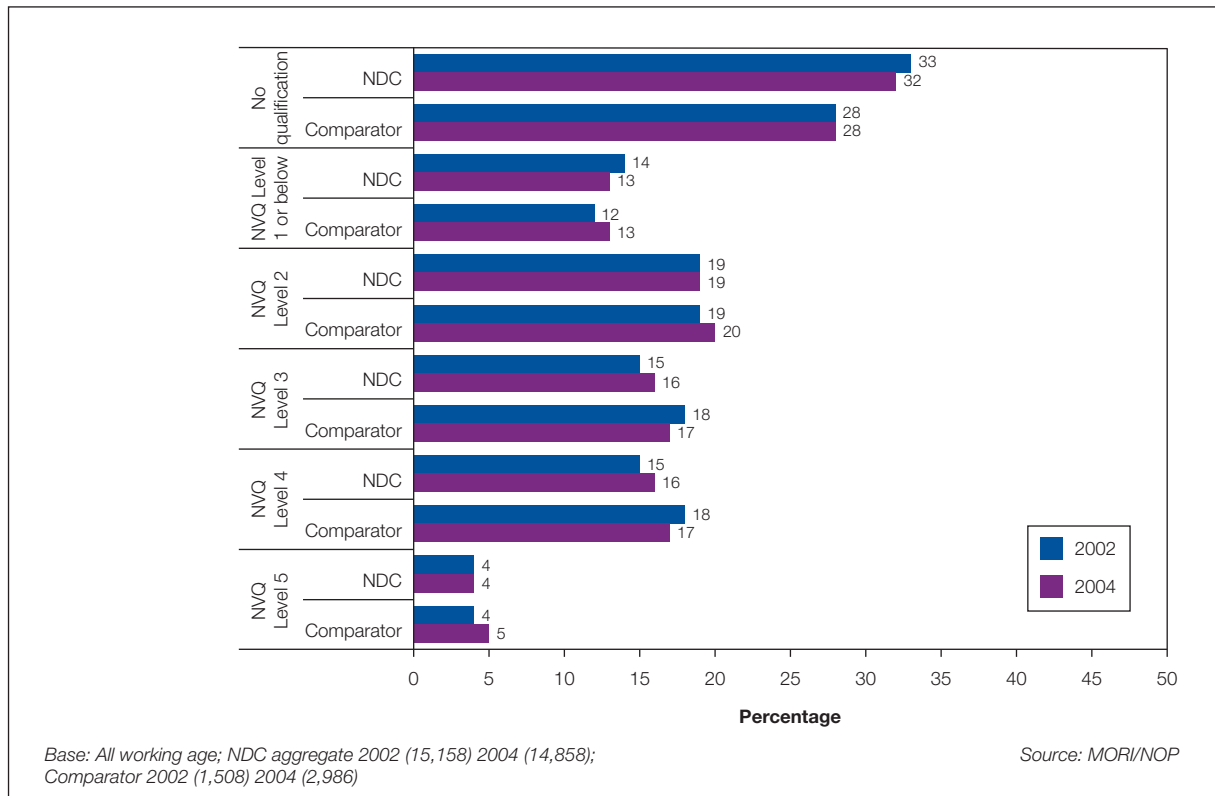
10.37 The household surveys indicate modest, generally positive, changes in relation to educational qualifications for those of working age between 2002 and 2004 (Figure 10.1):

- small declines were recorded for the three groups towards the 'bottom' end of the qualifications spectrum: those with no qualifications, those with NVQ level 1 or below, and those with NVQ level 2 or equivalents
- increases, although of less than one percentage point, were recorded for those with NVQ 3, or higher, level qualifications
- although differences were minor, changes in NDC areas were nevertheless more positive than those occurring in the comparator areas
- not surprisingly in absolute terms fewer NDC residents hold higher level qualifications than is the case nationally: in 2004 36 per cent of NDC residents held NVQ level 3 or higher level qualifications, compared with a national figure of 49 per cent; and whereas fully 32 per cent of NDC residents had no qualifications, the national equivalent is less than half this figure (15 per cent).¹⁵⁶

¹⁵⁵ Smith, G., Smith, T., Sigala, M. and Wilkinson, K. (2005) *National Evaluation of the New Deal for Communities: Education and Skills*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹⁵⁶ Labour Force Survey Summer 2004.

Figure 10.1: Working age residents: educational qualifications

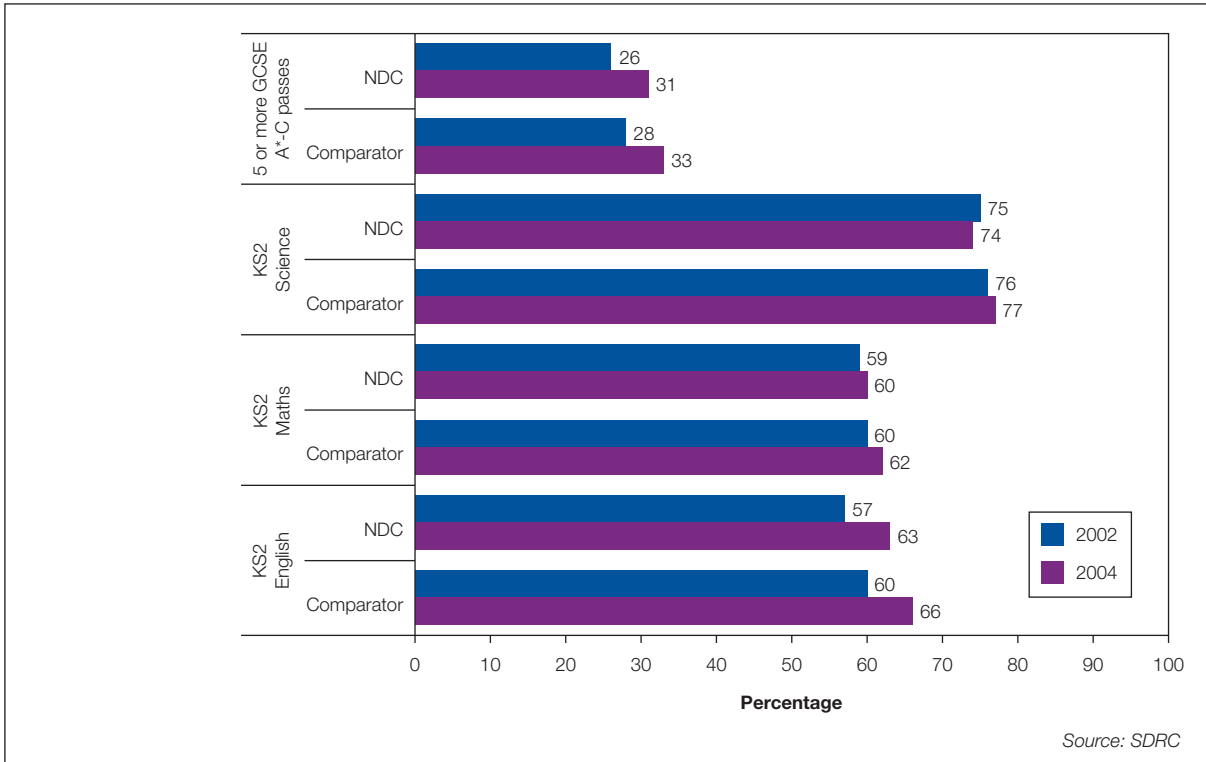


Educational attainment: Key Stages 2 and 4

10.38 Using PLASC data from DfES it is possible to identify changes between 2002 and 2004 in educational attainment rates at Key Stages 2 and 4 for pupils living in NDC areas (Figure 10.2):

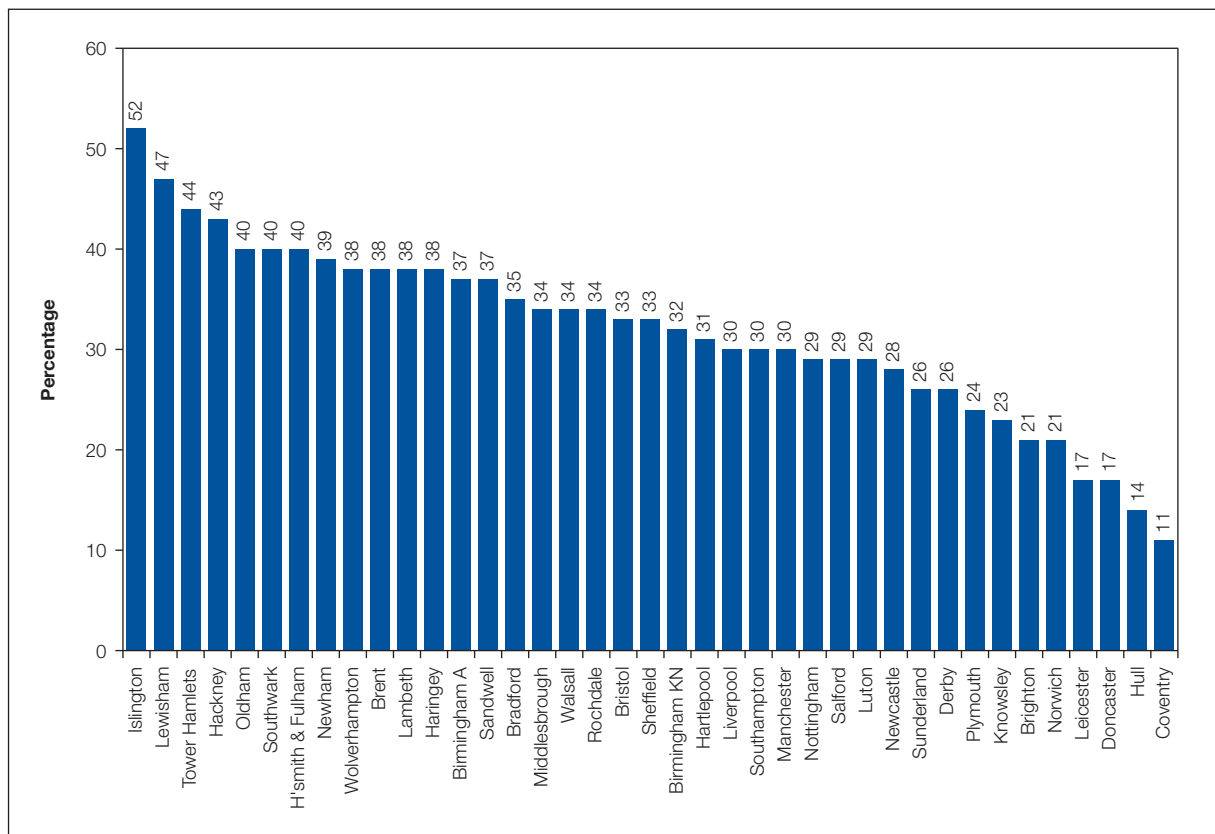
- other than for Key Stage 2 science where there was small decline, educational attainment levels for NDC pupils rose between 2002 and 2004
- however, in general these improvements were at least matched by those occurring in the comparator areas
- in absolute terms NDC attainment levels are, not surprisingly, lower than national equivalents: 31 per cent of NDC pupils obtain five or more GCSE A*-C passes, the equivalent for England being 52 per cent; and 86 per cent of pupils in England obtain Key Stage 2 Science, the NDC equivalent being 74 per cent.

Figure 10.2: NDC resident pupils: Educational attainment Key Stages 2 and 4



10.39 As is discussed above there are concerns about the educational attainment rates of some BME children especially perhaps black boys; but NDC areas accommodate a wide variety of BME populations. Educational attainment data indicates that NDC areas with higher proportions of BME pupils perform relatively better than do those with low BME populations (Figure 10.3); the BME population within the ten best performing NDC areas in relation to Key Stage 4 is at least 28 per cent, other than Oldham (11 per cent). In eight of the worst performing NDC areas the local BME population amounts to 10 per cent or less. But there are clearly other processes at work which will be revisited in later phase of the national evaluation. Eight of the best performing NDC are in London for instance.

Figure 10.3: NDC resident pupils: Educational attainment Key Stage 4 (5 passes A*-C) 2004



Higher education

10.40 Higher education is widely seen as important in widening job opportunities and enhancing personal income. Rate of entry to Higher Education data is available for those aged under 21 (measured by successful applications) across NDC areas. In absolute terms using 2002 data:

- an 'NDC areas average' entry to Higher Education would fall between the 10 per cent and 20 per cent most deprived areas across England
- entry varies widely across NDC areas: some London NDC areas having rates above the national average of 35 per cent, while other NDC areas have rates only just over one per cent.

10.41 And in terms of change data:

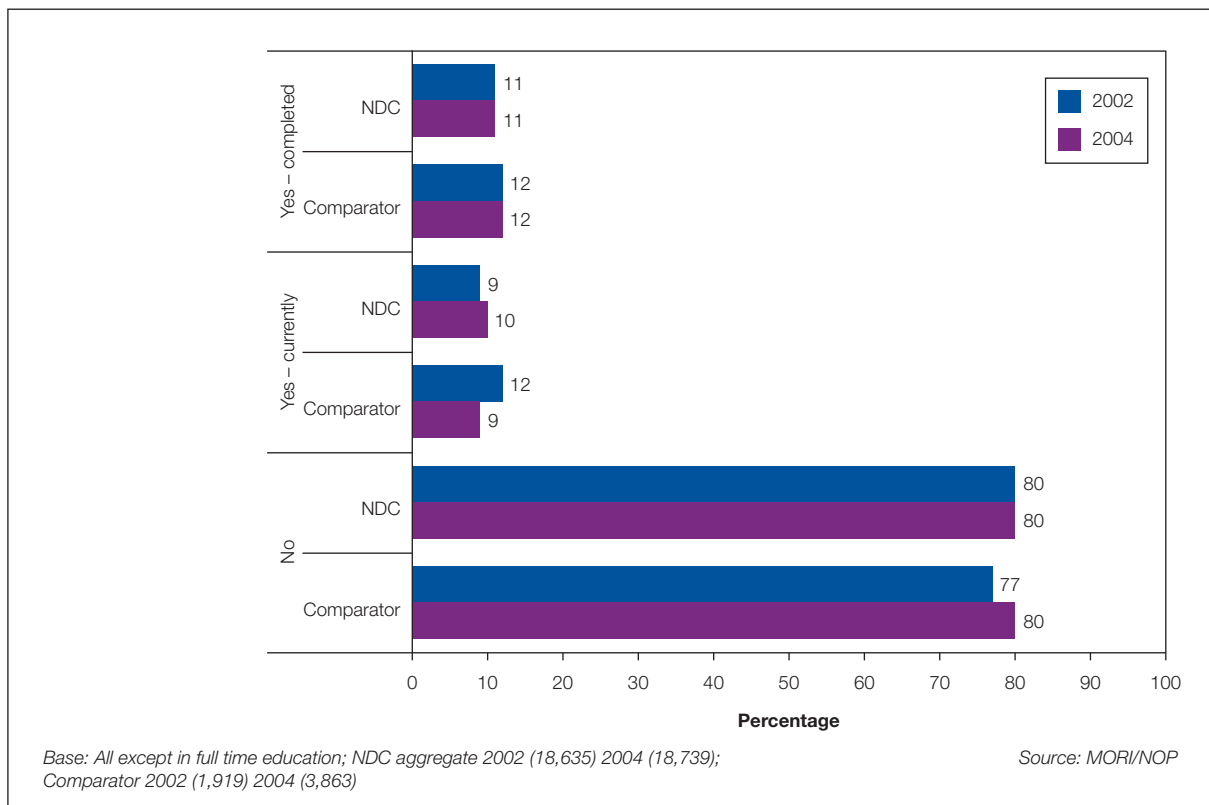
- between 2001 and 2003 both NDC and comparator areas showed increases of 19 and 20 per cent in rates of successful entry to Higher Education for those under 21

- a more detailed five year analysis, grouping NDCs by area characteristics, shows a rapid rate of change in the progress of NDC areas with high BME populations; NDC areas with low proportions of people from non-white groups are more or less static over the same time period and thereby fall further behind the rising national average.

Training

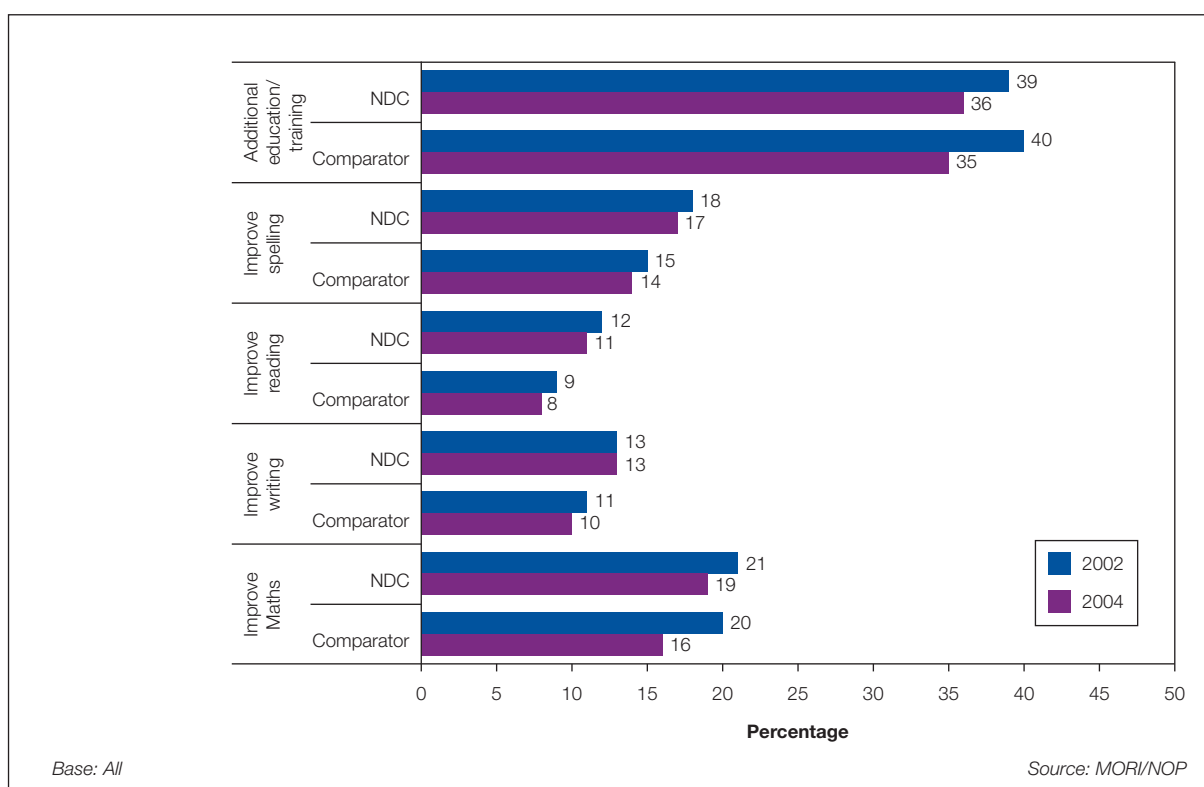
10.42 By 2004 a fifth of NDC residents (not including those in full-time education) had either completed (in last 12 months), or were taking part in, some form of education or training. This proportion hardly changed between 2002 and 2004, although the small changes which did occur were generally more positive than occurred in the comparator areas (Figure 10.4). By 2004, however, the proportion of those undertaking training or education in NDC areas was fully ten percentage points below what was happening nationally.¹⁵⁷

Figure 10.4: Residents undertaking education and training



10.43 Despite the fact that some 46 per cent of NDC residents have either only NVQ Level 1, or no, qualifications, there is not a strong sense that most residents want to improve their skills. 70 per cent do not think they need to improve any basic skills, a not entirely comforting proportion, and one which is actually lower than for either the comparator areas (73 per cent) or nationally (77 per cent).¹⁵⁸ Between 11 and 19 per cent of NDC residents think they need to improve one or more of the four basic skills or spelling, reading, writing or maths (Figure 10.5). These relatively low proportions actually declined slightly between 2002 and 2004. This suggests that in these relatively deprived areas there may be difficulties in achieving the government’s target of helping low-skilled adults to improve literacy, language and numeracy, in order to create a platform of employability skills.¹⁵⁹

Figure 10.5: NDC Residents: need to improved skills/wanting additional education/training



10.44 Evidence for this apparent relative lack of appetite for further education and training is confirmed by results from a further question which asked all residents if they would like to undertake additional educational or training courses. Thirty-six per cent indicated they would, of whom four-fifths said this would be either to help them get a job or to get on in their current position. This total of 36 per cent whilst similar to equivalents recorded nationally and in the comparator areas, represents a fall of three percentage points on the 2002 total. This is actually, however, less than the five percentage point fall recorded in comparator areas.

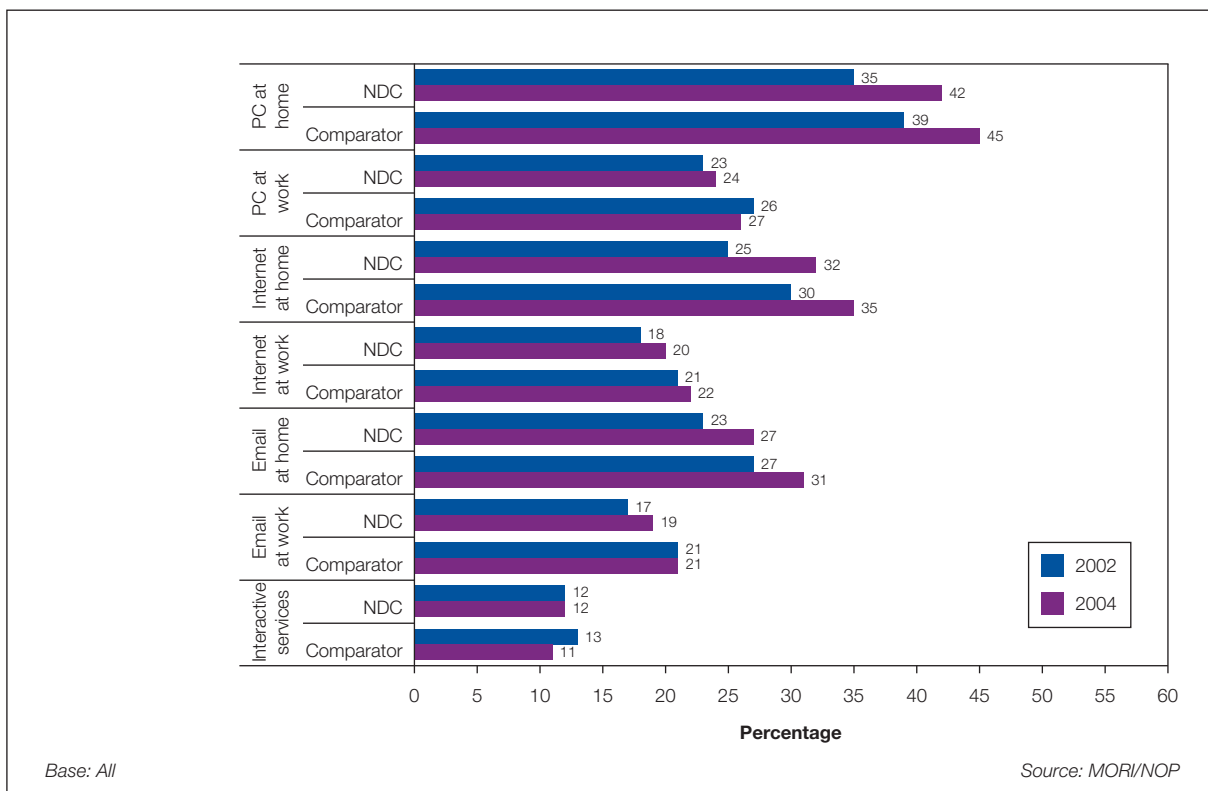
¹⁵⁸ MORI Omnibus 2004.

¹⁵⁹ DfES (2005) *Skills: Getting on in business, getting on at work*.

10.45 Interestingly findings from the 2004 Focus Groups, of which two were held in all 39 areas, reveal that most participants recognise that skills training and enhanced education are important in reducing worklessness. Roughly one group in 10 specifically mentioned that local opportunities for adult learning and training had increased during the previous three years.

10.46 There is, however, one more positive trend in relation to skills amongst NDC residents: use of IT (Figure 10.6). Use of all forms of IT (other than interactive services through digital TVs) rose between 2002 and 2004. In all instances increasing use of IT in the home was greater than at work or place of study. Intriguingly in every instance increases in NDC areas were greater between 2002 and 2004 than occurred in the comparator areas. This may reflect the fact that most recent NDC Delivery Plans indicate Partnerships are supporting at least 50 separate projects which in some guise or other are intended to enhance IT usage. Although use of IT facilities by NDC residents rose between 2002 and 2004, absolute totals are nevertheless lower than national averages. For instance whereas 42 per cent of NDC residents use a PC at home, the national equivalent is 56 per cent.¹⁶⁰

Figure 10.6: NDC residents: Use of IT

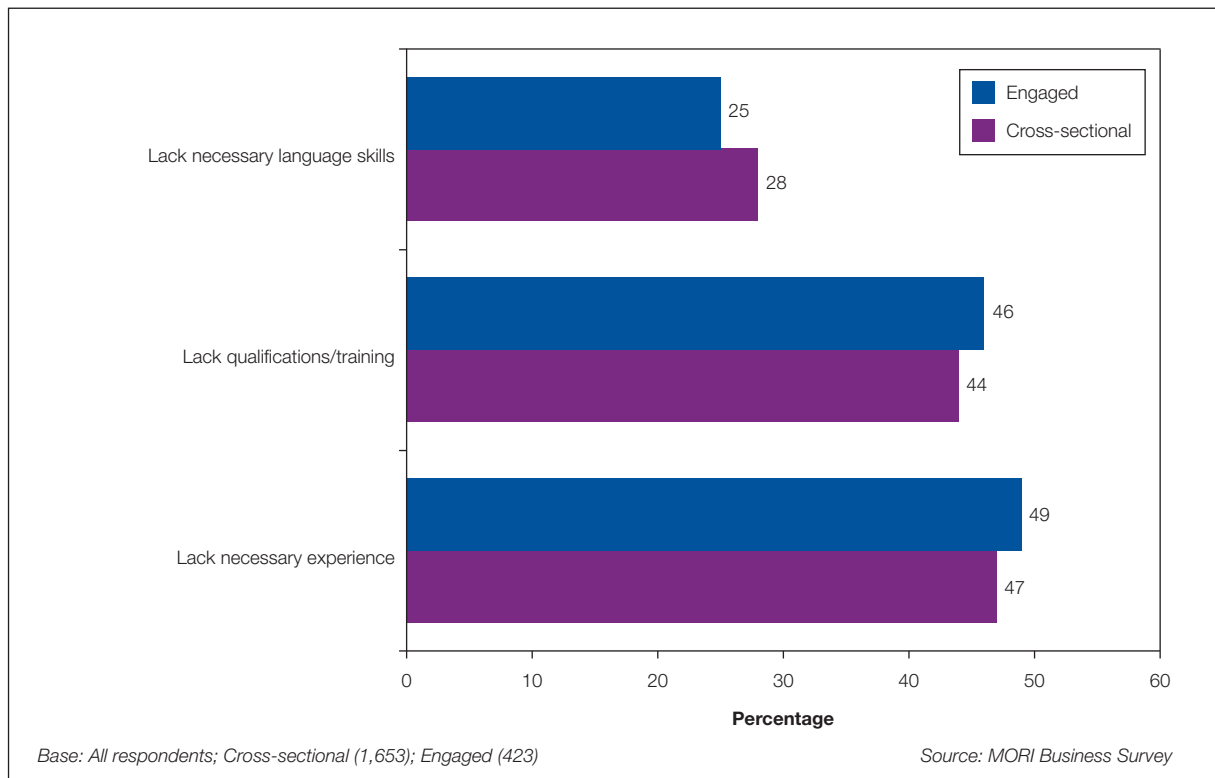


160 MORI tech tracker 2004.

10.47 The overall picture in relation to training is not especially encouraging across NDC areas as a whole. Only a small proportion of the adult population is taking part in any further education and training. Analysis also indicates that it is the already qualified who are more likely to be doing so, and who are also more likely to have equipment such as a computer at home or work to assist in this process. As the level of qualification is steeply age related (younger groups are much better qualified), NDC areas house considerable numbers of working age adults, with low or no formal qualifications. However, this group is also the least likely to have attended training or, perhaps more importantly, to want to attend training. There is scope at the local level for a greater focus on this largely untapped adult population.

10.48 The 2005 MORI Business Survey involved interviews in and around 19 NDC areas with over 2000 businesses, of which 1,650 were drawn from a cross sectional commercial data base and the rest, the engaged sample, from NDC data bases. The survey reveals how business attitudes towards the local workforce are affected by perceived lack of skills and experience (Figure 10.7). Just under half of businesses think the local NDC workforce lacks the necessary experience (47 per cent cross-sectional, 49 per cent engaged), and appropriate qualifications and training (44 per cent and 46 per cent). Language barriers are also indicated as a potential barrier by approximately a quarter of employers (28 per cent cross sectional and 25 per cent engaged).

Figure 10.7: Business attitudes to the local workforce



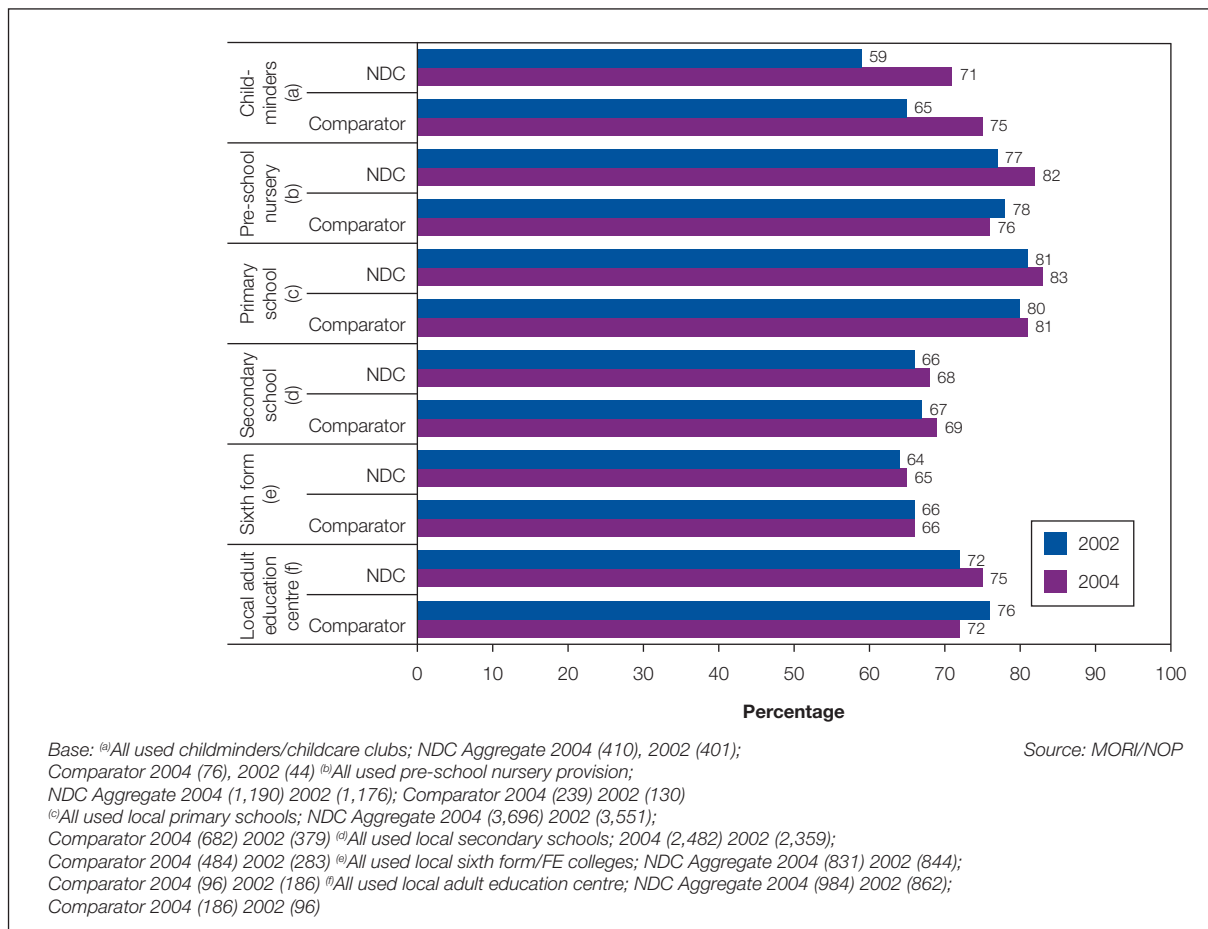
Use of, and satisfaction with, Education Services

10.49 Residents were asked about the use of educational facilities by either themselves or their children. In 2004, 37 per cent of residents were either parents or guardians of children aged 16 or under and some 24 per cent of households had at least one child using a local primary and/or secondary school. Users were asked to indicate their satisfaction in relation to some six tiers of educational provision (Figure 10.8):

- for all six services at least two thirds of users are very/fairly satisfied; more than four-fifths are satisfied with nursery and primary school provision
- satisfaction levels rose in relation to all six services during the period 2002 to 2004; satisfaction with childminding services rose fully 12 percentage points, possibly reflecting the fact that current Delivery Plans suggest Partnerships are supporting about 90 projects designed in some way to create or improve local childminding facilities and services, often as part of a larger initiative
- satisfaction levels tended to rise slightly more in NDCs than in the comparator areas.

10.50 However, rising levels of satisfaction need not necessarily equate with improving standards. Areas containing more highly educated adults tend to show lower levels of satisfaction with local schools. Levels of satisfaction tend to be strongly mediated by expectations, which are themselves influenced by the background of the respondents. In some NDC areas high levels of expressed satisfaction, with local schools, go hand in hand with poor results.

Figure 10.8: Satisfaction with educational services



Interventions in education and change data: assessing the relationships

10.51 As is clear from material developed in earlier sections of this chapter, Partnerships have supported a wide range of interventions in the broad fields of education and training. And this Interim stage, to what extent is it plausible to argue that these initiatives have impacted on outcomes? A number of conclusions can reasonably be drawn at this Interim phase:

- meaningful changes in relation to education qualifications and attainment were never going to occur within such a short time period: these outcomes will take years to feed through because individuals take time to acquire qualifications and changing cohort level educational attainment rates in any meaningful way is likely to take several years
- for some indicators such as attitudes to, and undertaking, training, changes proved marginal in the period 2002 to 2004
- NDCs tended to outperform comparator areas between 2002 and 2004, although differences were generally marginal
- but in two respects it is reasonable to argue that the scale of NDC supported interventions has had an impact in that NDC areas consistently outperform comparator areas: use of IT and satisfaction with educational facilities.

EDUCATION THEME: IMPLICATIONS FOR THE NDC PROGRAMME

Listening to local communities

10.52 Partnerships have used a range of approaches to identify educational priorities amongst local residents. Some have used consultants, others drawn together teams to steer activity. Success has often been most clearly apparent when Partnerships have used a 'bottom-up' strategy based on the views and ideas of local people.

Child Care

10.53 There are strong pressures on Partnerships to deliver projects which enhance educational standards. But it is important not to ignore key building blocks. One consistent theme to emerge from a wide array of educational projects is the need to embed childcare facilities into interventions: if projects hope to work with lone parents and/or young mothers, good quality affordable childcare becomes an essential ingredient. This comment would also apply to many initiatives developed in other themes. But it has particular resonance in education because the client groups interventions are designed to benefit are, by definition, children and parents.

Employing local people

10.54 Many projects have sought to use local people as tutors, NDC officers, advisers or carers. This approach can add a special dimension to any project:

- it can be seen as a sign of trust in the local community
- employees gain new skills and experiences, thus enhancing capacity in the local community
- local workers act as informal role models, showing in a very tangible way that people in the neighbourhood can take on serious roles in education.

10.55 It is important, however, that projects reward local workers in an appropriate manner. There can be an inclination to rely overmuch on volunteers. But volunteers cannot sustain high levels of commitment indefinitely, especially when projects are poorly resourced and where, on occasions, they effectively subsidise projects from their own income.

Linking projects to recognised national qualifications

10.56 Projects seeking to build capacity within the local community should ensure that participants' new skills are appropriately credentialised. For some local residents the possibility of formal assessment can be seen as a problem, especially where previous tests have brought a sense of failure. Nevertheless, it is important that projects ensure residents have opportunities to work towards recognised qualifications. This strategy can make a direct contribution to the wider goal of raising educational attainment, whilst at the same time providing a tangible sign of success for local people.

Addressing the needs of BME populations

10.57 Many projects already create benefits for all sections in the community including those from different ethnic backgrounds. But, research suggests that unless race inequalities are addressed as a conscious element in education programmes there is a tendency for inequalities, particularly those surrounding black boys, to persist. Some Partnerships will wish to move towards the implementation of interventions more directly targeted at specific BME communities. Such initiatives will need to be developed, effected and presented with considerable sensitivity, not least because 'community specific' interventions can cause resentment within the wider community.

Links with other organisations

10.58 NDCs have been most successful in the field of education where they have been able to form strong associations with other local organisations. Good relationships with local schools, LSCs, local authorities, Universities and LEAs can be crucial in allowing projects the space to grow and to become embedded within the wider educational framework. LEAs in particular will normally be vitally important partners: disseminating best practice; providing additional staff and/or other resources; co-funding projects which demonstrate benefits of value to other local schools; and acting as a potential agency through which to sustain projects after NDC funding ceases.

Focusing on NDC pupils: avoiding a 'postcode lottery'

10.59 Programme resources are designed to benefit people living within NDC area. In education, however, this can cause tensions:

- NDC pupils will attend schools with peers experiencing similar difficulties but who, because they live outside the designated area, cannot access NDC funded projects; one approach here is to seek joint funding, say with LEA resources, so that enlarged projects can embrace both NDC and non NDC pupils
- in some NDCs post-11 pupils can attend more than 30 secondary schools; in these circumstances NDCs will find it difficult to support schools: interventions will largely instead need to focus on pupils living in NDC areas through projects such as individual mentoring and support, higher education bursary schemes, local after school facilities, summer support projects, and so on.

Ensuring benefits for NDC pupils

10.60 Programmes and projects sometimes face difficulties in linking in with schools as pupils from NDCs, especially at secondary levels, tend to go to schools outside the area. It is therefore important to offer education projects outside of school settings, so that a maximum number of young people can benefit.

EDUCATION: A CONCLUDING COMMENT

10.61 Perhaps three overarching issues merit further comment. First, there is an argument that education rather stands out from other outcomes:

- as with crime and health, it revolves around a more focussed agenda than the larger policy arenas surrounding housing and worklessness; but its implementation generally involves engaging with a wider and more diverse array of agencies and organisations than is usually evident for health and crime, where PCTs and the police have consistently been key beacon partner agencies
- delivering educational change for a centrally important constituency, those aged 11 and above, is especially tricky since the main delivery vehicles are not located with NDC areas; this raises a complex question which not all Partnerships have satisfactorily resolved: how to provide appropriate and targeted support for pupils living in the area, but educated elsewhere?
- the evidence base in relation to education and neighbourhood renewal is possibly weaker than for other outcomes
- the wider national policy agenda, focussing on school level activities, management and attainment, is not so immediately supportive of neighbourhood renewal as has increasingly become the case for other outcomes; secondary schools in particular appear to have been faced with a blizzard of national initiatives, within which context, neighbourhood renewal can seem small beer.

10.62 Partly as a result of these particular circumstances, there is a case for suggesting Partnerships have maybe struggled more in relation to education than, other major outcomes.

10.63 Second, despite these constraints, there is evidence of considerable, increasingly innovative, thinking in relation to projects, themes and outcomes. Some interventions are likely too to help achieve outcomes in other themes, notably worklessness and crime. There is evidence too that Partnerships are increasingly facing up to a series of sensitive issues including engaging disaffected youth and tackling underachievement amongst some BME communities. But in common with other themes implementation has been made more difficult by a series of operational constraints including:

- working with a wide range of, not always desperately enthusiastic, agencies and institutions
- reconciling priorities identified by local residents, LEAs and other partners, within a rapidly evolving national policy context
- sorting out some of the nuts and bolts of policy implementation such as providing childcare facilities which, whilst apparently trivial, can undermine delivery.

10.64 Third, the change data available at this Interim stage provides a mixed picture. Cross-sectional data based on changes in areas through time generally points to modest changes in relation to educational attainment, attitudes to training, skills levels and so on. NDC areas often tend to outperform comparator areas, but only marginally. In reality many educational outcomes will take a long time to feed through.

SECTION 4: DELIVERING CHANGE

This section examines expenditure and outputs and Programme-wide change.

CHAPTER 11:

THE NDC PROGRAMME: EXPENDITURE AND OUTPUTS

INTRODUCTION

- 11.1 The five previous chapters have explored outputs and change in relation to the Programme's main outcome areas. This chapter considers NDC expenditure and outputs. This work has been developed within the context of recent ODPM guidance: 'Assessing the Impact of Spatial Interventions-Regeneration, Renewal and Regional Development-the 3R's Guidance' which requires that the cost effectiveness of area based regeneration programmes in meeting their objectives should be assessed.¹⁶¹ The intention during this Interim phase has been to develop the evidence base upon which the cost-effectiveness of the Programme can be examined in later phases of the evaluation. Building this evidence base has required both a 'top-down' and a 'bottom-up' approach. The top down element involves tracking key outcome indicators over time, a preliminary assessment of which is developed in the next chapter.
- 11.2 The bottom up approach developed in this chapter is based on two main research activities, each of which is discussed briefly below. A fuller description of the methodology behind the Value for Money element of the Interim Evaluation is available elsewhere.¹⁶²
- 11.3 First, the national evaluation team has analysed "macro" data encompassing NDC expenditure and matched funding across all NDC Partnerships, as well as an assessment of quantifiable outputs. In the early years of the evaluation this required fieldwork with all 39 Partnerships. However, more recently it has proved possible to draw upon a centralised financial monitoring database which came on stream in 2004, partly in order to address concerns raised by the NAO regarding the need for standardised financial reporting arrangements.¹⁶³
- 11.4 Second, there has also been a through investigation of "micro" data emerging from NDC case-study projects and project beneficiaries. Some 117 projects were assessed by members of the national evaluation team across all 39 Partnerships using a customised workbook that sought information about aspects of project design and implementation.¹⁶⁴

¹⁶¹ ODPM (2004) *Assessing the Impact of Spatial Interventions-Regeneration, Renewal and Regional Development the 3R's Guidance.*

¹⁶² CEA (2005) *National Evaluation of New Deal for Communities – value for money strand.*
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

¹⁶³ NAO (2004) *An early progress report on the New Deal for Communities Programme.*

¹⁶⁴ These included a description of the project; project origins, and the roles of the community, the voluntary sector, public sector and private sector; the aims and objectives of the project; the problems in NDC areas that projects seek to address; BME related aspects; and the extent to which the project was cross-cutting in its approach. Other information covered includes sources of actual funding; level of funding (actual and intended); activities funded through projects; organisations involved in project delivery; project monitoring; sustainability and mainstreaming; employment: project delivery; employment: project job creation; local labour; additionality of NDC funding; displacement of existing project/service activity. Finally, the impact on the identified problem; benefits expected for wider community; success in targeting; experience of key employers; outputs achieved within each theme; BME outputs; evidence of change in theme outcomes; evidence of any other benefits attributable to the project.

A separate beneficiaries survey was targeted on selected interventions from this database of 117 projects.¹⁶⁵ The survey was undertaken by MORI and involved some 1,008 beneficiaries being contacted in 23 NDCs. Evidence was obtained relating to participants' quality of life/satisfaction with the NDC area, and their involvement with the project. Questions also probed the degree to which projects had changed the status and quality of life of participants, whether they believed projects had created benefits for themselves, and where, if at all, they might have accessed to similar provision.

NDC PROGRAMME SPEND

Total Programme Spend

11.5 This section focuses on actual NDC expenditure using data from two sources:

- NRU outturn figures which break expenditure down by region
- the thematic breakdown of expenditure provided by individual NDCs and collected centrally using the 'System K' database.

11.6 Total NDC spend for the period 1999/00 to 2004/05 is estimated to be in the region of £827 million (Table 11.1). As would be anticipated, expenditure has risen year on year. At its approximate halfway point about 41 per cent of the Programme's total allocated budget of £2 billion had been spent.

11.7 It is possible to provide a breakdown of spend by GO for the period 2002/03-2004/05 (Table 11.2). Approximately a quarter of spend was in London, a not unexpected finding bearing that 10 NDCs are located there. Expenditure in the West Midlands was only around two-thirds of that in the North West, despite the fact that both accommodate six NDCs. Per capita spend varies considerably amongst GOs. That for the NDCs in the West Midlands is around half of that in Yorkshire and the Humber. At the Partnership level, total spend varied from more than £32 million to less than £6 million, and per capita expenditure over this three year period from over £4,000 to about £330, the average across all 39 being £1,875.

Table 11.1: NDC Programme spend: 1999/00 – 2004/05 (£000's, constant 2003/04 prices)

1999/00*	2000/01	2001/02	2002/03	2003/04	2004/05	TOTAL 1999-2005
4,700	33,500	85,200	176,433	245,158	281,904	826,895

Includes management and administration.

Source: NRU outturn figures.

*CEA estimate

¹⁶⁵ CEA (2005) National Evaluation of New Deal for Communities: Key Findings from the survey of beneficiaries. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

Table 11.2: NDC spend by GO: 2002/03-2004/05 (£000's)

	2002-2005 NDC expenditure	%	Population of NDCs in GOs	2002-2005 NDC spend (Per Capita £)
London	159,916	23.4	95,800	1,669
South East	32,396	4.7	26,700	1,213
South West	30,160	4.4	10,400	2,900
Eastern Region	37,948	5.6	16,100	2,357
East Midlands	61,272	9.0	29,800	2,056
West Midlands	79,519	11.6	68,300	1,164
Yorkshire/Humber	88,561	13.0	35,500	2,495
North West	114,693	16.8	56,700	2,023
North East	56,348	11.6	35,900	2,208
Total all GOs*	703,495	100	375,200	1,875

Includes management and administration.

Source: NRU outturn figures

*Total includes additional centralised programme support budget payments of £7,786, £4,165 and £7,821 for 2002/03, 2003/04 and 2004/05 respectively.

NDC Expenditure by theme

11.8 This section draws largely on analysis of the actual expenditure provided by NDC Partnerships on the System K database. Tables 11.3 and 11.4 and Figure 11.1 provide further details of expenditure by theme and in relation to the capital/revenue split. Management and administration costs have been excluded to ensure consistency across all NDCs. The definition of whether expenditure was capital based reflected ODPM NDC Guidance. The evidence shows that the **capital/revenue split** for the period 2000/04 to 2003/04 was 45 per cent/55 per cent. There were, however, marked variations by theme: for instance 64 per cent of the housing and physical environment (HPE) budget was capital spend, double the equivalent figure for crime and disorder. The highest **per capita expenditure** of £333 was on HPE; community development attracted £299; and the smallest per capita expenditure was in health at approximately £149.

Figure 11.1: Per capita spend by theme: 2000/01-2003/04 (Constant 2003-4 prices)

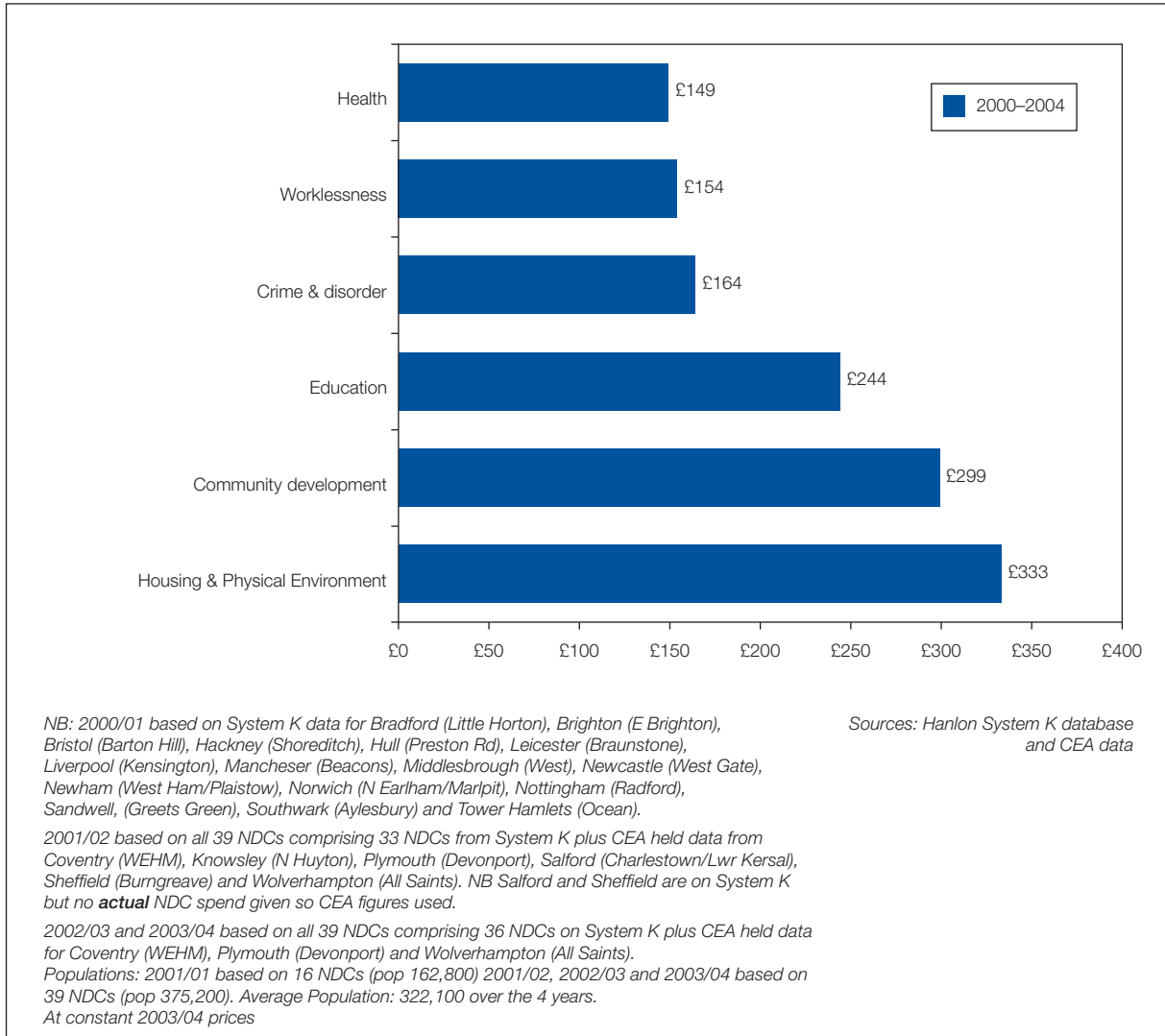


Table 11.3: NDC spend by theme: capital revenue split (%): 2000/01 to 2003/04 (at constant 2003/04 prices)

	2000/01*			2001/02**			2002/03***			2003/04***			2000/01 TO 2003/04		
	Cap	Rev	Tot	Cap	Rev	Tot	Cap	Rev	Tot	Cap	Rev	Tot	Cap	Rev	Tot
Community development	44	56	26	35	65	29	41	59	25	31	69	18	36	64	22
Crime and disorder	34	66	18	30	70	14	37	63	13	28	72	11	32	68	12
Education	36	64	16	27	73	17	34	66	17	36	64	20	34	66	18
Health	79	21	11	35	65	7	32	68	7	64	36	15	55	45	11
Housing & physical Environment (HPE)	28	72	3	49	51	23	64	36	25	69	31	27	64	36	25
Worklessness	61	39	26	53	47	10	52	48	13	36	64	10	46	54	11
Total	48	52	100	38	62	100	46	54	100	47	53	100	45	55	100

Table 11.3: NDC spend by theme: capital revenue split (%): 2000/01 to 2003/04 (at constant 2003/04 prices)

	2000-1*			2001-2**			2002-3***			2003-4***			2000-1 TO 2003-4****						
	Cap	Rev	Per cap £	Cap	Rev	Per cap £	Cap	Rev	Per cap £	Cap	Rev	Per cap £	Cap	Rev	Per cap £				
Community development	1,606	2,079	3,685	6210	11,567	17,777	47.4	14,870	21,248	36,117	96.3	11,938	26,724	38,662	103.0	34,623	61,618	96,241	298.8
Crime and disorder	850	1,654	2,504	2,653	6,197	8,850	23.6	6,795	11,374	18,169	48.4	6,505	16,723	23,228	61.9	16,803	35,948	52,751	163.8
Education	821	1,438	2,259	2,778	7,463	10,241	27.3	8,198	15,978	24,176	64.4	15,109	26,894	42,003	111.9	26,906	51,773	78,679	244.3
Health	1,208	322	1,529	1,565	2,906	4,471	11.9	3,265	6,937	10,202	27.2	20,097	11,540	31,637	84.3	26,134	21,704	47,839	148.5
HPE	134	347	481	6,955	7,288	14,243	38.0	22,444	12,617	35,061	93.4	39,461	18,069	57,530	153.3	68,994	38,321	107,315	333.2
Worklessness	2,194	1,404	3,597	3,333	2,901	6,234	16.6	9,451	8,815	18,266	48.7	7,737	13,815	21,552	57.4	22,715	26,934	49,650	154.1
Total	6,812	7,244	14,056	23,494	38,321	61,815	164.8	65,023	76,969	141,992	378.4	100,847	113,765	214,612	572.0	196,176	236,299	432,475	1,342.7

*2000/01 based on System K data for Bradford (Little Horton), Brighton (E Brighton), Bristol (Barton Hill), Hackney (Shoreditch), Hull (Preston Rd), Leicester (Braunstone), Liverpool (Kensington), Manchester (Beacons), Middlesbrough (West), Newcastle (West Gate), Newham (West Ham/Plaistow), Norwich (N Earham/Maripit), Nottingham (Radford), Sandwell (Greets Green), Southwark (Aylesbury) and Tower Hamlets (Ocean).

**2001/02 based on all 39 NDCs comprising 33 NDCs from System K plus CEA held data from Coventry (WEHM), Knowsley (N Huyton), Plymouth (Devonport), Salford (Charlestown/Lwr Kersal), Sheffield (Burngreave) and Wolverhampton (All Saints). NB Salford and Sheffield are on System K but no actual NDC spend given.

***2002/03 and 2003/04 based on all 39 NDCs comprising 36 NDCs on System K plus CEA held data for Coventry (WEHM), Plymouth (Devonport) and Wolverhampton (All Saints).

****Populations: 2000/01 based on 16 NDCs (pop 162,800) 2001/02, 2002/03 AND 2003/04 based on 39 NDCs (pop 375,200). Average Population: 322,100 over the 4 years.

Sources: *Hanlon System K database and CEA data*

11.9 Table 11.5 indicates the extent to which NDC resources have **brought in other funds in order to enhance overall expenditure**. On average £1 of NDC funds attracted 60 pence of other funding of which 50 pence came from other public sources and 10 pence from private and other sources. The largest matched funding ratio was 90 pence for worklessness followed by HPE at 70 pence. Nor surprisingly the lowest matched funding ratio applied to community development, where there is less likely to be a funding partner agency for NDCs and hence where a greater proportion of overall spending will tend to fall on Partnerships. Overall matched funding is currently lower for the NDC Programme than for other similar ABIs such as SRB. However, as more flagship projects come on stream, which generally require contributions from a range of other funders, this may well change during the second half of the Programme.

Table 11.5: Matched Funding ratios by theme: 2000/01 to 2003/04

	NDC: Oth Pub	NDC: Priv/oth	NDC: All oth
Community development	0.2	0.04	0.2
Crime and disorder	0.6	0.02	0.6
Education	0.5	0.05	0.55
Health	0.44	0.03	0.47
Housing & physical Environment	0.6	0.1	0.7
Worklessness	0.7	0.2	0.9
Total	0.5	0.1	0.6

NB 2000/01 based on 8 NDCs (population 77,500). 2001/02 based on 24 NDCs (population 231,700). 2002/03 based on 29 NDCs (population 275,400). 2003/04 based on 31 NDCs (population 301,000) Average population for 2000-2004 221,400.

Sources: Hanlon System K database and CEA calculations.

Total expenditure by Theme

11.10 Table 11.6 indicates **total expenditure by theme** and Figure 11.2 provides **per capita spend**. Interestingly total expenditure for HPE proved to be considerably greater for any other theme no doubt reflecting costs involved with major redevelopment or refurbishment schemes. Spend on both crime and health was less than half that for HPE.

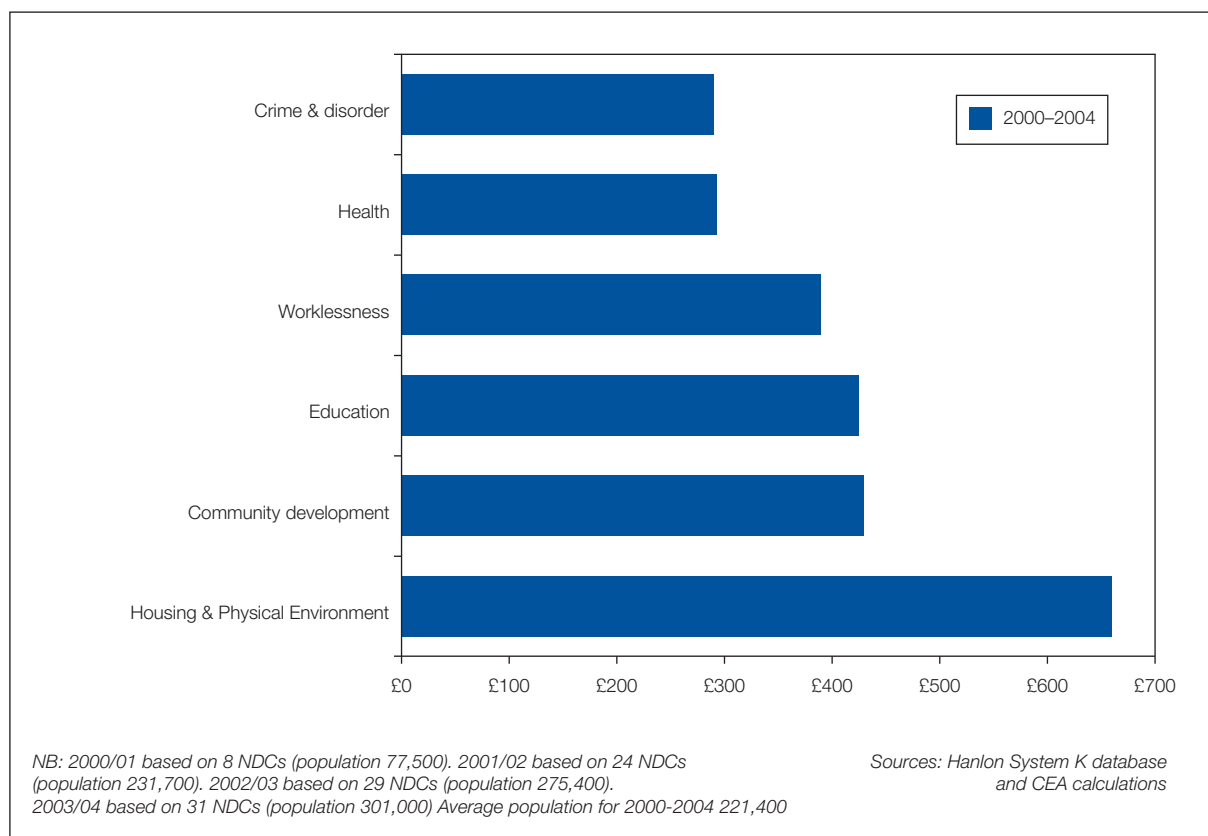
Table 11.6: Total spend by theme: 2000-2004 (£000s: at constant 2003/04 prices)

	NDC Cap	NDC Rev	NDC Tot	Oth Pub	Priv/ oth	All oth exp	Tot spend	Spend per capita
Community development	32,489	44,727	77,217	14,419	3,357	17,776	94,993	429.1
Crime and disorder	13,680	27,088	40,768	22,500	694	23,194	63,962	288.9
Education	23,604	38,267	61,871	28,649	3,208	31,857	93,728	423.3
Health	25,726	18,100	43,826	19,350	1,510	20,859	64,686	292.2
HPE	58,959	25,140	84,099	53,176	9,193	62,369	146,468	661.6
Worklessness	23,571	23,350	46,921	31,220	7,990	39,211	86,132	389.0
Total	178,030	176,673	354,703	169,314	25,952	195,266	549,968	2,484.0

NB 2000/01 based on 8 NDCs (population 77,500). 2001/02 based on 24 NDCs (population 231,700). 2002/03 based on 29 NDCs (population 275,400). 2003/04 based on 31 NDCs (population 301,000) Average population for 2000-2004 221,400.

Sources: Hanlon System K database and CEA calculations.

Figure 11.2: Per capita spend by theme: 2000/01-2003/04 (at constant 2003/04 prices)



Additionality of NDC expenditure

11.11 NDC funding is best seen as being entirely additional to NDC areas: without the Programme these resources would not have been available to the 39 areas. It is not possible at this stage to provide any precise quantitative assessment with regard to the additionality of other public sector expenditure associated with NDC projects. But evidence from other ABIs such as SRB suggests this is likely to be of the order of two-thirds. Other public sector expenditure in the area is thus assessed as being 67 per cent additional.

NDC outputs

11.12 The theme chapters presented earlier in this Report provide an indication of outcomes and projects per theme as outlined in the 39 ‘most current’ Delivery Plans. At this Interim stage these Delivery Plans probably represent the most **consistent** source through which to address activity. However, towards the end of this phase the national evaluation output data from the centralised financial system became available (see 11.3 above). In the longer run the latter will be the quite the best source through which to identify both Partnership scale and Programme level activity. But as of 2005 the two systems, the Delivery Plans and the centralised financial data system, have had to be run together. They will not always provide entirely complementary evidence: Delivery Plans tend to be prospective and look to what Partnerships intend to achieve, financial data to what has happened.

Gross outputs

11.13 To overcome diversity in relation to output measures available through the central financial data system, a group of “core” output measures has been identified. Table 11.7 presents estimates of total gross outputs by theme and per 1,000 inhabitants. Outputs appear especially strong in relation to community development, the improvement or construction of houses, youth crime projects, and certain aspects of worklessness.

Table 11.7: Gross Outputs by Theme: 2000/01 to 2003/04

Core Outputs	Gross outputs	Per 1,000 inhabitants
COMMUNITY DEVELOPMENT		
Number of People Employed in Voluntary Work	16,951	76.6
Number of People Using New or Improved Community Facilities	159,392	719.9
Number of New or Improved Community Facilities	367	1.7
Number of Community Chest Type Grants Awarded	270	1.2
Number of Community/Voluntary Groups Supported	9,012	40.7
Number of Project Feasibility Studies Funded	600	2.7
CRIME AND DISORDER		
Number of Victims of Crime Supported	11,842	53.5
Number of Young People Benefiting from Youth Inclusion/Diversions Projects	70,734	319.5
CCTV Cameras Monitored and Installed	487	2.2
Number of Additional Police	38	0.2
Number of Additional Wardens	63	0.3
Number of Homes or Businesses with Improved Security	27,541	124.4
EDUCATION		
Number of Adults Obtaining Qualifications through NDC Projects (Accredited)	9,536	43.1
Number of Adults Obtaining Qualifications through NDC Projects (Non-Accredited)	6,439	29.1
Number of Pupils Benefiting from Projects Designed to Improve Attainment	121,464	548.6
Number of Teachers/Teaching Assistants Attracted or Retained in Schools Serving NDC Children	915	4.1
Number of Schools Physically Improved	247	1.1
Number of Grants/Bursaries Awarded for Study Purposes	1,332	6.0
HEALTH		
Number of People Benefiting from Healthy Lifestyle Projects	27,815	125.6
Number of People Benefiting from New or Improved Health Facilities	80,026	361.5
Number of New or Improved Health Facilities	104	0.5
HOUSING AND THE PHYSICAL ENVIRONMENT		
Number of Homes Improved or Built	8,062	36.4
Number of Traffic Calming Schemes	153	1.7
WORKLESSNESS		
Number of Jobs Safeguarded	4,074	18.4
Number of Local People Going into Employment	5,873	26.5
Number of People Accessing Improved Careers Advice	11,162	50.4
Number of People Receiving Job Training	17,128	77.4
Number of People Trained Entering Work	2,102	9.5
Number of Person Weeks of Job Related Training Provided	37,754	170.5
Number of New Business Start Ups	441	2.0
Number of New Business Start Ups Surviving 52 Weeks	163	0.7
Number of New Businesses Receiving Advice/Support	3,618	16.3
Number of People Becoming Self Employed	243	1.1
Number of New Childcare Places Provided	3,475	15.7

* 2000/01 based on 8 NDCs (population 77,500). 2001/02 based on 24 NDCs (population 231,700). 2002/03 based on 29 NDCs (population 275,400). 2003/04 based on 31 NDCs (population 301,000). Average population 221,400.

Sources: Hanlon System K database and CEA calculations.

Output Additionality

11.14 ODPM Guidance¹⁶⁶ on the evaluation of ABIs requires an assessment of the degree to which NDC funded outputs are “net additional” to the 39 areas concerned. Clearly some outputs may not produce anything ‘extra’ for NDC inhabitants and should be regarded as deadweight. This kind of evidence will help to translate gross outputs into net output equivalents. In order to establish net outputs two adjustments to gross output data have been made.

11.15 First, an adjustment has been in relation to whether **projects** funded by NDC would have proceeded at all, or at the same time, scale, or quality without this support. This was assessed by the evaluation team through interviews with project managers and other respondents who had been involved with the projects concerned. The limitations to this approach are discussed elsewhere.¹⁶⁷ Table 11.8 sets out the possible range of responses for what would have happened to projects in the **absence of NDC funding**.

Table 11.8: Additionality of NDC support

Response	Additionality factor
<i>What do you think would have happened to the project without NDC funding?</i>	
Would not have gone ahead at all	1.0
Would have gone ahead unchanged	0.0
Would have been delayed	0.25
Would have been lower quality	0.33
Would have been lower scale	0.50

Source: CEA

11.16 Table 11.9 applies these ratios to evidence from project evaluations workbooks by **theme**, and provides broad gross additionality ratios.

¹⁶⁶ ODPM (2004) *Assessing the Impact of Spatial Interventions-Regeneration, Renewal and Regional Development the 3R's Guidance*.

¹⁶⁷ CEA (2005) *National Evaluation of New Deal for Communities – Value for Money Strand*.

Table 11.9: Gross additionality of NDC support by theme

	Community development	Crime and disorder	Education	Health	Housing & physical environment	Worklessness
Number of projects in theme that responded	22	19	22	14	15	24
a) Maximum additionality possible %	100	100	100	100	100	100
b) Minus pure deadweight (gone ahead anyway in some form) %	18.2	35.0	40.9	28.6	60.0	12.5
Narrow definition of gross additionality % (a-b)	81.8	65.0	59.1	71.4	40.0	87.5
Plus, % delayed weighted by 0.25	0	1.3	3.4	3.6	1.7	0.0
Plus, % lower quality weighted by 0.33	1.5	3.5	4.5	0.0	13.2	0.0
Plus, % lower scale weighted by 0.50	9.1	7.9	15.9	7.1	16.7	6.3
Broad definition gross additionality %	92.4	77.7	82.9	82.1	71.6	93.8

Source: CEA

11.17 Second, project managers were asked by about the proportion of beneficiaries who, in the absence of the NDC-funded project, could have accessed similar provision within the NDC area, similar provision outside the NDC area, less suitable provision within the NDC area or no other provision at all. This allowed for a second adjustment for **access additionality**.

11.18 We examined two sources of evidence in coming to a view on access additionality:

- Evidence from project evaluation workbooks, drawing on views of project managers and others associated with project delivery (Table 11.10)
- the views of project beneficiaries drawn from the beneficiaries survey conducted by MORI which asked participants what they would have done in the absence of the NDC project (Table 11.11); interestingly estimates of access additionality based on the views of beneficiaries are somewhat higher than those from project managers.

Table 11.10: Access additionality of NDC projects: views of project managers

	Community development	Crime and disorder	Education	Health	Housing & physical environment	Worklessness
Projects responding	15	12	15	9	10	17
Proportion of beneficiaries that could have accessed(weighted)						
a) Additionality	100	100	100	100	100	100
Minus b) Other similar provision in the NDC area: 100% deadweight at NDC level thus proportion responding multiplied by 1.0	3.5	24.3	7.9	2.2	8.6	0.94
Minus c) Other similar provision outside the NDC area: 75% deadweight at NDC level and thus proportion responding multiplied by 0.75	1.7	0.0	14.4	1.3	3.8	5.1
Minus d) Less suitable provision in the NDC area: 67% deadweight at NDC level and thus proportion responding multiplied by 0.67	17.0	18.9	4.0	11.9	33.5	28.7
Overall access additionality: a minus deadweight: (b) +(c)+(d))	78	57	74	85	54	65

Source: CEA

Table 11.11: Access additionality of NDC projects: beneficiary survey results

	Community development	Crime and disorder	Education	Health	Housing & physical environment**	Worklessness
Beneficiaries responding (weightd)	175	88	264	130	Na	219
Proportion* of beneficiaries (weighted)						
Would not have accessed any services/projects (multiplied by 1.0) %	44	43	56	54	Na	37
Would have taken longer to access services/projects (multiplied by 0.25) %	21	19	19	18	Na	17
Help would have been of a lower quality (multiplied by 0.33) %	23	13	23	25	Na	21
Overall access additionality	88	75	98	97	Na	75

*Proportions of those who 'agree' with statement (i.e. strongly agree and agree). **Results not available.

Source: CEA; MORI beneficiary surveys

11.19 Because of these two sources of evidence in relation to access additionality (project managers and beneficiaries) an average of the two has been calculated. A mid-point between the gross additionality of NDC funding support (Table 11.10) and access additionality (Table 11.11) has been taken in order to arrive at an overall estimate of project additionality (Table 11.12).

Table 11.12: Overall additionality of NDC projects: by theme

	Community development	Crime and disorder	Education	Health	Housing & physical environment	Worklessness
Gross additionality						
a) Gross additionality of NDC support from project managers (Table 11.9)	92.4	77.7	82.9	82.1	71.6	93.8
Access additionality						
b) Average of access additionality between project managers and beneficiaries (Tables 11.10 and 11.11)	78 to 88 = 83	57 to 75 = 66	74 to 98 = 86	85 to 97 = 91	54 (no beneficiary data)	65 to 75 = 70
Overall additionality						
Overall additionality – mid-point between gross additionality and access additionality	87.7	71.9	84.4	86.6	62.8	81.9

Source: CEA

Net additionality ratio

11.20 To reach a net additionality ratio for each theme a final adjustment has been made to allow for **displacement**. The project workbooks asked evaluators to consider whether the project involved one or more of a range of negative effects on other similar projects within the NDC area. Table 11.13 shows the net additionality ratio after allowing for displacement. Although deriving net additionality is based on a series of relatively complex steps the overall message is nevertheless clear: net project additionality is high across the Programme, although somewhat less so for crime and disorder, and especially, HPE projects.

Table 11.13: Derivation of the net additionality ratio

	Community development	Crime and disorder	Education	Health	Housing & physical environment	Worklessness
a) Overall additionality (Table 11.12)	0.88	0.72	0.84	0.87	0.63	0.82
b) Displacement factor	0.02	0.11	0.02	0.02	0.17	0.00
c) Net additionality ratio (a) x (1-b)	0.86	0.64	0.82	0.85	0.52	0.82

Source: CEA

Total Net Outputs

11.21 Table 11.14 summarises these net outputs across the Programme for the period 2000/01 to 2003/04 using the overall additionality ratio set out in Table 11.13. The NDC expenditure for this period is £354.7 million and total spend of the order of £468.1 million. Table 11.14 is thus based on about three-quarters of total NDC expenditure over the period. Overall, spend was responsible for a substantial volume of net additional outputs and hence benefits for NDC residents. Thus, under HPE about 21 new houses were improved or built for every 1000 residents. Community development outputs appear high with, for instance, nearly 32 community/voluntary groups supported for every 1,000 inhabitants. Worklessness outputs are, however, not particularly high and education outputs look at an early stage.

Table 11.14: Total net outputs 2000/01 to 2003/04

Additional public sector costs in constant 2003/04 prices (£000s)		Core Outputs	Net outputs	Per 1,000 inhabitants*
NDC	354,703	COMMUNITY DEVELOPMENT		
Additional other public (cash and in-kind)	113,440	Number of People Employed in Voluntary Work	13,443	60.7
		Number of People Using New or Improved Community Facilities	127,636	576.5
Additional public sector resources	468,143	Number of New or Improved Community Facilities	274	1.2
		Number of Community Chest Type Grants Awarded	194	0.9
		Number of Community/Voluntary Groups Supported	7,114	32.1
		Number of Project Feasibility Studies Funded	472	2.1
		CRIME AND DISORDER		
		Number of Victims of Crime Supported	7,132	32.2
		Number of Young People Benefiting from Youth Inclusion/Diversionary Projects	50,434	227.8
		CCTV Cameras Monitored and Installed	312	1.4
		Number of Additional Police	24	0.1
		Number of Additional Wardens	40	0.2
		Number of Homes or Businesses with Improved Security	17,280	78.0
		EDUCATION		
		Number of Adults Obtaining Qualifications through NDC Projects (Accredited)	7,883	35.6
		Number of Adults Obtaining Qualifications through NDC Projects (Non-Accredited)	5,169	23.3
		Number of Pupils Benefiting from Projects Designed to Improve Attainment	99,348	448.7
		Number of Teachers/Teaching Assistants Attracted or Retained in Schools Serving NDC Children	749	3.4
		Number of Schools Physically Improved	205	0.9
		Number of Grants/Bursaries Awarded for Study Purposes	873	3.9
		HEALTH		
		Number of People Benefiting from Healthy Lifestyle Projects	22,296	100.7
		Number of People Benefiting from New or Improved Health Facilities	67,232	303.7
		Number of New or Improved Health Facilities	82	0.4
		HOUSING & THE PHYSICAL ENVIRONMENT		
		Number of Homes Improved or Built	4,662	21.1
		Number of Traffic Calming Schemes	105	0.5
		WORKLESSNESS		
		Number of Jobs Safeguarded	3,243	14.6
		Number of Local People Going into Employment	4,693	21.2
		Number of People Accessing Improved Careers Advice	8,332	37.6
		Number of People Receiving Job Training	13,580	61.3
		Number of People Trained Entering Work	1,715	7.7
		Number of Person Weeks of Job Related Training Provided	30,462	137.6
		Number of New Business Start Ups	360	1.6
		Number of New Business Start Ups Surviving 52 Weeks	134	0.6
		Number of New Businesses Receiving Advice/Support	2,937	13.3
		Number of People Becoming Self Employed	200	0.9
		Number of New Childcare Places Provided	2,867	12.9

* 2000/01 based on 8 NDCs (population 77,500). 2001/02 based on 24 NDCs (population 231,700). 2002/03 based on 29 NDCs (population 275,400). 2003/04 based on 31 NDCs (population 301,000). Average population 221,400.

Sources: Hanlon System K database and CEA calculations

A CONCLUDING COMMENT

11.22 A number of **key findings** should be stressed at this Interim stage in relation to expenditure and outputs:

- total Programme wide spend for the six year period 1999/00 to 2004/05 amounted to about £880m: about half way through the Programme some 44 per cent of the budget has been expended
- spending varies markedly across regions and by Partnership: at the NDC level per capita expenditure for the period 2001/02 to 2003/04 varied from over £4,000 to £330, the average being £1,311
- per capita spending on some themes, notably HPE and community development proved to be considerably higher than for others, notably crime and disorder, worklessness and health
- each pound of NDC spend was matched by about 60 pence of match funding, most of it from other public sources; matched funding ratios were higher for worklessness than for other themes
- project additionality is high, but less so for HPE and community development, than for other outcome areas; the displacement of other activity in NDC areas by Partnership projects is low
- total net outputs for the four year period beginning 2000/01 include almost 130,000 people using new or improved community facilities, 50,000 young people benefiting from youth inclusion/diversionary projects, and over 13,500 people receiving job related training.

11.23 The next chapter describes early findings on the impact of NDC spending on outcomes.

CHAPTER 12:

PROGRAMME LEVEL CHANGE

INTRODUCTION

12.1 Chapters 6 to 10 explore interventions and change in relation to the five main outcome areas, and the previous chapter explores VFM issues at this Interim stage. This chapter builds on that work by exploring change across the Programme within three major themes:

- **area level change:** at this Interim phase of the evaluation much of the change data which has been analysed to date is essentially **cross-sectional** in that it highlights changes **to NDC and comparator areas** mainly between a 'baseline' (usually 2002) and an a later Interim position (usually 2004); theme specific cross-sectional data is developed in each of the five preceding theme chapters
- **changes to people:** using both cross-sectional and longitudinal data it is also possible to consider what has happened to different groups of people including those who stayed in NDC areas during the 2001/02 to 2004 period, those who moved in, and those who left NDCs during this period
- **changes to people in areas:** some 10,638 of those interviewed in NDC areas in 2002, and 1,010 of those in the comparator areas, were re-interviewed in 2004; in both cases this amounted to slightly more than half of those originally interviewed in 2002; this data provides a **longitudinal panel** through which it is possible to identify **changes through time to people in different areas**.

CROSS-SECTIONAL ANALYSIS: AREA LEVEL CHANGE

12.2 Using household survey data supplemented by some administrative sources, paragraphs 12.3 to 12.33 below examine **area level change:** what has happened to NDC areas compared with national benchmarks and comparator areas. The following issues are addressed:

- Programme wide change: 2002 to 2004
- NDC areas and National benchmarks
- change: gender, age and ethnicity
- area level change: NDCs and comparator areas
- relative change and expenditure.

Programme wide Change 2002 to 2004

12.3 The household surveys provide a consistent and reliable source through which to identify Programme wide change. Of all the questions contained within the survey 39 indicators were found to have **significant and meaningful change** of three percentage points or more between 2002 and 2004 in NDC areas (Table 12.1). Key findings include:

- of these 39, all but a handful are about changing attitudes on the part of NDC residents
- about a half of all of these attitudinal changes relate to reductions in fear of different types of crime and another quarter to positive change in relation to attitudes to the local area, its environment, and the local community
- the handful of 'non-attitudinal' changes largely reflect longer term societal change, such as reductions in low income households, vehicular crime and an increase in those having access to a personal computer
- over 100 indicators were found to have change which was less than three percentage points. Of these, the vast majority are 'non-attitudinal'
- across the household surveys there is no evidence of any indicator working in an unexpected or perverse manner
- perhaps the most significant changes for the future of the Programme relate to indicators identifying attitudes of residents towards their local NDC; it was entirely to be expected that more would have heard of their local Partnership in 2004 than had been the case two years earlier, but perhaps not that there would be a 10 percentage points increase in those trusting their local NDC, or an almost 18 percentage points increase in those thinking it had improved the area: there is a very solid and growing base of community support for the Programme.

Table 12.1: NDC Programme wide change: 2002 to 2004

	2002	NDC 2004	Change
HOUSING AND THE AREA			
NDC has improved the area (a)	33	51	18
Abandoned cars a problem	45	30	-15
Area worse than 2 years ago (b)	36	22	-14
Run down properties a problem	40	33	-6
Satisfied with area	60	66	6
Property set on fire a problem	28	22	-6
Vandalism a problem	63	57	-6
Traffic a problem	58	55	-3
Litter a problem	70	67	-3
NDC			
Heard of local NDC	63	79	16
Trust NDC (a)	43	53	10
CRIME			
Burglary a problem	53	42	-11
Worried about burglary	65	55	-10
Worried about being mugged	58	48	-10
Car crime a problem	63	54	-9
Worried about car stolen (c)	62	53	-9
Worried about vandalism to car/home	57	49	-8
Worried about assault (stranger)	54	45	-8
Worried items from car stolen (c)	62	54	-7
Worried about bogus officials	39	32	-7
Worried about being pestered	45	38	-7
Unsafe after dark	55	49	-6
Worried about sexual assault	34	28	-6
Vehicle been tampered with (c)	34	29	-5
Attacks/harassment a problem	42	37	-5
Use burglar alarm to protect home	25	30	5
Satisfied with police	48	53	5
Vehicle been stolen off/out of (c)	17	13	-4
Worried about racial attack	25	21	-4
Worried about assault (known)	22	18	-4
Trust local police	58	62	4
WORKLESSNESS & FINANCE			
Household income under £100	19	13	-7
Reasons for not getting type of work wanted – no jobs (d)	14	10	-4
EDUCATION			
Have access to PC	43	49	6
Satisfied with childminders (e)	59	71	12
Satisfied with pre-school	77	82	5
HEALTH			
Satisfied with hospital (f)	79	84	5
COMMUNITY			
Part of the community	35	39	4
Know neighbours	40	4	3

Base: All; (a) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749); (b) All lived in area for 2 or more years; NDC aggregate 2002 (16,663) 2004 (16,175); (c) All with vehicle in household; NDC aggregate 2002 (9,362) 2004 (9,556); (d) All looking for work, NDC Aggregate 2002 (2,246), 2004 (1,905) (e) All used childminders/child care clubs, NDC aggregate 2002 (401) 2004 (410); (f) All used hospital in last year, NDC aggregate 2002 (9,594) 2004 (9,658).

Source: MORI/NOP

12.4 It should be stressed that these Programme wide figures are an average across the 39 Partnerships, and inevitably hide considerable volatility at the neighbourhood level. To give just two examples:

- satisfaction with the area rose six percentage points as a Programme wide average: change at the Partnership level varied from a rise of fully 17 percentage points to a fall of one percentage point
- across the Programme there was a fall of six percentage points in those feeling unsafe after dark; at the Partnership level change between 2002 and 2004 ranged from a fall of 16 percentage points to a rise of three points.

Change: gender, age and ethnicity

12.5 The 2002 and 2004 household surveys provide an opportunity to explore change by gender, age and ethnicity. Table 12.2 lists those indicators showing the largest variations in change between the **genders** during the 2002 and 2004 period:

- in absolute terms women are less likely to smoke, to be satisfied with their home or the area, but are more likely to be positive about the NDC, and are much more likely to feel unsafe after dark
- it is difficult to establish meaningful patterns in relation to change over this relatively short period, but possibly there is a hint from these indicators that men are tending to see better 'hard' outcomes such as reductions in smoking and burglary, whereas women generally outperform men in indicators relating to the community, fear of crime, and the performance of the local NDC; but too much should not be made of relative differences between genders over such a short time period.

Table 12.2: Core indicators by gender

	2004		Change 2002 to 2004	
	Males	Females	Males	Females
Want to improve skills	27	32	-6	-3
Education or training (a)	18	21	-1	1
Look out for each other	60	63	2	4
Satisfied with the area	67	65	7	5
Feel unsafe after dark	37	61	-5	-7
NDC improved the area (b)	49	53	17	18
Satisfied repair of home	73	69	2	1
Part of the community	39	40	3	5
Smoke cigarettes	40	37	-2	-1
Experienced burglary	4	5	-3	-1

Base: All; (a) All except in full-time education, NDC aggregate 2002 (18,635), 2004 (18,739); (b) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749).

12.6 In absolute terms there are marked variations by **age** (Table 12.3). For example, in 2004 when compared with those over 50, younger people under 25 were generally:

- less likely to do no exercise, feel unsafe after dark or be satisfied with their home or the area
- but were more likely to report fairly or good health, attend education or training courses in the past 12 months and wish to improve their skills.

12.7 And in terms of change between 2002 and 2004 if a consistent trend can be identified, it is perhaps that older people appear more positive over time. When compared with those aged 16-24, people over 50 witnessed more positive change in relation to:

- attending education or training courses, feeling part of the community, feeling safe after dark, being satisfied with the area, and thinking the NDC had improved the area.

12.8 It would be inappropriate to make too much of what are often relatively small variations in relation to change across age groups, bearing in mind that this change data covers only two years. But there could be a message in all of this: in common with other ABIs, NDC Partnership may be encountering difficulties in engaging with, and benefiting, younger people.

Table 12.3: Core indicators by age

	2004				Change 2002 to 2004			
	16-24	25-49	50-59/64	60/65+	16-24	25-49	50-59/64	60/65+
Feel unsafe after dark	48	47	50	57	-4	-5	-7.4	-11
Want to improve skills	38	34	24	13	-7	-5	-2.5	-1
Part of the community	32	40	43	45	1	5	3.0	6
NDC improved the area (a)	52	51	50	52	15	18	16.4	20
No exercise	5	5	13	18	1	0	0.10	3
Attained NVQ 4+	16	23	14	5	2	0	1.82	0
Education or training (b)	30	25	14	4	0	1	1.72	1
Feel health fairly good/good	92	82	65	65	1	1	0.91	3
Satisfied with the area	61	65	69	74	6	5	7.1	7
Employed (c)	45	57	49		2	0	2	

Base: All; (a) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749); (b) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749); (c) All working age respondents NDC aggregate 2002 (15,158) 2004 (14,858).

Source: MORI/NOP

12.9 Throughout this Interim Report **ethnicity** is usually addressed using the four larger groups of white, black, Asian and other. Analyses based on a more disaggregated ethnic composition can create problems of statistical reliability because of the small numbers involved in some instances. For example, three of the more disaggregated ethnic communities the black/white, Asian/white, and Chinese populations amount to less, or only slightly more, than one per cent of the total population. Evidence drawn from such small numbers must be treated with considerable caution. Findings are on safer ground with five other ethnic groups: Indian (3 per cent), Bangladeshi (3 per cent), Pakistani (4 per cent), Caribbean (5 per cent), and African (5 per cent).

12.10 Whilst bearing this caveat in mind, the 2002 and 2004 household surveys nevertheless provide some important insights into variations across some nine ethnic groups. In terms of the **absolute picture** in 2004 (Table 12.4):

- some indicators are **relatively** consistent across all ethnic groups: satisfaction with the area and attitudes towards the NDC for instance
- but for other indicators there are variations across these nine groups of at least a factor of two: smoke cigarettes, taking no exercise, and having NVQ 4+ qualifications for example.

Table 12.4: Core indicators by ethnicity: 2004

	Black/		Asian	Indian	Pakistani	Bangladeshi	Caribbean	African	Chinese
	White	White	White						
Employed (a)	55	63	50	47	60	6	55	51	73
Education or Training (b)	18	24	46	19	21	12	28	30	35
Smoke cigarettes	44	44	34	15	16	23	30	14	29
Tenure – Owner occupied	38	24	27	66	71	40	30	16	15
NDC improved area (c)	50	50	49	60	49	51	56	55	48
Satisfied with area	66	67	61	56	69	71	69	70	56
Look out for each other	64	54	53	64	68	66	57	46	45
Part of community	37	44	34	43	56	55	46	42	27
Unsafe after dark	51	40	54	59	45	46	40	40	51
NVQ level 4+	14	16	30	27	18	13	19	34	47
No exercise	9	5	12	8	12	9	8	4	32

Base: All; (a) All working age respondents NDC aggregate 2002 (15,158) 2004 (14,858); (b) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749); (c) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749).
Source: MORI/NOP

12.11 These variations in absolute totals, which reflect historical experience, would probably have been expected. What is more surprising is the degree of **relative change** across these nine groups in just the two year period 2002 to 2004 (Table 12.5). Because of the small numbers involved it may be that some changes have been driven by specific events. But there are nevertheless marked variations both by indicator and by ethnic group. For instance, in relation to socio-demographic indicators there are marked variations with regard to:

- personal behaviour: there was an almost five percentage points decline in those taking no exercise in the Chinese community, but a rise of more than seven percentage points amongst the Asian/white community
- personal status: between 2002 and 2004 there was hardly any change in the proportion of employed white people and there was a decline of three percentage points amongst the Indian community; the equivalent figures for the Pakistani, Bangladeshi and Chinese communities were increases of 22, 34 and 40 percentage points respectively.

12.12 It is also possible to make some tentative conclusions about change in relation to different ethnic groups:

- groups which have traditionally been viewed as amongst the most deprived are seeing considerable and positive changes according to some indicators: the Bangladeshi community for instance in relation to employment and fear of crime
- possibly too, and as would be expected, change appears to be relatively more volatile amongst ‘newer’ ethnic groups such as the Asian/white, Chinese and Bangladeshi communities than within more ‘traditional’ communities such as whites and Caribbeans.

12.13 This data shows how important it is for Partnerships to ensure that their targeted outcomes and interventions are informed by a detailed understanding of the nature and composition of the local population.

Table 12.5: Core Indicators by ethnicity: change 2002 to 2004

	Black/		Asian		Indian	Pakistani	Bangladeshi	Caribbean	African	Chinese
	White	White	White	White						
Employed (a)	1	19	11	-3	22	34	2	-2	40	
Education or Training (b)	0	-2	21	2	6	-6	3	-4	4	
Smoke cigarettes	-1	0	-11	2	-1	-2	2	0	9	
Tenure – Owner occupied	2	6	7	-8	-1	10	1	2	-4	
NDC improved area (c)	18	13	13	20	10	12	19	19	3	
Satisfied with area	7	4	10	-6	8	1	1	4	-1	
Look out for each other	3	4	10	-1	4	-1	3	3	-4	
Part of community	4	1	10	3	-2	-2	6	6	6	
Unsafe after dark	-6	-6	-8	-3	-12	-13	-3	-6	-16	
NVQ level 4+	0	5	4	3	6	4	2	-2	10	
No exercise	-1	-4	7	-3	2	3	-2	0	-5	

Base: All; (a) All working age respondents NDC aggregate 2002 (15,158) 2004 (14,858); (b) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749); (c) All heard of local NDC, NDC aggregate 2002 (12,661) 2004 (15,749).
Source: MORI/NOP

Area level change: NDCs and comparator areas

12.14 To what extent do changes in the 39 areas between 2002 and 2004 simply mirror what was happening in other disadvantaged areas? The comparator areas survey is critically important here because it asked the same questions of residents in similarly deprived, but non NDC, areas.

12.15 The results are again encouraging. Table 12.6 compares change at the NDC Programme wide level compared with what was happening in the comparator areas for 19 of the indicators from the previous list of 39 in Table 12.1. These 19 show:

- the largest differences between change in NDC and comparator areas
- where there was also an NDC level change of at least three percentage points.

12.16 In one or two cases caution is needed in interpreting findings. For instance, increasing use of burglary alarms may indicate greater fear of crime or the impact of target hardening projects in NDC areas. Equally so marked variations between NDC and comparator areas in long term unemployment may be because NDCs are moving more people into jobs: the long term unemployed hence become a relatively larger proportion of a smaller overall population. However, even if in one or two instances the implications of differential change between NDC and comparator areas is somewhat ambiguous, the bigger picture is clear:

- NDCs are generally outperforming the comparator areas
- they are doing this most obviously in relation to attitudinal considerations: particularly fear of different types of crime and satisfaction with services
- but it is perhaps especially interesting to see NDC areas substantially outperforming the comparator areas in relation to neighbourhood or locality based indicators such as satisfaction with the area, or thinking it has deteriorated: residents in NDC areas perceive more in the way of positive neighbourhood level changes than is true for those living in the comparator areas.

Table 12.6: Change in NDC and Comparator areas: 2002-2004

	NDC change 2002 to 2004	Comparator change 2002 to 2004	Difference in change 2002 to 2004
Run down properties a problem	-6	1	-8
Satisfied with pre-school (b)	5	-3	8
Property set on fire a problem	-6	1	-7
Worried about bogus official	-7	-13	6
No jobs so can't get type of work wanted (c)	-4	2	-6
Area worse than 2 years ago (d)	-14	-9	-5
Car crime a problem	-9	-4	-5
Satisfied with area	-6	1	5
Abandoned cars a problem	-15	-11	-4
Burglary a problem	-11	-7	-4
Vandalism a problem	-6	-2	-3
Currently use burglar alarm to protect home	5	1	3
Satisfied with police	5	1	3
Worried about being pestered	-7	-4	-3
Know neighbours	3	0	3
Attacks/harassment a problem	-5	-2	-3
Satisfied with hospital (e)	5	2	3
Worried about racial attack	-4	-7	3
Have access to PC	6	4	2

Base: All; (a) All registered unemployed, NDC Aggregate 2002 (1,352), 2004 (1,174), Comparator 2002 (87), 2004 (183); (b) All used pre-school nursery provision, NDC aggregate 2002 (1,176) 2004 (1,190); Comparator 2002 (130) 2004 (239); (c) All looking for work, NDC Aggregate 2002 (2,246), 2004 (1,905), Comparator 2002 (178), 2004 (339); (d) All lived in area for 2 or more years; NDC aggregate 2002 (16,663) 2004 (16,175), Comparator 2002 (1,732) 2004 (3,316); (e) All used hospital in last year, NDC aggregate 2002 (9,594) 2004 (9,658), Comparator 2002 (1,003) 2004 (1,982).

Source: MORI/NOP

NDC areas and National benchmarks

12.17 It is clear then that NDCs have generally outperformed the comparator areas. However, the NDC Programme was primarily designed to close the gaps between the poorest neighbourhoods and the rest of the country.

12.18 Table 12.7 compares change at the NDC Programme wide level the national picture for 12 indicators. These findings should be treated cautiously. For example because NDCs started from a lower base, it could be that closing some of the gap with national averages was always going to be **relatively** easy. Nevertheless, even allowing for this caveat results are largely positive:

- For 10 of the 12 indicators NDCs are outperforming the national average and the gap is closing
- Satisfaction with the area has seen the largest improvement in NDCs relative to the national average: satisfaction with the area has improved by six percentage points in NDC areas, compared with a one percentage point deterioration nationally
- but for all 12 indicators, national absolute figures remain higher than for NDCs as a whole; for instance in 2004 five per cent of households nationally had an income of less than £100 per week compared with 13 per cent of NDC residents

Evidence from this first phase of the evaluation suggests that where comparisons are possible, NDCs are indeed closing the gaps. It may be that because many NDC areas are especially deprived it is relatively easier to change standards in these neighbourhoods. Nevertheless the signs are encouraging.

Table 12.7: Change in NDC and National benchmarks

	NDC change	National change	Difference in change
HOUSING			
Satisfied with area as a place to live (a)	6	-1	7
Want to move (b)	-1	-6	5
CRIME			
Burgled in last 12 months (c)	-2	0	-2
Victim of assault last 12 months (d)	-1	0	-1
WORKLESSNESS & FINANCE			
Workless (e)	-2	-1	-1
Households with income less £100 per week (b)	-6	-1	-5
EDUCATION			
Key Stage 2: English level 4 (f)	7	3	4
Key Stage 3: English level 4 (f)	5	4	1
Key Stage 4: 5+ GCSE's at A*-C level (f)	5	3	2
HEALTH			
Smoke (g)	-2	-1	-1
Feel health not good (g)	-1	+1	-2
COMMUNITY			
Feel part of the community (b)	4	8	-4

Base: All

Source: (a) NDC: MORI/NOP 2002 and 2004; National: Survey of English Housing 00/01 and 02/03 (b) NDC: MORI/NOP 2002 and 2004; National: MORI omnibus 02 and 04 (c) NDC: MORI/NOP 2002 and 2004; National: British Crime Survey 01 and 03/04 (d) NDC: MORI/NOP 2002 and 2004; National: British Crime Survey 01 and 02/03 (e) NDC and National: SDRC 1999 and 2003 (f) NDC and National: SDRC 2002 and 2004 (g) NDC: MORI/NOP 2002 and 2004; National: General Household Survey 00/01 and 02/03

Relative change and expenditure

12.19 Evidence developed above looking at Programme wide change can be replicated for all 39 NDC areas. This data provides a source through which to assess **relative change** at the Partnership level. This analysis is based on 36 core indicators (see Appendix One). Thirty-two are drawn from the 2002 and 2004 household surveys and four from secondary sources: educational attainment at Key stages 2, 3 and 4 and workless rates based on benefits data. These 36 provide a comprehensive overview of change across the Programme in that six indicators are used to identify change within each of the five main theme areas and a further six, the community dimension. It should be stressed that the resultant Composite Index of Relative Change shows how **each NDC area has fared relative to the NDC average change over time**. The Index takes no account of the absolute position of each Partnership. Correlations and multiple regression modelling techniques have been employed to establish the scale of any relationships between relative change and a number of variables:

- expenditure
- template data drawn from the 39 annual individual NDC reports including:
 - the size, composition and operation of Boards, change in chair or chief executive, the engagement of Partnership staff with other agencies, and so on

- area characteristics including:
 - size and CPA score of parent local authority, IMD score for the Partnership area, etc
- the absolute position of the NDC area at the beginning of the period of change.

12.20 At first glance key findings are somewhat unexpected. In particular there is no relationship between this Partnership level Index of Relative Change and expenditure. This is true whether analysis is based on:

- the 2001-04 or the 2002-04 period
- total spend (including that undertaken by agencies) or solely NDC expenditure
- total or per capita spend.

12.21 On reflection this lack of any relationship between area level change between 2001/02 and 2004 and spend is maybe not so surprising at this Interim stage:

- the Index is based on what might be seen as ‘ultimate’ outcomes: jobs, less crime, higher educational attainment rates, and so on; it will take time for many of these changes to feed through
- many Partnerships were not especially quick off the mark in setting up or supporting initiatives; much more happened from about 2002/03 as partner agencies came to work more closely with NDCs, thus helping to effect an increasing portfolio of projects and interventions: outcome change across the Programme is thus likely to be ‘end-loaded’
- total per capita NDC spend was about £1,310 for the period 2001-2004: it is not plausible to imagine that this limited scale of investment would result in measurable changes to ‘ultimate’ outcomes.

12.22 The **only** significant variable in explaining the Index across all NDCs is the absolute position of an area at the beginning of the period of change. The lower the original position, the greater the score on the Index of Relative Change. This explains approximately a third of the variation in the Index. The more deprived the area, the more likely it is to score poorly across the 36 indicators at the beginning of the period and the more likely it is to have made improvements greater than the NDC average between 2002 and 2004. This is not surprising. Even without interventions observations below or above the average at the first point of time were more likely to be closer to the mean at the second.

12.23 When **Round 1 Partnerships** are considered as a separate group, their absolute position in the base year remains a significant explanatory factor of relative change. However, a change in chair or chief executive in the previous year also has a negative impact. This seems likely to be because a change in leadership can hinder progress.

There is ample qualitative evidence from the 39 annual Partnership reports produced by the national evaluation team that loss of a chief executive can have a serious impact on delivery: decisions tend to be postponed, the process of re-appointment can be protracted, and little strategic thinking tends to occur without a chief executive in post.

12.24 For **Round 2 Partnerships** none of the variables, including absolute position in the base year, are significant predictors of relative change. This may reflect the fact Round 1 NDC areas were in a relatively worse position in terms of the IMD than were Round 2 areas.

12.25 Change in relation to each of the **five main outcome areas and the community dimension** has also been considered against the full range of variables:

- education, worklessness, crime and the community: the only significant explanatory factor is the base position for each particular theme
- health: none of the variables provide a significant explanatory factor
- HPE: the only significant variable is the percentage of the total NDC per capita expenditure spent on that theme: Partnerships which had focused on HPE more than other outcomes tended to do well in terms of change.

12.26 This lack of any apparent relationships between change in area level data and spend is an important finding at this **interim** stage. It should be revisited as the Programme unfolds. There is a particular need too to widen analysis to include evidence from longitudinal panel data, preliminary findings from which are explored in later sections of this chapter and which generally point to more positive outcomes than area based cross-sectional evidence.

12.27 Partnership level **expenditure data** for the three financial years 2001/02 to 2003/04 is available for both NDC spend alone and total spend (including levered in public and private monies). Data is patchy at times especially in relation to non-NDC spend, and with regard to management and administration costs. Nevertheless, and as would be expected, there are more significant relationships between expenditure and other variables than is the case for relative change. In particular across all 39, and especially in relation to the Round 1 Partnerships, **total (NDC and levered in spend) per capita expenditure** for the 2001 to 2004 period correlates significantly with:

- number of ABIs in the area (0.48)
- number of residents on the board (-0.47)
- Board effectiveness index¹⁶⁸ (0.32).

12.28 The Performance Management Score was also significantly correlated with expenditure (0.47). However, this might be expected given that expenditure is one aspect of Partnership operation which is considered within the PMF process.

¹⁶⁸ Board effectiveness index contains nine components including issues such as roles and responsibility, training and stability of membership.

12.29 For Round 2 Partnerships different factors are significant in that per capita expenditure correlates with:

- population of local authority (-0.44)
- percentage of agency members on the board (0.52).

12.30 When **NDC expenditure alone** is considered for all Partnerships for the 2001/04 period the same relationships as for total expenditure are significant. For Round 2 Partnerships alone in addition to size of the local authority and the percentage of agency members on Boards, numbers of residents on Boards is also a significant correlation (-0.46). However, for Round 1 NDCs the number of residents on the Board is alone significant (-0.6).

12.31 Even if currently it is not possible to find any relationships between Partnership level Relative Change (using cross-sectional area based data), on the one hand, and expenditure, on the other, in the long run it seems overwhelmingly probable that there will be. The implications of findings in relation to expenditure therefore provide important early messages for NDC Partnerships, and indeed neighbourhood renewal agencies as a whole. Evidence to date suggests that higher levels of Partnership level spend are associated with:

- maximising links with other ABIs
- getting key agency personnel onto Boards
- ensuring Boards operate as effectively as possible
- having fewer local residents on Boards.

CHANGES TO PEOPLE

12.32 The previous section explores what happened to NDC and comparator areas between 2001/02 and 2004. This section explores changes occurring to the following groups of people:

- the 2004 NDC population as a whole
- those who want to move out of NDC areas
- in-movers: those who moved into NDC areas between 2002 and 2004
- the panel: those who stayed between 2002 and 2004
- out-movers: some 355 people were followed up who were living in NDC areas in 2002 but who left the area before 2004.

12.33 Analysis of these groups is of particular interest to the wider ABI debate. Initiatives such as NDCs are designed to improve particular localities within defined periods of time. However, this ostensibly straightforward objective raises several inter-related tensions:¹⁶⁹

- the degree to which ABIs are intended to improve the area, as opposed to bettering the life chances of those living in the locality at the time of designation
- area improvements may well involve physical developments which will probably culminate in changes to the original social composition of the locality
- if the emphasis is placed on improving the life chances of individuals, through education, training, job mentoring and so on, there is a distinct possibility that such interventions will improve the job prospects of beneficiaries who may well leave the area if their material circumstances then improve
- if outmovers are in turn replaced by more deprived groups NDCs may find themselves dealing with a steadily more deprived community, thus accentuating pressures on Partnerships and partner agencies to delivery improved services to an increasingly disadvantaged community.

12.34 This section explores trends in relation to mobility for different populations. It is only possible here to present key findings, fuller details being available elsewhere.¹⁷⁰ The key issues explored here are:

- patterns of mobility
- drivers of mobility
- inmovers and outmovers: some key characteristics.

Patterns of mobility

12.35 The 2004 household survey indicates that 13 per cent of residents across the Programme had lived in their current address for less than one year. This compares with a national figure of nine per cent.¹⁷¹ It should be noted that because of a design effect of the NDC survey, a combination of a longitudinal sample with a cross-sectional top up, the sample is likely to under-represent newcomers to the area¹⁷². The household surveys asked residents if they **wanted** to move from their current property, whether they thought they **would** move, and if so when. Answers to the last two questions gave rise to three sets of responses:

- those who thought they would move within the next two years but did not know when: those who intend to move

169 ODPM Select Committee (2003) *Housing, Planning, Local Government and the Regions Committee: the effectiveness of Government Regeneration Initiatives Volume 1 HC 76-1*.

170 Beatty, C., Cole, I., Grimsley, M., Hickman, P. and Wilson, I. (2005) *Housing & the Physical Environment: Will residents stay and reap the benefits?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

171 Survey of English Housing 2003/04.

172 Green, G., Grimsley, M. and Stafford, B. (2005) *The Dynamics of Neighbourhood Sustainability*. Joseph Rowntree Foundation, York.

- those who thought they would move within two years and gave a time frame for doing so: those who plan to move
- those who planned to move within six months.

12.36 Thirty-eight per cent of NDC residents wanted to move in 2004 (39 per cent in 2002), a higher figure than for both the comparator area benchmark (32 per cent) and the national equivalent of 23 per cent. Thirty-two per cent of NDC residents intend to move, six per cent within six months (Table 12.8). In absolute terms, by 2004 more wanted to, and planned to, move than was true for those in the comparator areas. Interestingly reductions in the proportion of residents intending to move or planning to do so within two years were greater in the comparator areas than in NDCs. This is surprising bearing in mind other change data which shows NDC residents being consistently more positive about their locality than those in the comparator areas. It may reflect the fact that NDC areas are relatively more deprived than the comparators: this may encourage more NDC residents to plan a move than is the case for the comparators.

Table 12.8: Wanting to move

	NDC			Comparator		
	2002	2004	Change	2002	2004	Change
Want to move	39	38	-1	32	31	-1
Intend to move	32	32	0	29	26	-3
Plan to move within two years	19	18	-1	16	15	-2
Plan to move within six months	6	6	0	4	5	1

Source: MORI/NOP

12.37 Wanting to move is not synonymous with wanting to leave the neighbourhood (Table 12.9). Twenty-four per cent of those who intend to move within the next two years wished to stay within the immediate area and another 18 per cent in a neighbouring locality. Only 22 per cent intended to leave their existing city/town. There is a marked contrast here between the two percentage points increase amongst NDC residents wishing to stay in the neighbourhood, compared with a fall of almost four percentage points in the comparator areas.

Table 12.9: Mobility aspirations of residents

	NDC			Comparator		
	2002	2004	Change	2002	2004	Change
Stay in the area*	22	24	2	25	21	-4
A neighbouring area	20	18	-2	21	20	-2
Elsewhere in this city/town	30	28	-2	22	24	3
Elsewhere in the UK	19	17	-1	18	22	3
Elsewhere outside the UK	5	5	0	6	5	-2
Don't Know	5	8	3	8	8	0

*within 15 minutes walk of current home

Base: All who think they will move in next two years

Source: MORI/NOP

12.38 The 2002 and 2004 surveys provide an indication of the key socio-demographic characteristics of those who **want to move**:

- groups most likely to want to move include women, younger people, black residents, those with higher qualifications, and social and private renters
- groups less likely to want to move include older people, both single person, and larger, adult households, and Asian residents.

Drivers of Mobility

12.39 The diverse and complex motivations behind mobility are reflected in the fact that residents provide more than 40 reasons for wanting to move. These can be categorised into 7 overarching issues:

- **property related reasons:** wanting a specific type or size of house or garden
- **area related reasons:** problems in the area such as crime, young people, the physical environment or not liking the area
- **personal reasons:** expanding or contracting family size, wanting to be nearer family, friends or better schools
- **work reasons:** change of job, wanting to be nearer work or nearer to more job opportunities
- **financial reasons:** wanting to buy a home, move up the housing market or reduce housing costs
- **retirement**
- **other factors**

12.40 Property and area related factors are the most frequently given reasons for wanting to move (Table 12.10). However, the proportion of NDC residents stating they wish to move because of area related reasons declined by a full seven percentage points between 2002 and 2004. This contrasts with a four percentage points increase in the comparator areas over the same time period. This may reflect early evidence that improvements within NDC areas are beginning to encourage greater residential stability.

Table 12.10: Reasons for wanting to move

	NDC			Comparator		
	2002	2004	Change	2002	2004	Change
Property related	45	41	-4	46	36	-10
Area related	53	46	-7	43	47	4
Personal reasons	25	21	-4	18	26	8
Work reasons	5	4	-1	6	6	0
Retirement	1	1	0	1	1	0
Financial reasons	7	6	-1	6	8	2
Other	2	8	6	8	7	-1

Base: All who want to move except those longitudinal respondents already asked HO11NEWB, Comparator 2002 (641), 2004 (1,151); NDC Aggregate 2002 (7,420), 2004 (6,170)
 Source: MORI/NOP

12.41 Some 45 per cent of residents who said they would move in 2002, had **changed their mind** by 2004. Nearly a quarter of this group (which equates to 2 per cent of the whole longitudinal sample) indicated that this decision had been affected a great deal/or a fair amount by improvements in the area. Alternatively 19 per cent of residents who, although in 2002 thought they would not be moving, had changed that view by 2004. Table 12.11 lists the top 20 reasons given by NDC residents for changing their mind and wishing to move by 2004:

- four of the five most frequently mentioned reasons given by NDC residents are area related: although there is evidence that area improvements are beginning to encourage more to stay, environmental and area effects are still critical factors in explaining why some residents are nevertheless more inclined to move in 2004 than they had been two years previously
- however, over half of the reasons stated are personal or property related and more to do with housing needs than wanting to leave the area.

Table 12.11: Reasons for intending to move 2004: those not intending to move 2002

	NDC	Comparator
	2004	2004
Area has got worse	29	18
Want larger home	21	18
Crime levels in area got worse	14	8
Want a different neighbourhood/area	13	14
Problems with neighbours in area	12	7
Other	11	7
Property being demolished	6	1
Problems with children/young people in area	5	5
Want own home	5	12
Children left home	5	1
Want larger garden	4	8
Nothing in particular	4	2
Need bungalow/ground floor	4	5
Addition to family	3	5
State of repair of home got worse	3	5
Want to move up the housing market	3	3
New relationship/marriage	3	3
Want smaller home	3	6
Health/disability	3	3
Want a garden	3	1

Source: MORI/NOP

12.42 There is an obvious policy implication for NDCs and other renewal agencies arising from this analysis. That set of factors relating to accommodation is a key factor in encouraging residents to move. But other issues play a critical role too: the wider environment, quality of life, social capital and fear/experience of crime. Creating a sustainable and cohesive community will not simply be about improving and diversifying local housing markets but in implementing holistic renewal programmes addressing other social, economic and environmental factors impinging on the lives of local residents.

Inmovers and outmovers: some key characteristics

12.43 Patterns of, and factors encouraging, mobility are outlined immediately above, But how do these processes play out in practice? What are the key differences between those who stay in NDC areas, leave them or move into them? There are some markedly different patterns across these groups (Table 12.12). For instance, when **compared with 2004 NDC average figures**:

- **outmovers** are more likely to be young, white, relatively well off, in work, better educated, owner-occupiers and in better health
- **inmovers** whilst also overwhelmingly young, are less likely to be white, or in employment, but are more likely to be part of a larger, low income household, live in private rented accommodation, and have higher level educational qualifications

- those comprising the **panel** (who were in NDC areas in both 2002 and 2004) are more likely to be older, white, in relatively poor health and to have fewer higher level qualifications.

12.44 In line with findings from similar studies¹⁷³ evidence at this Interim stage suggests that outmovers tend to be less disadvantaged than the NDC population as a whole. In particular they are more likely to be in employment than either those moving into the area (the in-movers) or those who stay in the area (the panel). This population of outmovers is being replaced by an even younger cohort. In some respects this provides an opportunity for NDCs: this new group contains more people with higher level qualifications than the panel for instance. But it is a poorer cohort than those it is replacing and is far less likely to be in employment. It is also likely to create a problem for NDCs in that more than one third lives in private rented accommodation and is thus likely to be more transient and less accessible.

Table 12.12: Characteristics of 'Mobility' Populations (2004)

	NDC Aggregate	Inmover	Panel	Outmover	Outmover Local	Outmover Long Distance
AGE						
16-34	40	76	25	53	52	53
55+	26	5	36	16	16	16
ETHNICITY						
White	73	65	77	87	88	86
Asian	12	12	11	6	6	6
Black	10	15	9	4	3	4
WORKLESSNESS & FINANCE						
Employed (a)	53	47	54	65	54	72
Unemployed (a)	10	12	8	9	10	7
Economically active (a)	63	59	63	73	65	79
Household income <£100	13	20	11	9	15	5
HEALTH						
Feel health good	46	60	41	56	47	62
Long term limiting illness	25	13	31	20	26	16
HOUSEHOLD COMPOSITION						
Lone parent household	16	16	154	14	18	12
Large adult household	15	23	13	17	22	14
TENURE						
Tenure – owner occupier	34	16	38	44	36	50
Tenure – private renter	10	36	5	18	15	20
EDUCATION						
NVQ 4+ (working age)	20	30	17	32	22	38
Need to improve spelling	17	21	16	15	19	13
Need to improve reading	11	16	10	6	5	7
Need to improve writing	13	18	11	9	7	10
Need to improve maths	19	21	18	17	20	15

Base: All; (a) All working age respondents, NDC aggregate 2004 (14,858), Inmover 2004 (2,133), NDC Panel 2004 (7,549), Outmover 2004 (311), Outmover Local (126), Outmover Long Distance (185).
Source: MORI/NOP

173 Green, G., Grimsley, M. and Stafford, B. (2005) *The Dynamics of Neighbourhood Sustainability*. Joseph Rowntree Foundation, York.

12.45 Finally, mention should be made of **frequent movers**. This will be an especially difficult group for many NDCs. Enhanced service delivery to improve their social and economic well-being is likely to prove particularly complex exactly because of their transient nature. In terms of basic demographics a number of features tend to characterise those who have moved at least three times in five years: male, young, London based, living as single person, and in private rented accommodation. But there are other potentially vulnerable groups here too: about eight per cent of children in NDC areas live in household which have moved at least three times in the last five years.

12.46 Taken as a whole this group of frequent movers does indeed appear to suffer from manifestations of deprivation. For example they are more likely to:

- live in workless households
- be in households with low/no car ownership
- have poorer indicators of self-reported health, especially mental illness
- be victims of crime
- reveal lower levels of trust in services such as the health services or satisfaction with agencies such as the police
- feel outside their local community.

CHANGES TO PEOPLE IN AREAS: LONGITUDINAL DATA

12.47 Most of the analysis in this Interim phase, including many of the findings outlined in this chapter and in the five preceding theme chapters, is based on cross sectional area level data. In essence areas are compared at different periods of time. However, towards the end of this first phase of the evaluation individual level change data became available. One specific administrative data source, GMS-ONE, allows for an individual level analysis of change for those on JSA and IB benefits and is discussed separately in Chapter 7.

12.48 However, quite the most important source of individual level data to date arises from the household surveys. In particular some 10,638 people in NDC areas, and 1,010 in the comparator areas, who had completed questionnaires in 2002 were re-interviewed in 2004. These two 'panels' are exceptionally important in highlighting relationships between interventions and outcomes because:

- those constituting the NDC panel remained in the area for the 2002 to 2004 period, and are thus most likely to have benefited from Partnership supported interventions
- it is possible to tease out what happens to individuals through time.

12.49 It is not clear that any UK ABI evaluation, has ever previously had access to this kind of panel data. In subsequent phases of the evaluation this data source is likely to play a major role in isolating longer term relationships between NDC interventions, on the one hand, and individual level outcomes, on the other. At this stage however, it is only possible to identify some key differences between what happened for those in NDC areas between 2002 and 2004 when compared with those living in the comparator areas.

Change in the Longitudinal panels: NDCs and Comparator Areas

12.50 Longitudinal data allows for a systematic analysis of changes occurring to the NDC panel compared with those for the comparator areas panel (Table 12.13). Key findings include:

- in 2004 9 per cent fewer NDC residents indicated that lawlessness and dereliction was a big problem in the area compared with 2002; this was 6 percentage points more than the fall occurring amongst residents in comparator areas
- satisfaction with the area increased by 6 percentage points amongst NDC residents between 2002 and 2004; this was 4 percentage points higher than amongst residents in the comparator areas
- there were significant improvements for NDC residents in respect of 21 of 27 indicators considered; this was true in relation to only six indicators for the comparator areas panel
- in 16 instances improvements for NDC residents are both significant and greater than for the comparator areas panel.

12.51 Changes to residents staying in NDC areas over and above those which occurred to people living in the comparators might tentatively be represented as an 'NDC effect'. Great care needs to be used here. It may be for instance that differential change is due to factors such as the impact of other interventions, the social composition of the two sets of populations, or to their baseline absolute positions. But at this Interim stage taking this evidence at face value the relative improvement occurring to the NDC panel when compared with the comparator areas panel is equivalent in absolute terms to:

- an extra 7,400 people of working age in employment¹⁷⁴
- an extra 11,900 people satisfied with the area
- an extra 6,400 people who feel they can influence local decisions
- 11,400 fewer people having a high fear of crime.

¹⁷⁴ This figure is calculated as the net difference between the percentage point change in the working age employment rate of NDC residents and change amongst comparator area residents, multiplied by the working age population estimate for NDC areas in 2003. The estimate is rounded to the nearest 100: $(3.1\% \times 238,375 = 7,390 \sim 7,400)$.

12.52 At this Interim stage it is not possible to reap the full benefits of this emerging longitudinal data driven net NDC effect. But, later stages will be able to build on this data by, amongst other tasks, linking these findings to expenditure data outlined in Chapter 11. To give an indication of what can be done:

- if the figure 7,400 jobs outlined in 12.50 is taken at face value as the genuine 'NDC net effect' between 2002 and 2004
- and is assessed against, say half, of the NDC spend on worklessness for the period 2001-2003 (not all spend would be directly concerned with job creation)
- this suggests each of these 7,400 'extra' jobs cost a very creditable £16,500 each.

12.53 At this stage the details are less important than the principle: assessing differences in outcomes between NDC and comparator areas' panels will provide an exceptionally powerful instrument through which to identify net impact and hence to build up and accurate assessment of the real costs and benefits of the Programme.

Table 12.13: Longitudinal Panels: change in NDC and comparator areas 2002-2004

	NDC		Comparator		Net Change	
	Change	Sig	Change	Sig	%	Number*
WORKLESSNESS AND FINANCE						
Economically active*	1.5	0.001	0.4	0.844	1.1	2,600
Employed*	3.4	<.001	0.3	0.920	3.1	7,400
Unemployed*	-1.9	<.001	0.3	0.878	-2.2	-5,200
Workless households*	-2.9	<.001	-1.3	0.356	-1.6	-1,900
HOUSING AND AREA						
Satisfied with state of repair	1.6	0.001	2.7	0.077		
Satisfied with area	5.5	<.001	1.4	0.430	4.1	11,900
Area improved over past two years	14.9	<.001	12.3	<.001	2.6	7,600
Lawlessness & dereliction score high	-8.8	<.001	-3.0	0.030	-5.8	-16,900
Environment problems score high	-4.1	<.001	0.7	0.708	-4.8	-14,000
COMMUNITY						
Feel part of local community	3.7	<.001	3.5	0.080	0.2	600
People in area are friendly	0.9	0.022	-1.9	0.114	2.8	8,200
Neighbours look out for each other	3.2	<.001	-2.3	0.194	5.5	16,000
Can influence local decisions	1.7	0.001	-0.5	0.790	2.2	6,400
CRIME						
Feel unsafe walking alone in area after dark	-6.5	<.001	-6.7	<.001		
High fear of crime	-10.0	<.001	-6.1	<.001	-3.9	-11,400
Low satisfaction with police	-4.7	<.001	-1.9	0.276	-2.8	-8,200
Victim of any crime in past year	-5.5	<.001	-5.3	0.003	-0.2	-600
HEALTH						
Health not good in past 12 months	0.2	0.610	-1.5	0.322		
Diet poor (rarely/never have five 5 fruit/veg)	-1.5	0.001	-2.3	0.139		
Physical activity 20 mins rarely/never	0.4	0.443	-2.3	0.168		
Currently smoke	-1.2	<.001	-1.4	0.160		
Difficult to see a GP	-3.0	<.001	-6.5	0.002		
Satisfied with local hospital	3.4	<.001	-2.8	0.302	6.2	18,100
EDUCATION						
Education/ training in past year*	0.9	0.126	-1.1	0.616		
No educational qualifications*	-9.3		-7.7			
Satisfied with primary schools	1.4	0.066	-1.7	0.519		
Satisfied with secondary schools	1.0	0.309	-3.8	0.208		

Source: 2002 and 2004 MORI/NOP Household Survey, Longitudinal sample

Notes: Figures highlighted in bold indicate that the change over time is significant at least the 5 per cent level. Significance testing takes account of the lack of independence between wave 1 and wave 2 samples.

*Figures are for working age only.

Net change is given where change in NDC areas over time is significant and is more than that which occurred in the comparator areas.

This is given both in terms of percentage point difference and absolute numbers. The absolute numbers relates to the proportion of the relevant NDC population in 2003 (16+ or working age). The workless households figure is in terms of the number of working age households taken from 2001 Census and information from the 2004 household survey. For example: an estimated additional 7,400 people were in employment in NDC areas in 2004 over and above that which would be expected if NDC areas had performed in line with trends in similarly deprived areas in these localities.

Changes in outcomes for individuals

12.54 One of the advantages of longitudinal level data is that it can be used to explore instances of **changing outcomes for individuals**. The figures outlined above in Table 12.13 essentially reflect net change between 2002 and 2004. But in practice there will be a great deal of churning at the individual level. One way of exploring individual level change is to identify that percentage of those **providing a negative response to a particular question in 2002 indicating a positive outcome two years later**. In practice the percentage points difference between those moving from a negative to a positive outcome in NDC areas over this two year period was generally often not that different from the position for the comparators, although:

- for 17 out of 27 indicators explored here improvement was greater for NDC residents than for those in comparator areas
- in a few instances the shift in NDC areas was **markedly greater than for the comparator areas**:
 - an additional 23 per cent of those who were dissatisfied with their local hospital in 2002 were not by 2004 (79 per cent of those dissatisfied with their local hospital in 2002 were no longer dissatisfied in 2004 compared with 56 per cent in comparator areas)
 - an additional seven per cent more of those who had a very poor diet in 2002 did not by 2004 (62 per cent of those who rarely or never have five portions of fruit or vegetables a day in 2002 increased consumption in 2004 compared with 55 per cent in comparator areas)
 - there was also a notable improvement in the circumstances of those NDC residents who were unemployed at the beginning of the period; some 70 per cent of those unemployed in 2002 were no longer unemployed in 2004; the comparator sample contained only a limited number of unemployed residents (37) and so the change within this group should be treated as purely indicative; however only just over a half of this group moved from being unemployed in 2002 to not being unemployed in 2004.

Changes to people in places: longitudinal modelling

12.55 Analysis can be taken further using general linear models, which identify differences in mean scores for ordinal and continuous measures between NDC and comparator areas, **adjusting for age, gender, ethnicity, tenure and household composition change**. In addition, multivariate logistic modelling, also adjusting for socio-economic factors, has been used to explore change in certain binary outcomes. These modelling techniques which adjust for underlying differences between the NDC and comparator areas are more statistically powerful and robust than the more straight forward comparisons of groups used in section 12.53 above. This tends to have the effect of reducing the number of notable differences between the NDC and comparator areas. Key findings from these analyses include (Table 12.14):

- for 12 of 27 indicators differences in change between NDC and comparator residents is significant

- for 11 of these, improvements are significantly better for NDC residents than for comparator residents. For example:
 - unemployed NDC residents in 2002 are significantly less likely to be unemployed in 2004 than comparator residents: comparator area residents who were unemployed in 2002 are 50 per cent more likely still to be unemployed in 2004
 - NDC residents who had not taken part in education or training during the 12 months prior to 2002 are significantly more likely to have done so in the 12 months before the 2004 survey: comparator area residents who had not taken part in education or training during the 12 months prior to 2002 are 24 per cent less likely to have taken part in 2004 than NDC residents

Table 12.14: NDC and comparator area change: adjusted models

	Adjusted mean difference: NDC – Comp or [Adjusted odds ratios: Comparator to NDC]	Sig
WORKLESSNESS AND FINANCE		
Economically active* (no to yes)	[1.06]	0.689
Employed* (no to yes)	[0.91]	0.541
Unemployed* (yes to no)	[0.46]	<.001
Workless households* (yes to no)	[0.94]	0.734
HOUSING AND AREA		
Satisfaction with state of repair (low to high)	-0.25	0.564
Satisfaction with area (low to high)	0.12	0.005
Area changed in past two years (worse to better)	0.19	<.001
Lawlessness & dereliction score (better to worse)	-0.90	<.001
Environment problems score (better to worse)	-0.25	0.001
COMMUNITY		
Extent feel part of local community (low to high)	0.06	0.239
Extent people in area are friendly (low to high)	0.74	0.025
Extent neighbours look out each other (low to high)	0.09	0.004
Extent can influence local decisions (low to high)	0.02	0.469
CRIME		
Extent feel unsafe walking alone in area after dark (low to high)	0.06	-0.036
Explicit fear of crime score (low to high)	-0.22	-0.676
Satisfaction with police (low to high)	0.09	0.033
Frequency victim of crime in past year (low to high)	-0.04	0.199
HEALTH		
Health levels in past 12 months (poor to good)	-0.05	0.080
Quality of diet (low to high)	-0.01	0.839
Physical activity score per week (low to high)	-0.11	0.041
Smoke now (yes to no)	[0.91]	0.566
Difficulty level in seeing GP (low to high)	-0.03	0.591
Satisfaction with local hospital (low to high)	0.16	0.046
EDUCATION		
Education/training in past year* (no to yes)	[0.76]	0.045
NVQ educational qualifications (no to yes)	[0.87]	0.380
Satisfaction with primary schools (low to high)	0.05	0.424
Satisfaction with secondary schools (low to high)	0.10	0.182

Source: 2002 and 2004 MORI/NOP Household Survey, Longitudinal sample

Notes: Figures highlighted in bold indicate that the change over time is significant at least the 5 per cent level. Figures in italics indicate that comparator areas have significantly more positive change than NDC areas.

Logistic odds ratios; calculated for binary outcomes, are given in square brackets.

*Figures are for working age only.

12.56 These findings should be seen as no more than preliminary results from an initial analysis of the longitudinal data: there is scope for more detailed analysis. But at this early stage, findings are encouraging. If, as seems likely, further household surveys are undertaken in later phases of the evaluation these will create an unprecedentedly powerful instrument through which to assess change not simply for areas, but also for groups and for individuals. There has never been a better vehicle through which to explore longer term relationships between interventions and outcomes for individuals. But even at this Interim stage early evidence from longitudinal analyses points to NDC

residents enjoying significantly better outcomes than those in the comparator areas especially in relation to attitudes to the area, the environment, and the local community, taking part in training and education, and movement out of unemployment.

12.57 Of the outcomes, which appear to have changed, unemployment is the most interesting because it can be seen as more of a 'downstream' objective than other more altitudinal changes. Whereas it is not possible at this stage to be definitive in explaining why outcome change has occurred in unemployment, several possibilities suggest themselves:

- the involvement of JCP from the outset
- higher expenditure leverage ratios for worklessness than for other themes (Table 11.5)
- evidence of large number of people obtaining work as a result of job brokerage schemes supported by NDCs:¹⁷⁵ there is a feeling that job brokerage projects are 'working.'

PROGRAMME WIDE CHANGE: A CONCLUDING COMMENT

12.58 This chapter identifies change within three themes: cross-sectional area based analysis; changes to people; and changes to people in places. It should be stressed that these are Interim findings. Future phases of the evaluation will further explore existing and, in turn, new, sources of change data.

12.59 **Cross-sectional** analysis focuses on change in NDC areas between 2002 and 2004 compared with that occurring in similarly deprived, but non-NDC neighbourhoods, the comparator areas. Headline findings include:

- most indicators show NDC areas making improvements between 2002 and 2004, especially in relation to attitudes to the area, the local NDC, and local environment and with regard to fear of crime
- older cohorts are tending to show more positive change than amongst those aged 16-24
- a detailed breakdown of change in relation to nine ethnic groups shows considerable variations across groups, with indications that traditionally more deprived groups such as the Pakistani and Bangladeshi communities are doing especially well on some of the indicators considered
- NDCs tended to outperform both the comparator areas between 2002 and 2004 and also equivalent national benchmarks where direct comparisons are possible

¹⁷⁵ Hanson, S. (2005) *Job Brokerage: Survey of Participants – Research Report 64*.
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- there is currently no relationship between relative change at the Partnership level and expenditure but there is with the absolute position in 2002: NDC areas showing greatest positive change were generally the most deprived in 2002
- for Round One Partnerships relatively poor performance is associated with loss of a chair or chief executive in the previous year
- there are relationships between higher levels of Partnership level spend and variables such as a higher absolute number of overlapping ABIs, a higher proportion of Board members being agency representatives, and a smaller absolute number of resident Board members
- economic activity rates for the 1991 and 2001 Censuses and the 2002 household surveys suggest that the longer term trajectory of NDC areas may be improving.

12.60 Both cross-sectional and longitudinal data (based on 2002 residents in NDC and the comparator areas being re-interviewed in 2004) can be used to explore differences amongst four **groups of people**: those wishing to leave NDC areas; those who did move between 2002 and 2004: the outmovers, of whom some 355 were traced; those who stayed in the area (the longitudinal panel); and those moved in during this two year period: the inmovers. Key findings include:

- by 2004 13 per cent of NDC residents had lived in their current address for less than a year compared with a national equivalent of nine per cent; 38 per cent wanted to move, a fall of one percentage point on 2002
- those who want to move tend to be female, young, black, are renters and have higher qualifications
- property and area based factors encourage mobility: if Partnerships wish to reduce out migration they will need both to address the local housing markets (size, tenure and nature of new/refurbished accommodation) but also that nexus of issues surrounding quality of the environment, crime and dereliction
- compared with the NDC average for 2004, inmovers tend to be younger, part of larger low income families, live in rented accommodation, and are less likely to be in employment, despite having higher level qualifications
- compared with the NDC average, outmovers tend to be young, white, relatively better off, better educated, in better health and to live in owner occupied accommodation
- those moving frequently (at least three times in five years) tend to be especially vulnerable in that they live in workless households, have poor self-reported indicators of mental health, be victims of crime, and do not feel part of the local community.

12.61 If these patterns of mobility persisted, NDC areas would continue to see a tendency for the relatively better off to move out, leaving Partnerships and delivery agencies having to deal with problems arising from a constantly changing and increasingly deprived population. There are, however, early signs that the policies effected by NDCs will alter mobility patterns in due course: in 2002 22 per cent of those who thought they would leave within two years nevertheless wanted to stay in the neighbourhood, by 2004 that proportion had risen to 24 per cent. Even more encouraging is the finding that nearly half of those who said they would move in 2002 had changed their mind by 2004. Of this group a quarter indicated that improvements in the area had influenced their changing attitude.. Finally, stating area related reasons as a factor in wanting to move fell amongst NDC residents between 2002 to 2004 by 7 percentage points, but rose 4 percentage points amongst residents in the comparator areas.

12.62 The NDC and Comparator area panels provide evidence in relation to changes to **people in places**. Using some 27 indicators to compare the two panels:

- in 16 instances improvements for NDC residents are both statistically significant and greater than those occurring in the comparator areas
- if this relatively better performance of the NDC panel is taken at face value, data suggest that 7,400 members of the NDC panel were in jobs who would not have been had trends in NDC areas matched those for the comparator areas
- once socio-economic factors are adjusted for, improvements for NDC residents are significantly greater than for comparator area residents with regard to attitudes to the local area, the environment and the community, taking part on training and education and unemployment.

12.63 Hence summing up across all of the change data available to the evaluation team in early 2005:

- there was a pattern of consistent, but modest, improvements in NDCs when compared with change in comparator areas between 2001/02 and 2004
- some ethnic groups which have traditionally been amongst the most deprived in the country saw considerable and positive change between 2002 and 2004
- relationships between relative change at the Partnership level and spend have not yet become apparent
- patterns of mobility still show that those moving out of NDC areas are relatively better off than those moving in
- both longitudinal data, looking at change for individuals living in NDC areas, and also cross-sectional area based data, suggest that most improvements have occurred in relation to the attitudes of residents towards the area, the local environment and the NDC; in terms of 'ultimate' outcomes there is evidence of positive change in relation to unemployment in particular.

SECTION 5: CONCLUSIONS AND IMPLICATIONS

This section provides a Programme wide Interim Overview of New Deal for Communities and identifies lessons for the wider neighbourhood renewal community.

CHAPTER 13:

THE NDC PROGRAMME: AN INTERIM ASSESSMENT

13.1 2005 is a significant year for the NDC Programme: it has run about half its course. Now is an appropriate time to reflect on achievements to date and to assess what the Programme might reasonably achieve in the future. This chapter considers two overarching considerations:

- progress against the five key principles outlined in Chapter 2
- future prospects: an interim assessment.

PROGRESS: THE FIVE KEY PRINCIPLES

13.2 The five principles underpinning the Programme were introduced in Chapter 2:

- transforming NDC areas: 10 year strategic planning
- creating dedicated agencies for neighbourhood renewal
- a commitment to community engagement
- engaging partner agencies
- learning and innovation.

13.3 Using all available evidence, these five principles are revisited in this chapter in order to reflect on progress. Two caveats should be made:

- this is a Programme wide evaluation based on 39 separate narratives: conclusions will not apply to all Partnerships in each and every instance
- it is important at this Interim stage to be **realistic** about what the Programme has, or might have, achieved; as is outlined in several sections of this report, these are 39 deprived areas, many of which have endured decades of economic decline, social dislocation, deteriorating service delivery, and political marginalisation: change is not going to occur overnight.

Transforming NDC areas: 10 Year Strategic Planning

13.4 No previous ABI has ever been faced with such a stark baptism: devising, agreeing, reviewing and implementing 10 year strategic plans designed to transform deprived neighbourhoods. This was always going to be a challenge, and is perhaps the most demanding, and most revealing of the five theories of change. As such it is best explored within the following themes:

- setting a baseline
- agreeing outcomes
- selecting interventions
- local strategies for local problems.

Setting a baseline

13.5 In terms of strategic planning it is difficult to overestimate the importance of establishing an accurate baseline at an early stage: unless Partnerships know the nature of the problem they are facing it is hard to see how they can make reasoned decisions regarding strategic priorities.¹⁷⁶ Although NDCs were given guidance in relation to how they should be constructed,¹⁷⁷ it is clear that Partnership level strategic planning was rarely informed by accurate baselines:

- many were based on administrative data for the area ostensibly held by local authority departments and agencies; in reality this was rarely the case; in the late 1990s it was difficult enough to obtain ward based data; securing accurate data for 'non standard-geographies' such as is true of NDC areas, proved insurmountable; in practice inappropriate surrogates were used, such as the 'closest fit' ward, or comparing the population of the NDC area, itself a moveable feast, against city wide figures on a pro-rata basis
- in order to overcome deficiencies in relation to administrative data some Partnerships commissioned household surveys the quality of which varied considerably
- however, deficient most baselines were, in practice many Partnerships had little opportunity fully to digest their implications; they were expected too rapidly to move from commissioning baseline data to the production of original Delivery Plans; experience from other ABIs, notably City Challenge, indicates that Partnerships needed more time to consider the implications of baseline findings.¹⁷⁸

Agreeing Outcomes

13.6 At an early stage in the evolution of the Programme, Partnerships were required to produce Delivery Plans outlining target outcomes across at least the five key outcomes areas. This process was not without its problems:

- Partnerships tended to be too ambitious in the early years: too many outcomes were identified
- many early Delivery Plans and their outcomes were produced by staff temporarily seconded to 'Interim Partnerships' or by consultants: once permanent Boards came into being, one of their first tasks was often to question the appropriateness and plausibility of outcomes they had inherited

¹⁷⁶ ODPM (2005) *Assessing the Impacts of spatial interventions, regeneration, renewal and regional development, 'The 3Rs guidance'*; Annex 4.

¹⁷⁷ DETR (2000) *New Deal for Communities: gathering baseline information*.

¹⁷⁸ DETR (2000) *City Challenge: Final National Evaluation*.

- some outcomes were potentially ambiguous or controversial: at least eight identified as an outcome ‘raising house prices in the NDC area to those in the local authority’: it is not clear that all local residents would ascribe to that view
- some outcomes were ill defined, vague and incapable of monitoring.

13.7 But it is important to stress that improvements have occurred in relation to outcome definition:

- there has been a **rationalisation of outcomes** partly as a result of the NRU’s 2004 positioning statement ‘Transformation and Sustainability’ which argued that ‘many Partnership have been overambitious in the number of outcomes that they are trying to achieve...resources are spread too thinly to achieve transformational change’.¹⁷⁹ The 2005 Review of Delivery Plans¹⁸⁰ indicated that, when compared with a similar 2002 exercise exploring the first round of Delivery Plans, average outcomes assumed by Partnerships had fallen from 36 to 25
- Partnerships are increasingly **aligning outcomes to floor targets**: the 2005 Review of Delivery Plans suggests that virtually all Partnerships indicate that planned outcomes will help achieve four of the 2002 floor targets: reducing crime and fear of crime, increasing employment rates, contributing to regional growth and improving social inclusion. More than half also ascribe three to other floor targets: educational attainment at Key Stage 2 and Key Stage 4 and bringing all social housing into decent condition.

13.8 Defining 10 year outcomes has been, however, been further complicated by developments outwith the Programme. As is discussed in relation to each theme in Chapters 6 to 10, the policy world has moved on apace:

- some changes have considerable implications for the Programme: either because they introduce new higher level policy initiatives, for example HMR Pathfinders, or because they signal new, larger or simply more important institutions in the broad renewal arena, most obviously LSPs
- some planned innovations may well complement what NDCs are trying to achieve; for example the drive towards creating a neighbourhood dimension to citizen engagement and public services¹⁸¹ and neighbourhood policing¹⁸²
- but other changes, potentially pose immense problems for agencies and Partnerships: for instance about 10 per cent of residents in four NDC areas Haringey, Islington, Brent and Sheffield have applied for refugee status; the scale and nature of demographic change of this magnitude would challenge the creativity and operational effectiveness of any neighbourhood partnership.

179 NRU/ODPM (2004) *Transformation and Sustainability, Programme Note 25*, 41.

180 CRESR (2005) *A Review of Most Recent Delivery Plans*.

<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

181 ODPM/Home Office (2005) *Citizen engagement and public services: why neighbourhoods matter*.

182 HO (2005) *Neighbourhood Policing, your police, your community; our commitment*.

Selecting Interventions

13.9 One of the hardest tasks for Partnerships has been to appraise and select appropriate interventions through which to move neighbourhoods from baseline problems to defined outcomes. In practice interventions may be supported because of pragmatic factors such as agency funding and individual enthusiasms. But improvements have occurred and Partnerships become increasingly adept in selecting appropriate interventions because:

- the evidence base has improved: more is now available for Partnerships in relation, say, to neighbourhood renewal and both crime and health; renewal.net is playing a bigger role in disseminating knowledge; NRAs have provided an increasingly sophisticated and specialist resource
- Partnerships have more access to specialist skills and knowledge as a result of the deepening involvement of partner agencies
- the willingness of Partnerships to commission agencies and institutions to carry out change across entire themes is more likely to see the implementation of appropriate interventions.

Local strategies for local problems

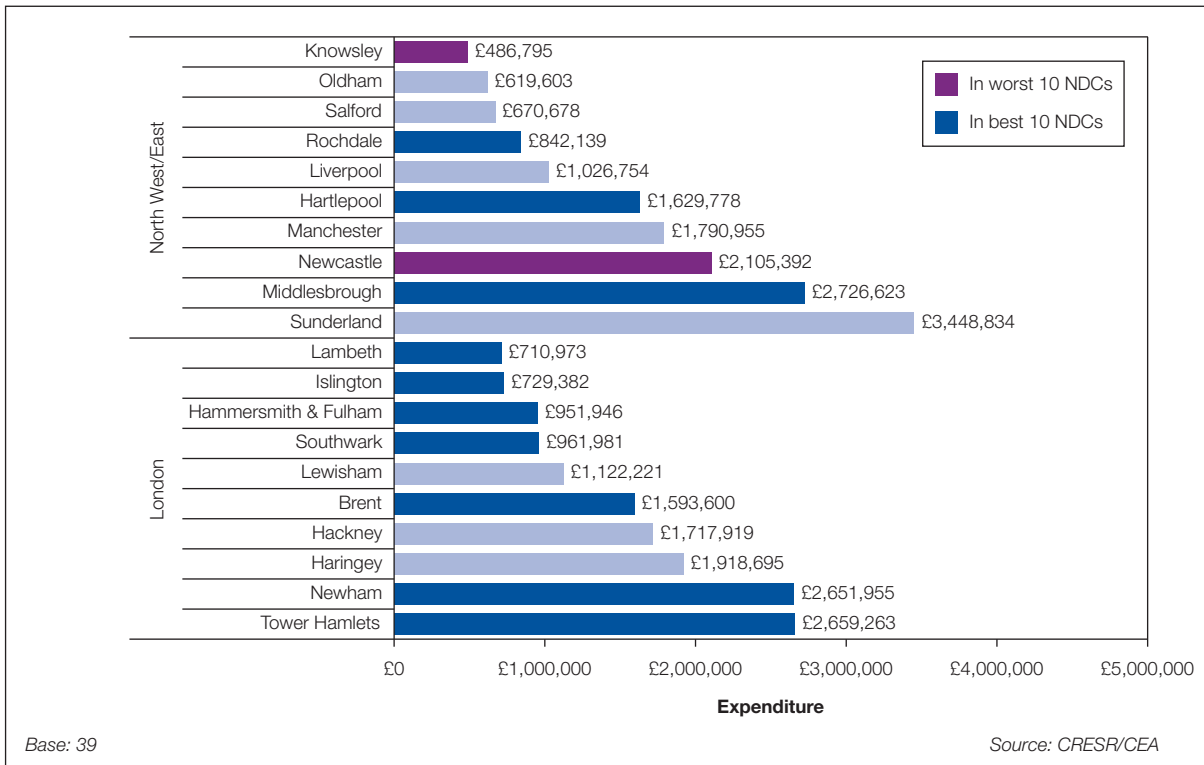
13.10 Partnerships have had to tackle different sets of problems. An inner London NDC with ethnically mixed populations will be facing particular difficulties in relation say to housing, environmental perceptions and fear of crime, but relatively less acute problems with regard to health and education. Alternatively, an NDC located in a predominantly white, social housing project, on the outskirts of a northern town or city is likely to have different priorities arising from large numbers of people with long term illness or disability, poor educational attainment figures and poor health. However, across the Programme it would be hard to argue that Delivery Plans always reflect local needs and priorities.

13.11 A simple comparison between the 10 London NDCs and the 10 in the North East and North West shows how this pans out in practice. Figure 13.1 ranks each set of 10 Partnerships by total NDC education expenditure for the two years 2002/03 and 2003/04. NDC areas which in 2002 were ranked in either the bottom or the top 10 of the 39 in relation to educational disadvantaged are highlighted. This distribution of educational spend, and similar patterns characterise the four other outcome areas, suggests that:

- variations in expenditure are greater within, than between, regions: across all five themes it is not really possible to talk about 'regional spending patterns', a perhaps surprising conclusion bearing in mind that for some outcome areas (education and health in particular) the absolute position of London NDCs is considerably better than the NDC average

- it would be hard to argue that the marked intra-regional variations reflect ‘need’: at least one Partnership with particular educational problems is investing less than others in the north of England and some NDCs which ranked relatively highly in terms of their absolute position in 2002 are investing more than others with a lower rank.

Figure 13.1: Educational Expenditure the North and London: 2002/03 – 2003/04



13.12 Several factors help account for this apparent lack of local flavour in relation to Partnership plans:

- the evidence base may be improving but Partnerships have not been able routinely to draw down evidence through which to guide 10 year strategic planning which both embraces the full range of outcomes and which fits their locality
- resident Board members tend consistently to express more interest in some outcome areas than in others: crime, ASB, environmental improvements and housing rather than education and, especially health; whereas this is understandable, it is not always based on a careful review of baseline conditions and the identification of plausible 10 year outcomes across the range of problems impacting on NDC areas
- expenditure and interventions can be driven by the preferences and activities of individuals working within both NDCs and partner agencies
- there can be a strong temptation to support ‘on the drawing board’ projects which can deliver local initiatives and meet expenditure targets, even if there is little in the evidence base to suggest that such interventions meet local needs.

13.13 Partly as a consequence there has been a tendency for what might be seen as a **'standard NDC model'** to emerge. Without overstating the case, Partnerships have tended to adopt a similar portfolio of interventions:

- reducing local crime by attacking ASB, improving the environment, and funding additional local police, CSO or PCSO, and neighbourhood wardens
- working with PCTs to construct new health centres often accommodating other social and community care facilities and introducing 'better lifestyle' initiatives
- working with local primary schools, and Sure Start projects to provide more teaching resources and additional educational facilities and services
- new or improved community facilities, sometimes housing out-reach employment mentoring initiatives or JCP offices
- the selective demolition, refurbishment and redevelopment of existing housing stock
- supporting local training and job brokerage projects and the creation of business forums or similar organisations in order to link NDCs more closely into the local business community
- and a series of initiatives, events, and facilities designed to involve and engage the wider community.

13.14 But some NDCs could perhaps have been explicit in supporting a somewhat more restricted diet of outcomes. There would for instance have been a justification for some NDCs to have majored on education. This would not have meant investing solely in 'educational' interventions. It would also have meant looking at a diet of training, leisure, housing, and health interventions designed to improve the lives of young people. But the underlying principle would nevertheless have remained: the importance of devising local programmes relevant to the local context. As the 2005 review of the NSNR concluded: 'the challenges of deprivation are wide-ranging, varying from place to place. So are the solutions. Only locally appropriate neighbourhood renewal is likely to be effective.'¹⁸³

Transforming NDC areas: 10 year strategic planning: an interim assessment

13.15 NDC Partnerships were faced with an unprecedentedly difficult task in devising and implementing ten year strategies across at least five outcome areas: no other ABI had ever thought in such terms before. In some respects Partnerships have done as well as might reasonably be expected:

- they have devised increasingly more realistic Delivery Plans
- much of what they have done is genuinely additional: it would not otherwise have occurred

¹⁸³ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on.*

- there is evidence of modest change across NDC areas when compared with other deprived localities
- spend has risen year on year.

13.16 But in retrospect more could have been done to:

- produce more effective and accurate baselines
- give Partnerships time to digest the results from, and implications of, baselines
- attune individual Delivery Plans to the particular needs of their localities
- maximise cross-theme benefits
- embed Delivery Plans in the wider evidence base.

Creating dedicated agencies for neighbourhood renewal

13.17 One of the key principles underpinning the Programme is that renewal should be carried out by dedicated area based agencies. When launched in the late 1990's NDC Partnerships were charged with setting up 'mini-town halls' in some of the most deprived localities in England. At the same time, as is flagged up in other sections of this Chapter, they were also required to work with existing and in due course new, agencies, to engage with, often disillusioned, communities, and rapidly to devise 10 year strategies.

13.18 Although, some Partnerships ran into problems, there is a nevertheless a definite sense that **Partnerships have moved on:**

- if one phrase characterised the first set of 39 Partnership level reports produced by the national evaluation team for 2002/03 it was '**settling in**': in their early years NDCs were faced with a formidable list of process tasks which had to be finalised before the job of neighbourhood transformation could begin in earnest: HR issues, finding accommodation, working out financial and other arrangements with accountable bodies, liaising with agencies, establishing links with local communities, and so on
- but the mood had changed by 2003/04; one phrase frequently used to sum up experience in that year was '**ready to go**'; there was increasing evidence that many initial problems had been resolved, or at least moderated, and it was time to get things done
- and the phrase which figured most prominently in the 39 reports for 2004/05 was '**moving to maturity**': many of the local political, institutional and financial issues which tended to delay progress in the early years of the Programme were easing: most NDCs had become, and were seen by mainstream agencies to have become, responsible players on the block; some are now widely assessed as models of good practice.

13.19 But it has not been a picture of consistently improving performance across all 39. Problems have remained. Towards the end of this 2001-2005 phase of the national evaluation each of the 39 local contacts in the national evaluation team was asked to identify the five most pressing barriers to delivery at the Partnership level during this four year period (Table 13.1). What is interesting here is the degree of consistency through time. A similar list would have appeared at the end of the first year of the evaluation. Some of these issues are addressed in other sections of this Chapter, notably issues surrounding Delivery Plans (13.6) and partner engagement (13.34). But three sets of considerations relate more to processes inherent to the operation of dedicated area based renewal agencies: staffing and HR issues; institutional structures; and local evaluation.

Table 13.1: Barriers to delivery: national evaluation team perspectives

Barriers	No of NDCs	Indicative Comments
Lack of or ineffective partnership working	22	<ul style="list-style-type: none"> • engagement patchy or yet to mature • lack of commitment from partner agencies • securing agency funding time consuming and difficult to achieve • Partnerships not seen as a priority by partner agencies • competition for agency resources is high • Agency resource constraints e.g. finance • personnel changes in Partnerships or agencies • impact of national targets and guidance on agency targets and budgets
Lack of skilled staff/high staff turnover	19	<ul style="list-style-type: none"> • Partnership staff turnover • lack of continuity and delivery in theme areas • recruitment difficulties: obtaining staff with relevant skills and experience • uncertainties arising from organisational restructuring • uncertainties due to short life-span of projects • staff shortages within Partnerships e.g. Chief Executive, Theme managers • lack of skills in specific areas e.g. education and renewal
Inexperienced or incompetent Boards	14	<ul style="list-style-type: none"> • Board members lack experience • Board representatives demonstrate a preoccupation with project specific issues • Board representatives find it difficult to take a strategic, broad and long term view • Board representatives lack clarity regarding roles and responsibilities • Board representatives do not possess key skills, e.g. listening, negotiating etc. • turnover of resident Board representatives is high • Board representatives find it difficult to understand the complexities of the programme • Board members encounter difficulties as a result of paperwork, documents and bureaucracy • conflicts as a result of diversity • Agency involvement with Board activity is problematic e.g. poor attendance at meetings • Board representatives are not experienced in partnership working

Table 13.1: Barriers to delivery: national evaluation team perspectives (continued)

Barriers	No of NDCs	Indicative Comments
Lack of/poor links with business sector	10	<ul style="list-style-type: none"> • weak links between Partnership and private sector • lack of business presence in the area • weak local economy • Partnerships prioritise other theme areas • lack of business sector representation at Board level • Partnerships not taken a systematic approach to engaging business sector
Delivery Plan weak, or not relevant	10	<ul style="list-style-type: none"> • Delivery Plan not relevant to the needs of the area • Partnership operated without a Delivery Plan • Delivery Plan needs rewriting • Delivery Plan does not cover all aspects of NDC • Delivery Plan based on limited baseline data
Lack of, or ineffective, evaluation	10	<ul style="list-style-type: none"> • Partnership lacks evaluation and monitoring staff • baseline data and performance measures unhelpful • Partnership does not implement systematic evaluation of projects or themes • dissemination of evaluation results is not undertaken, or is patchy • formal evaluation only recently become part of the Partnership's operation
Weak local economy	10	<ul style="list-style-type: none"> • high levels of deprivation in the area • lack of employment opportunities in the locality • inadequate transport infrastructure to jobs in the wider labour market
Lack of or inconsistent leadership from Chief Executive	9	<ul style="list-style-type: none"> • problems retaining Chief Executives, e.g. resignation, suspension • Partnerships had several Chief Executives • instability and upheaval as a result of losing a Chief Executive • delays and difficulties recruiting Chief Executives
Lack of/poor links with city wide, sub regional or regional structures	9	<ul style="list-style-type: none"> • Partnerships not included on bodies such as the LSP • limited partnership working with other ABIs in the area • difficulties engaging with regional and sub-regional organisations • few ABIs in the area • Partnerships takes a local focus, wider links seen as less of a priority • Partnerships not proactive in developing relationships

Staffing and HR Issues

13.20 As is alluded to in Chapter 3 problems surrounding HR and staffing have become relatively less evident. But throughout the life of the Programme they have nevertheless proved to be the most insistent barrier to deliver. In brief:

- to get the ball rolling in the early years, temporary teams were often created consisting of secondees, supported by consultants; this made sense in the short term to get things underway; but it often created an unfortunate longer term legacy in that established teams and permanent Boards often felt no sense of ownership for initial plans
- in a few NDC areas, a whole series of problems prevented some Partnerships and accountable bodies being able to appoint senior posts, including that of chief executive; there are statistically significant relationship at the Partnership level between the loss of a chief executive and relatively poor performance
- temporary staff have been used by many Partnerships to drive forward projects and themes; this can bring expertise, contacts and enthusiasm; but it can also leave gaps once they leave
- difficulties in recruiting/retaining those with specialist skills, for instance in relation to health and renewal.

13.21 One particular nuance in the wider debate regarding staffing relates to is the potentially **critical role of the individual**. This has been manifest in various ways:

- some NDC Chief Executives have shown a remarkable ability to fulfil the demands of this challenging, in the context of neighbourhood renewal uniquely demanding, role
- key people can push forward change; for example secondees from key agencies can open doors of host agencies, access funds for joint projects, help improve the scale or quality of services to NDC areas, and generally embed the NDC within the wider institutional landscape
- Board members drawn from service agencies can help Partnerships to think strategically, review progress, change tack and get NDCs to engage with other organisations
- successful community representatives can bring forward neighbourhood perspectives, act as bridges between Partnerships and the wider community, and provide sensible guidance on what is likely to work locally.

13.22 But people move on. That need not undermine delivery: in some instances replacing senior staff is seen to have stimulated change and progress. But there is often a downside:

- NDC staff are very marketable

- senior agency representatives can leave Boards to be replaced by middle ranking officials with less influence in their host agency
- ‘the good people’ in partner agencies get promoted and move upwards and outwards often losing touch with neighbourhood level interventions
- good community representatives will not last ten years: they tend to get full-time jobs, sometimes with the Partnership itself, or become burnt out.

13.23 The loss of key players will not generally derail Partnerships. But changes in key personnel within NDCs, partner agencies and the wider community have led on occasions to instability, delay and inefficiency either across the whole Partnership or in relation to particular themes. Individuals have played a crucial role in pushing forward the Programme.

Institutional structures

13.24 Chapter 3 examines the institutional frameworks within which NDCs operate. Whilst these can work perfectly well in providing a framework through which to drive change, organisational structures and processes can, nevertheless, inhibit longer term strategic thinking:

- some Boards have spent too much of their time dealing with routine process issues and with detailed appraisal and monitoring of individual projects; this concern with immediate issues inhibits Boards from looking more strategically at where they are going; as one observer commented in relation to lack of strategic foresight on the part of a generally problematic West Midlands NDC: ‘they’re going where they’re heading’
- resident representatives normally constitute a majority on most Boards: whilst Programme wide generalisations need to be treated with caution, it is probably true to say that, as is addressed in 13.12 above, resident members are usually more interested in some themes more than others, and in some processes (project development) rather than in others (evaluation and longer term reflection); these preferences can undermine efforts by Boards to identify, and regularly to review, progress across all outcome areas.

Local Evaluation

13.25 The issue of local evaluation is considered in detail in Chapter 3. Across the Programme there is a clear sense of progress in relation to Partnerships commissioning, and learning from, local evaluations. But:

- this is an area where there is huge variation: some NDCs have set high standards in commissioning local evaluation programmes designed to pick up lessons for all three operational levels: Partnership, theme or programme, and project; other Partnerships still have much to do

- there remains too the perennial problem which has consistently undermined many ABIs: it is not the commissioning of evaluation which matters, it is using the results to change policy
- as several of the theme chapters make clear, evaluation at the project level can often be hit and miss; this is especially important because projects can change rapidly to improve delivery: unless these modifications are recorded and assessed, too much will reside in the heads of project leaders and too few lessons learnt.

Creating dedicated agencies for neighbourhood renewal: an interim assessment

13.26 One of the underpinning principles for the Programme has been that renewal should be carried out through dedicated area based agencies. At this Interim stage the key headline assessments are that:

- setting up comprehensive area based organisations charged with strategic planning, partner engagements and community involvement was always going to be demanding
- in many respects there is a clear sense that most Partnerships have done remarkably well in consolidating their position: agencies and residents are generally much more positive about Partnerships and some NDCs are widely perceived as models of good practice in carrying through the process of neighbourhood renewal
- but barriers to delivery remain, some of which may be beyond the influence of Partnerships: questions surrounding staffing and HR issues generally; the critical but unpredictable role which can be played by individuals; prevailing institutional structures which do not always lead to clarity in decision making; and a patchy picture in relation to commissioning, and learning from, local evaluations.

A commitment to community engagement

13.27 As is discussed in detail in Chapter 4, community engagement remains one of the central keystones for the Programme. Those working with or employed by NDCs point to the advantages for individuals, households and communities which can flow from close engagement between Partnerships and local communities. Engagement can occur in various guises: consultation, involvement in projects and strategies, resident being members of Boards, employment of local people by Partnerships and NDC supported projects, and so on.

13.28 And as is developed in Chapter 12 there is evidence that NDCs performed better than similarly deprived but non NDC comparator areas in relation to a whole series of attitudinal considerations to do with the area, and its environment. This is perhaps what would have been expected exactly because of this emphasis placed by NDC Partnerships on engaging and supporting local residents, communities and groups. Nevertheless, it is heartening. NDC Partnerships have collectively done much to raise aspirations and confidence in their areas. They have acted as springboards changing the lives of individuals in the area. They have provided a constant and welcoming

institution in a sometimes bleak landscape. They have helped individuals, households and communities begin that process of moving from long term disaffection to engagement with the mainstream. And the Programme too has achieved more in relation to equalities and diversities than any previous ABI.

13.29 At this interim stage, evidence from across the Programme is nevertheless not entirely comforting in relation to community engagement. These considerations echo to some extent conclusions arising from evaluations of other community based initiatives.¹⁸⁴ Three overarching areas of concern should be flagged up.

13.30 First, there are the particular circumstances surrounding the nature of the Programme. No other ABI has ever placed such an emphasis on the community dimension. Whilst this clearly represented a positive move away from ABIs implemented in the 1980s and 1990s which were not always overly concerned with the needs or aspirations of local residents, it also brought problems in its wake:

- evidence from the early years of the Programme indicated tensions between some residents thinking it was 'their money to spend', and other stakeholders seeing residents as one of several constituencies with a legitimate interest in planning change: through time the NRU has made it clearer that the community is at the heart of, but does not 'control', the Programme
- as the NAO comments there has been an increasing need to 'strike a balance between involving community members, which takes time and resources, and delivering projects;¹⁸⁵ there can be tensions for Partnerships caught between the need to ensure their activities are seen as legitimate and accountable by the wider community, whilst at the same time driving forward delivery.

13.31 Second, as the 2004 NAO Report also points out community engagement is an unrelenting task especially so within the particular context of NDC, where representatives from the local community are intended to play a role in the full range of strategic and operational tasks:

- key community representatives move on or simply run out of steam: this may become more of an issue as Boards inevitably move from what is generally seen as the more exciting end of the spectrum, devising strategy, towards more routine tasks such as reviewing progress and reshaping priorities
- the effectiveness of a few Boards to drive forward meaningful change has been undermined by intra-community tensions
- Partnerships are increasingly using local elections as the main vehicle through which to secure community representation; this can mean that institutional history and expertise is lost, and Boards inclined as a result to revisit previously agreed decisions

13.32 Third, relationships between the scale of community involvement, on the one hand, and outcome change and spend, on the other, raise questions:

¹⁸⁴ NRU/ODPM (2005) *Making connections: an evaluation of the Community Participation Programmes*.

¹⁸⁵ NAO (2004) *An early progress report on the New Deal for Communities Programme*.

- changes in relation to ‘ultimate’ outcomes achieved in NDC areas, where there is such a strong emphasis on community engagement, are not yet generally very different to those occurring in similarly deprived comparator areas, which have not benefited from the same scale of investment or support for local communities
- and there is a significant relationship between relatively lower levels of spend at the Partnership level and absolute numbers of residents on Boards: it could be inferred from this that having more residents on Boards may lead to more debate, but less decision making.

A commitment to community engagement: an interim assessment

13.33 NDC Partnerships have been single-minded in their determination to engage, benefit and work with different sectors of their local community. Probably no ABI has ever achieved as much. Evidence from focus groups and the household surveys points to residents being much more aware of, trusting in, and appreciative of, their local Partnership. But this commitment to community engagement can lead to tensions with other stakeholders; it is unrelenting; and statistical evidence does not yet generally point to there being positive relationships between this scale of community engagement, on the one hand, and positive outcomes or enhanced spend, on the other. Perhaps the key element in this equation is that of proportionality. For perfectly understandable reasons, and partly as an antidote to the ‘distancing’ strategies assumed in previous ABIs, a major emphasis was rightly placed at the outset on engaging local residents. But this was probably done without a full understanding of the costs and consequences involved.

Engaging partner agencies

13.34 As is discussed in Chapter 2 one of the Programme’s key underpinning theories of change is that NDCs cannot alone transform these deprived localities: they need to work with key delivery agencies. Questions surrounding the engagement of partner agencies is discussed in detail in Chapter 5. Taken in the round relationships between NDCs and their partner agencies, including local authorities and LSPs are deepening and widening. Agencies across the Programme are increasingly of the view that partnership working enhances the delivery of NDC strategies and most think they are investing more in NDC areas. There is growing evidence too that some agencies are being commissioned to oversee change within entire themes rather than implement individual projects, a trend which seems likely to deliver better outcomes in the longer run. There is evidence too that relatively more NDCs are thinking about sustainability: working with partners to secure longer term joint funding for projects; seeking to reshape and join up existing services; and looking to new delivery vehicles such as housing refurbishment companies to carry on the process of neighbourhood renewal after Programme funding ceases. Taking therefore a broader overview, the issue of Partnership/agency engagement is one of the Programme’s relative success stories. Nevertheless, the picture has not been entirely rosy for four reasons.

13.35 First, there is the impact of a range of what might be seen as generic problems impacting on Partnership/agency relationships:

- the issue has been bedevilled by misunderstanding: 'mainstreaming' for example has been seen by some NDCs as a mechanism through which Partnership initiated projects would be taken on by other funders, but by some agencies as a means of substituting NDC investment for their own
- in the early years of the Programme agencies were sometimes critical, even scathing, about the lack of institutional nous on the part of some NDCs and the quality of their staff: these concerns have, if not disappeared, moderated to a considerable degree
- ultimately too there is something of an institutional imbalance here: NDC are relatively small, recent players attempting to eke out holistic renewal programmes for defined, but 'non-standard' localities; most agencies are towards the opposite end of the spectrum being larger, better staffed, well established, and more focussed: meshing together the objectives and resources of these two sets of agencies was never going to be less than demanding.

13.36 Second, even allowing for these more generic concerns some agencies have simply proved far more supportive than others. A three-fold distinction has tended to hold true through time and across Partnerships:

- some have been **friends**: the police, PCTs, JCP, and some local authority departments including housing, regeneration and environmental services
- some **acquaintances**: LSPs, although that is improving, LSCs, RSLs and local authority education and Youth Services
- and some **strangers**: RDAs, the Small Business Service, Passenger Transport Executives, and local authority social services.

13.37 In general, and not at all surprisingly, agencies with a clearer 'neighbourhood level' remit and philosophy have been most supportive of NDCs. Those with a brief to deal with individuals (social services) or with wider city or regional entities (such as RDAs and PTEs) have been less inclined to engage with NDCs.

13.38 Third, agencies themselves operate within constraints. They have their own agendas, targets and resources which may not entirely match those adopted by, or required of, NDCs. Potential discontinuities between plans assumed by NDCs and those adopted by delivery agencies should however ease as a result of floor targets agreed as part of the Spending Review 2004 which set ambitious targets for all key government departments designed to close the gaps between deprived areas and the rest of the country.¹⁸⁶

13.39 Fourth, although there is clear evidence of positive change at the Programme wide level, this has not been true for all Partnerships at all times. In particular there have been some deep-seated tensions and conflicts between a few NDCs and their local authorities. To give just two examples drawn from the 39 2004/05 Partnership level reports:

¹⁸⁶ NRU (2005) *Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four years on.*

- for an NDC located in the south of England: ‘the council’s own continuing budgetary difficulties provides a difficult background for both parties to operate effectively within’
- for one employee of a London NDC: relationships with local authority were constrained by the latter’s ‘culture of meticulousness.’

Engaging partner agencies: an interim assessment

13.40 Devising and sustaining positive relationships between NDCs and agencies is one of the Programme’s relative success stories. There has been real progress in this area. This is especially commendable bearing in mind what Partnerships were asked to do: create alliances with a wide range of, not always enthusiastic, agencies, in order to devise and implement 10 year programmes, for areas which no agency was likely to recognise. Two challenges seem likely to loom large in the second half of the Programme:

- moving some Partnerships and some agencies away from debates about who is funding which projects, towards a longer term strategy focusing on joint funding, joining up of projects at the neighbourhood level, and rolling out more widely initiatives piloted at the NDC level
- exploring possibilities for creating successor renewal bodies once NDC funding ceases.

Learning and innovation

13.41 Learning and innovation have always been seen as central to the Programme. As is flagged up in Chapter 2 this theory of change was to operate in two ways:

- NDCs were to learn from the wider evidence base
- the Programme was to act as a learning vehicle: its design made it an ideal laboratory through which to explore what worked in terms of neighbourhood renewal, experience which would in turn inform other agencies, including LSPs and local authorities.

13.42 There is evidence of positive change on both sides of this equation. Partnerships are themselves much more aware of the need to learn. More theme and programme managers use the wider evidence base; support and training is routinely provided for new Board members; NRAs are widely employed; experienced Chief Executives mentor new ones; and so on. There is evidence too pointing to more innovative thinking in relation to the role which physical assets can play in sustaining community driven renewal after NDC funding ceases. And, as is discussed in Chapter 5, relationships between NDCs and other renewal fora and institutions have deepened.

13.43 But perhaps this theory of change is the one showing least evidence of positive change in the first half of the Programme. In relation to the NDC side of the equation:

- as is mentioned in other sections of this chapter, Partnerships do not always make full use of the available evidence base, nuance their programmes to meet local needs, or embed proposals within wider policy and market contexts
- not all have made full use of all evidence arising from the national evaluation including that used to populate renewal.net
- the Programme has not always been as innovative as it might have been: many interventions are relatively orthodox: more could have been done, say, to explore the possible role of individualised transport plans, imaginative forms of community trading, or possibilities surrounding cross-cutting interventions: there is for instance huge scope for innovation around that nexus of issues surrounding disaffected youth, ILMs, social care, and the delivery of local services.

13.44 Equally so it would be difficult to argue that some institutions (notably LSPs), or some strategies (Community Strategies, NRSs, and early evidence in relation to Local Area Agreements) are fully aware of, or reflect on, lessons emerging from the Programme. The full implications of the NDC experience is not yet as widely embedded as it might be within the wider institutional landscape. Yet it provides the best single source of evidence about the pitfalls and successes of neighbourhood renewal.

Learning and innovation: an interim assessment

13.45 While there have been improvements in the first half of the Programme in relation to learning and innovation, it is perhaps the theory of change which has shown least progress. For NDCs learning and innovation have been constrained by the dictates and demands of setting up Partnerships, engaging agencies and delivering change. The wider renewal community, similarly focussing on institution building and strategic considerations, has not consistently made best use of the NDC experience. The challenge for the second half of the Programme is to encourage Partnerships to be more innovative in devising, and learning from, interventions and to reflect fully on available evidence and for LSPs and others fully to appreciate the role which local NDCs can play in innovation and learning.

FUTURE PROSPECTS: AN INTERIM ASSESSMENT

13.46 Sections above provide an overview of change in relation to the Programme's five key principles or theories of change. Remaining sections of this Chapter provide an interim assessment of what the Programme **might reasonably be expected to achieve in its remaining years**. This prospective review is inevitably speculative but there is evidence on which to make an informed judgement:

- Partnership level outcomes: a plausibility analysis
- achieving outcome change: the costs.

Partnership level outcomes: a plausibility analysis

13.47 At the end of this 2001-5 phase of the evaluation, the 39 Partnership level contacts within the national evaluation team undertook a plausibility analysis of outcomes outlined in Delivery Plans and in other relevant documentation. The exercise asked the 39 evaluators to use all of the available Partnership level change data in order to assess the extent to which milestones or outcomes had already been achieved or might be attained in the remaining years of the Programme. This exercise should not be seen as an objective audit. Partnerships adopt a wide range of outcomes which may not necessarily match onto the change data collated by the national evaluation team. Nevertheless, this exercise does provide a reasonably accurate insight into the degree to which Partnership level outcomes either have been, or are likely to be, achieved.

13.48 The five most frequently mentioned outcomes for each of the five key themes areas and also for the community dimension are outlined in Table 13.2. As is evident it is not always possible accurately to assess the degree to which many outcomes are likely to be met. But:

- there is a sense across the Programme that more outcomes are likely to met than not: it is a modestly optimistic appraisal
- local evaluators are perhaps more optimistic about HPE outcomes than for any other theme.

Table 13.2: Partnership level outcomes: a plausibility analysis

	Total number of outcomes	Plausibility of Outcome			
		Yes	Maybe	No	D/K
HEALTH					
Health promotion: diet, exercise, health and well being	23	8	8	6	1
Health services – access and satisfaction	19	11	4	4	0
Self reporting of health	19	6	11	2	0
Stress/Feeling down/mental health	15	3	4	6	2
Teenage pregnancy	15	1	4	0	10
EDUCATION					
Key Stage 4 results/GCSE passes	26	9	12	2	3
Key Stage 2 results	21	9	6	3	3
Educational attainment/qualification levels – young people	16	5	7	3	1
School leavers destinations and staying on at school rates	14	4	8	0	2
Literacy, numeracy and unqualified residents	13	4	5	2	2
HOUSING & THE PHYSICAL ENVIRONMENT					
Housing quality/ satisfaction	32	14	12	5	1
Area satisfaction and/or appearance	26	11	12	2	1
Environmental improvements or satisfaction	13	4	8	0	1
Green/open spaces	10	6	4	0	0
Void rates and empty properties	10	5	3	0	2
WORKLESSNESS & FINANCE					
Employment, unemployment and economic activity	59	16	20	11	12
Educational attainment/qualification levels-all	24	7	10	6	1
Benefit dependency/take up	17	8	6	0	3
Businesses new and self employment	17	4	8	1	4
Earnings and income levels/Finance	16	4	5	2	5
CRIME					
Crime reduction	32	5	15	3	9
Burglary	21	5	11	1	4
Fear of crime	16	12	4	0	0
Feelings of safety outside the home	14	5	7	2	0
ASB & hooliganism	10	4	2	0	4
COMMUNITY					
Community participation/engagement	16	4	8	1	3
Community cohesion/feelings of community	13	5	2	3	3
Community groups and organisations	13	4	3	3	3
Community influence decision making and service delivery	13	3	6	1	3
Area satisfaction and/or appearance	11	6	1	2	2

Base: 39

Source: CRESR

Achieving outcome change: the costs

13.49 Although this plausibility assessment is reasonably optimistic, it should be stressed that achieving outcome change will not come cheaply. To give just two examples:

- to reduce levels of worklessness in NDC areas to those of parent local authorities might cost £800 million over 10 years; an assessment carried out towards the end of 2003 indicated that achieving this outcome at that stage would have required the creation of about 20,000 jobs at say £20,000; bearing in mind inward and outward residential mobility patterns (12.37 onwards), it is not unreasonable to double that figure of £400 million to cover the full 10 year period
- to raise Key Stage 2 levels to national equivalents is likely to cost perhaps £120 million over 10 years.

13.50 Not all of these costs will, of course, fall on the Programme: partner agencies will be contributing too. And these kinds of costs may be more than balanced out by **benefits to society as a whole**. Nevertheless, changes designed to close the gaps between these 39 relatively deprived areas and their host local authorities, or even more so national benchmarks, will be expensive. Yet in the four year period ending 2003/04 per capita spend amounted to about £1,311. Although that figure is likely to increase as more interventions mature, it seems implausible to assume that expenditure on this scale will culminate in fundamental change across all outcomes in all Partnerships.

13.51 At this Interim stage the evidence is therefore somewhat mixed in relation to what the Programme might achieve over its full 10 year cycle:

- on the one hand, a relatively optimistic picture emerges from a 'bottom up' Partnership level analysis of the plausibility of outcomes laid down in Delivery Plans
- on the other hand, a top down Programme wide overview of the costs of achieving outcome change provides a more cautionary picture.

13.52 It is not possible at this stage to reconcile these two perspectives. Future phase of the evaluation will, however, be ideally placed to do so in that it will be possible to assess detailed Partnership level financial and change data covering longer periods of time. This will allow for a far greater understanding, and attribution, of change.

THE NDC EXPERIENCE 2001 TO 2005: A CONCLUDING ASSESSMENT

13.53 The NDC Programme is critically important in the history of ABIs in England. No other previous initiative has ever been launched with such ambitions. This was reflected in the basic architecture of the Programme which was rooted in five overarching theories of change. At this Interim stage, the key headlines are:

13.54 **Achieving strategic transformation:** has proved the most complex of the theories of change. There have been positive developments including increasing spend, high levels of additionality, and more plausible Delivery Plans. However, change in ultimate outcomes for those in NDC areas has generally proved relatively modest when compared with that occurring in other deprived non NDC areas and it would be difficult to argue that many Partnerships have used the full evidence base to inform what can genuinely be regarded as strategic plans. Looking ahead, although a Partnership level plausibility analysis of existing Delivery Plans suggest more outcomes are likely to be achieved than not, attaining Programme wide change in relation to ultimate outcomes will be expensive.

- 13.55 **Partnerships have done as well as might reasonably have been anticipated in relation to planning their strategic transformation; this was always going to be a difficult call; it was made more so by the lack of an effective evidence base, pressures to achieve other goals such as engaging partners and communities, the drive to deliver, and the short time horizons within which Partnerships were supposed to assess baseline problems, define strategies and select appropriate interventions: they were asked to do too much too soon. But there is now evidence of change in relation to attitudes to the area, the environment, and the local NDC, and with regard to positive outcomes to unemployment.**
- 13.56 **Creating dedicated agencies for neighbourhood renewal** posed problems for those setting up Partnerships in the early days of the initiative. But much has been achieved and some Partnerships are widely seen as models of how neighbourhood renewal should be carried out. Progress has been constrained by issues such as staffing, the sometimes complex institutional structures within which Partnerships operate, and weaknesses in commissioning, and learning from, local evaluation programmes.
- 13.57 **Setting up, dedicated area renewal agencies was always going to be challenging: existing agencies were often not that enthusiastic, nor were all local authorities: but NDCs have become much more embedded within the renewal community; although there are instances where Partnerships have struggled, across the Programme evidence points to most Partnerships successfully delivering neighbourhood renewal programmes.**
- 13.58 **A commitment to community engagement** is one of the defining features of the Programme. No other ABI has placed so great an emphasis on engaging with and supporting the local community. Many Partnerships have majored on this more than any other process issue: there are numerous examples of individuals and households benefiting from Partnership inspired interventions, and partly no doubt as a result those in NDC areas have become more aware, and trusting of, their local Partnerships. But it is hard work; there can very different perspectives in relation to the degree to which this is a 'community owned' or 'influenced' Programme; and evidence suggests that as absolute numbers of local residents on Boards rise, spending falls.
- 13.59 **No ABI has placed such a strong emphasis on community engagement; this approach has helped to reap benefits in relation to resident attitudes towards the area, the environment and the local NDC; although the evaluation is not able to quantify this, it is also clear that many NDC areas have seen a considerable boost in the availability of community facilities and a strengthening in both community infrastructure and the voluntary sector; but it is not yet possible at this stage definitively to state that an NDC Programme placing such an emphasis on community engagement better the chances of attaining most ultimate outcomes such as better educational standards, less crime, better health standards and so on, compared with what other ABIs have achieved; there is an argument that in launching the Programme too much attention was paid to the failures of previous ABIs to engage with their local residents and too little to the costs and consequences of such a heavy commitment to community engagement.**

- 13.60 **Engaging partner agencies** has always been seen as of central importance to the Programme: NDCs were to work with, and not devise programmes in isolation from, existing delivery agencies. In many respects this has been a success story for the Programme: there is a clear sense that NDC/agency relationships have generally improved culminating in numerous examples of staff secondments, jointly funded projects, and improved and reshaped services. Problems remain including a tendency for some of those running NDC interventions still to see agencies solely as possible sources of longer term funding.
- 13.61 **There was always a strong rationale for NDCs to work with agencies: joint working was essential if change was to occur across such a wide range of outcomes; there were early problems often because NDCs lacked political awareness and experienced staff able to engage effectively with agencies: some agencies, especially those operating at wide spatial scales have not generally closely interacted with NDCs; but there has been a real improvement in NDC/agency relationships and agencies are much more inclined to be positive about NDCs in general and the quality of their staff in particular: Partnerships have generally done as much as might reasonably have been expected in engaging with partner agencies.**
- 13.62 Finally, there has probably been least progress in relation to **learning and innovation**. The Programme always stressed the importance of NDCs learning from, and in turn contributing to, the wider evidence base. There is no doubt that the depth and quality of the evidence base relating to neighbourhood renewal has indeed improved, partly because of lessons learnt from the Programme. But equally so it would be hard to argue that all Partnerships routinely embed their interventions within the wider context, that lessons arising from the Programme are all recorded and tabulated, that Partnerships have always been especially innovative in addressing the needs of their residents, or that the wider renewal community makes best use of the Programme.
- 13.63 **There has been less positive change in relation to learning and innovation than for the other theories of change: there is still a need for Partnerships routinely to tap into and to contribute to the evidence base; the Programme has not been as innovative as it might have been, possibly because of constant pressures to deliver on the ground; LSPs and others could be more imaginative in using NDCs to pilot and evaluate innovations, which may in turn prove suitable for replication elsewhere.**
- 13.64 So taking a Programme wide overview across these five theories of change, it is reasonable to argue that there has been as much progress as might reasonably have been expected. Important strides have been taken in relation to three key process issues: setting up Partnerships; engaging communities; and working with partners. NDC areas are on their way. The key question for the second half of the Programme is this: will the scale of process related tasks carried out by Partnerships in their early years help achieve change in relation to ultimate outcomes, evidence for which, is as yet, relatively muted?

CHAPTER 14:

THE NDC EXPERIENCE 2001-2005: IMPLICATIONS FOR THE NEIGHBOURHOOD RENEWAL AGENDA

INTRODUCTION

- 14.1 This final chapter draws together key policy implications arising from this first 2001-2005 phase of the national evaluation for both neighbourhood renewal partnerships and for the wider policy agenda. It is worth reflecting briefly on issues raised by the 'what works and why component' to the evaluation. It has proved rather more complex than originally assumed, mainly because change data only become available towards the end of this phase of the evaluation. Hence it has not been possible definitively to indicate what is working. In exploring 'what works and why' future phase of the evaluation will have the immense advantage of being able to use change data to identify at the outset those Partnerships and interventions which apparently are working.
- 14.2 Hence what follows in this chapter is based on the **broad weight of evidence** from across the evaluation. Not all lessons would apply equally to all NDC Partnerships, and even more so, to all other renewal and regeneration partnerships. In addition to the material developed here, theme specific policy issues are developed in each of the five Chapters 6 to 10. In addition the national evaluation team's website (<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>) contains more than 60 policy reports.

THE NDC PROGRAMME: IMPLICATIONS FOR NEIGHBOURHOOD RENEWAL PARTNERSHIPS

- 14.3 The NDC experience provides a wealth of practical experience of relevance to neighbourhood renewal Partnerships. For the sake of convenience these are developed within the following themes:
- setting up
 - accountability
 - planning strategic change
 - engaging communities
 - engaging agencies
 - delivering change on the ground
 - realism and persistence.

Setting Up

14.4 The NDC experience points to a series of important lessons in relation to the practical issues involved in **setting up locality based renewal agencies:**

- **use standard geographies:** there is much to be said for undertaking neighbourhood renewal within relatively small 'standardised' administrative unit such as wards; this has at least two advantages: it is more likely that there will be a complementarity between ABI boundaries and those adopted by delivery agencies, hence improving the prospect of joint working; and it will be far easier to obtain accurate baseline and monitoring data from partner agencies which will generally be aware of wards but will not 'recognise' spatially irregular entities
- **ensure local delivery from local and public offices:** neighbourhood renewal partnerships will have most local impact if they operate from local, accessible and welcoming accommodation; the more delivery services can be accommodated within a single 'hub', the more local residents will be aware of, and in turn see the advantages arising from, dedicated ABIs
- **create a brand identity:** some NDCs have only come to recognise the importance of branding late in the day: the impact of communication with residents, businesses, partner agencies and other branches of government will generally be boosted if partnerships adopt, retain and use an effective and recognisable brand
- **get management systems right from the start:** many NDC Partnerships struggled for a number of years to put in place processes and systems through which to carry out HR processes, financial control and overall management; neighbourhood renewal practitioners are rarely the right people to select and implement such systems: more sensible solutions might include providing standardised 'tool-kits', appointing specialist organisations to install and run management systems, or to centralise such activities across a city or a region
- **instil monitoring and evaluation from the outset:** establishing effective monitoring and evaluation processes and teams should be one of the first steps for all neighbourhood level renewal agencies; at least every year renewal partnerships should use all of the monitoring and evaluation evidence to review what is happening, what needs to change, and who is going to do it
- **appoint good people:** good people are not cheap; local residents can be surprised at the salaries commanded by senior personnel; this reality needs to be explained and justified; saving money by appointing less experienced, skilled or successful people is rarely the way forward
- **keep good people:** keeping good people will require renewal partnerships to adopt good HR principles: career progressions, appraisal, training, and review; it is a sellers market: partnerships will be competing with other public and private sector organisations

- **be prepared for staff turnover:** renewal partnerships should have succession policies in place before key players leave in order to cover issues such as temporary appointments, procedures governing acting up, clear lines of communication and accountability in relation to new appointments, and so on; loss of key personnel can massively inhibit delivery.

Accountability

14.5 The NDC Programme has placed considerable emphasis on ensuring Partnerships are **accountable** to residents, partner agencies and others. This experience points to a number of lessons:

- **define the ground rules:** it was always the intention that accountability to local residents would be a key underpinning principle to the NDC Programme; other renewal partnerships may find themselves with more options here; if they elect to create a more formal 'board', rules of engagement, constitutions, membership, and working practices need to be agreed at the outset: if not there can be a danger that procedural issues, and not outcome change, become the main focus of debate
- **boards must provide a strategic framework:** if a partnership intends to operate within a framework set by a board or steering committee it is essential that all stakeholders are aware of the importance of devising, monitoring and reviewing longer term strategies: boards can easily become bogged down in the minutiae surrounding individual projects
- **boards need to delegate:** they cannot do everything, but perhaps especially when a majority of members is drawn from the local community there can be a temptation to try to do too much: this will simply deflect from the main function of devising and overseeing strategic transformation
- **boards can get too big:** it is not possible to be prescriptive about the optimum size of boards; but as a rough and ready generalisation, and always bearing in mind the need to balance effectiveness with accountability: the smaller the better; as is outlined in 12.25, the higher the absolute number of local residents on NDC Boards, the lower the spend
- **boards should drive equalities and diversities:** renewal partnerships are generally paying more attention to equalities and diversities agendas than hitherto; but there can be a temptation to agree a policy but then park it within the remit of an individual or sub-committee; it has to be mainstreamed and the best agency through which to ensure that happens will be the main board or steering committee
- **independent chairs can work well:** the role of the chair is critical in keeping partners on-side, ensuring proper business is carried out, and steering boards towards strategic and not operational considerations; selecting a long standing community representative as a chair may not be the best thing to do; feedback has generally been positive when NDCs have used independent chairs

- **put local councillors at centre stage:** there is now a clear sense across government that councillors should play a key role in the neighbourhood level governance;¹⁸⁷ this makes sense in that local councillors are democratically elected, they are central to the local political process, they can ease constraints operating on partnerships, and they can act as champions in the wider policy landscape
- however partnerships are structured, they need to instil the principles of **accountability transparency, commitment and collaboration** into all of their activities.

Planning Strategic Change

14.6 The NDC Programme has shown how important it is for partnerships carefully to **plan their longer term strategies**. In particular neighbourhood renewal partnerships need to achieve three objectives: know their area; define appropriate milestones and outcomes; and ensure the selected suite of interventions will bridge the gap between baseline problems and outcome targets.

14.7 First, neighbourhood renewal partnerships must **‘know their area’**; this will require accurate baseline data:

- out of which partnerships can assess and prioritise the relative scale of disadvantage
- from which they can define relevant and plausible milestones and outcomes
- against which they can assess change.

14.8 In order to create accurate baselines renewal Partnerships should:

- use accurate neighbourhood specific data, not loose, and invariably inaccurate, approximations
- if household surveys are to be used, consider employing an experienced outside organisations and don't mix objectives: the key reason for carrying out a survey is to gather accurate data not to employ local people
- give themselves time to analyse and understand baseline data: strategic change has to be rooted in a full appreciation of the scale, nature and depth of local deprivation
- appreciate that strategic planning needs to be **context contingent**: renewal is much more likely to succeed if partnerships are aware of, and respond to, the particular policy and market issues which impact on their neighbourhood: partnerships need to create strategies which make sense for their neighbourhood.

14.9 Second, neighbourhood renewal partnerships **need to define milestones and outcomes** which are:

- seen as plausible, robust, realistic and unambiguous by agencies and residents

¹⁸⁷ ODP/ Home Office (2005) *Citizen engagement and public services: why neighbourhoods matter*.

- designed to address genuine needs in the locality
- informed by the wider evidence base
- transformational
- capable of being monitored and assessed against relevant benchmarks
- informed by patterns of migration into and out of the locality
- reflect national floor targets wherever possible.

14.10 There may often be a logic too in partnerships aligning their targets more closely with national floor targets. Such a process:

- embeds targets more securely into the NSNR
- provides a check list of what might plausibly be achieved and in which outcome areas
- provides renewal partnerships with a neighbourhood statistics framework through which to compare change in their own locality with that occurring in other communities and at national and regional levels.¹⁸⁸

14.11 Third, renewal partnerships need to use the evidence base to identify **as far as is possible ‘which interventions are most likely to move the area from baseline constraints to defined outcomes’**. **This will not be easy because:**

- the most appropriate suite of interventions may evolve through time as local populations change
- it is unlikely that evidence will be readily available pointing to the adoption of a definitive set of interventions to meet problems facing each and every locality
- particular uncertainties will be raised by cross-theme problems and interventions: in addressing high levels of crime for instance what should be the balance be between crime prevention, detection, training, investment in young people, environmental improvements, new housing and so on?

14.12 Nevertheless renewal partnerships should make some effort to fill that ‘black box’ between baseline problems and target outcomes by:

- taking advice, and gaining support, from relevant delivery agencies, NRAs, GOs, etc
- accepting that attaining change may best be achieved by commissioning agencies to drive through change across entire outcome areas
- appraising the likely impact of different rafts of interventions before finalising the selection of those which are to be implemented

¹⁸⁸ NRU (2005) *Floor Targets Interactive*. <http://www.neighbourhood.gov.uk/page.asp?id=21>

- being willing to use the results of project monitoring and evaluation to close or re-launch projects which are not helping to achieve outcomes, whilst being prepared to expand support to those that are delivering
- learning from, and contributing to, the wider evidence base.

Engaging Communities

14.13 An overview of the community dimension to the NDC Programme is developed in the previous chapter. Key lessons for the wider renewal community include:

- **know what community engagement means:** key stakeholders should agree protocols governing different aspects of community engagement: how consultation is to occur; the involvement, if any, of elected representatives in decision making; the role of residents in developing, appraising, evaluation and delivering projects; the degree to which community and voluntary organisations can help in the delivery of services; and so on; clarity at the outset can avoid many of the pitfalls which some NDC Partnerships have encountered
- **be prepared for the worst:** at an early stage protocols need to be agreed governing procedures to deal with a range of practical, but potentially undermining, considerations such as disruptions caused by recalcitrant individuals and intra-community strife: these may seem trivial, but they can paralyse partnerships
- **elections may not be the answer:** there can be an assumption that elections provide the fairest way through which to appoint local residents to boards or steering committees; evidence from across the NDC Programme suggests there can be problems: low turnouts, loss of expertise if all residents representatives stand down, and so on; there may be better ways of ensuring an appropriate community input including appointment through partnership theme sub-groups, nominations via area, community, resident or tenants' organisations, or through voluntary groups active in the neighbourhood
- **there needs to be a sense that community engagement is leading somewhere:** no matter how effective partnerships are at engaging with their local communities, most people will remain neutral observers; this majority can easily be persuaded that partnerships have become talking shops for the few
- **residents need to own projects:** the more local people 'own' projects the more they are likely they are to be positive about the agency delivering them: the evaluation has identified strong links between trust in, and involvement with, NDCs¹⁸⁹
- **use, but be wary of, early wins:** in the early years of the evaluation observers saw benefits arising from early wins, usually consisting of small scale environmental improvements or crime reduction initiatives; these tended to reflect community aspirations and provided visible evidence of change; as the Programme evolved evidence emerged that, if not followed up by other substantial developments, 'early wins' can lead to disillusionment: 'they started off well but nothing has happened since'

189 Grimsley, M., Hickman, P., Lawless, P., Manning, J. and Wilson, I. (2005) *Community Involvement and Social Capital*. <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

- **don't forget the neglected communities:** there can be a tendency for some sectors in the wider community to be relatively neglected compared with local residents: local businesses and the voluntary sector in particular have generally been relatively less involved in renewal programmes than have local residents: engaging particular communities will often require specific, locally defined, action
- **younger people tend to miss out:** experience emerging from the NDC Programme, in line with that arising from previous ABIs, is that young people can miss out; partnerships may need to 'youth proof' their activities: in relation to consultation, communication, project development, and involvement in Boards; long term transformation is about what happens to younger people
- **be prepared for volatility:** renewal partnerships need to adopt systems which are robust enough to deal with local residents moving on
- **the community is not always right:** evidence from the NDC Programme indicates that local residents may not always be fully aware of either the scale of local problems or the most appropriate measures through which problems should be tackled; the local community is one key stakeholder, but there are others who will know more about what is likely to work in the locality: the community need to be at the 'heart' of the neighbourhood renewal process; notions of community 'control' whilst being in any event implausible are unlikely to lead to transformational change.

14.14 Specific issues surround the engagement of **BME communities**. The NDC Programme has probably been as active in engaging BME communities as has any previous ABI. This evidence points to the importance of other renewal partnerships taking systematic steps in order to ensure they:

- know the ethnic composition of their areas: it is hard to see how partnerships can plan strategically unless they are aware of who they are planning for
- instigate targeted campaigns to establish the contrasting needs and aspirations of different communities
- embed BME, and other equalities and diversities' issues within all of their activities
- plan projects and initiatives for different communities, whilst accepting that there will always need to be a balance between meeting the needs of specific communities, on the one hand, and seeking to create community cohesion, on the other
- look to secure representation from ethnic communities on appropriate committees and boards whilst being cautious about assuming too readily the primacy of established 'community leaders'
- track changes within different communities and be prepared to use this evidence to change tack; there can be quite considerable changes in the fortunes of smaller ethnic communities in relatively short periods of time.

Engaging Agencies

14.15 Relationships between NDC Partnerships and service agencies are raised throughout this report, and are considered at length in Chapter 5. Key overarching lessons include:

- **become embedded with the wider institutional landscape:** neighbourhood renewal partnerships need to embed their targets within the wider institutional context; progress is more likely to be made if partnerships seek to maximise synergies with:
 - other overlapping or proximate ABIs
 - the local authority and the LSP
 - key delivery agencies
 - GOs and RDAs.
- **work with the grain of agencies:** even NDCs with substantial dedicated resources would struggle on their own to achieve many outcomes; it will always be easier to achieve change if outcomes selected by neighbourhood renewal partnerships complement those already adopted by, or which are likely to receive support from, delivery agencies
- **maximise links with other renewal agencies:** there can be a temptation for neighbourhood level organisations to ‘go it alone’; but as is discussed in 12.26, there is evidence across that NDC Partnerships which engage successfully with other regeneration organisations and fora are most likely to see increased levels of spend because such engagement can culminate in additional resources, a willingness to engage in joint projects, and innovations in service delivery
- **forget history:** the delivery of public services to many living in deprived areas has been poor, often for many decades; there can be a tendency for neighbourhood partnerships to dwell on past deficiencies; they need to think ahead: agencies change, key people move on, and there is a far greater commitment to neighbourhood renewal across most delivery agencies than has ever previously been the case
- **get senior people on board:** partnerships should use all of their influences in order to get key agency personnel on board: senior people can make decisions, they can act as conduits to other agencies and institutions, they control resources; middle ranking officers may well be enthusiastic, but they will not have the clout to change things
- **don’t think simply of more money:** there can be a temptation for neighbourhood renewal partnerships to see delivery agencies simply as mechanisms through which to obtain more resources for existing or proposed projects; this approach will not normally succeed; partnerships are more likely to see benefits arising from working with a range of agencies in order to deliver re-shaped, more innovative or more joined-up services for local residents

- **understand constraints operating on agencies:** partnerships need to be aware of the financial and policy constraints operating on all agencies; for some neighbourhood renewal may be of limited significance compared with other targets they have to achieve; partnerships are more likely to gain a sympathetic hearing if they understand those constraints and use them to inform imaginative and mutually beneficial ways of working with agencies
- **use agency expertise:** on the whole, agencies know what they are doing, and they will know more about their delivery service than will anyone else; partnerships should employ that expertise by seeking, say, secondments of agency staff and, joint working arrangements, and for agencies to head up theme groups
- **be proactive, commission agencies:** partnerships can be proactive in devising broader term strategies, but then reactive in relation to interventions; the assumption can too easily be made that once a broad programme is agreed an agency or other organisation will submit appropriate proposals through which interventions come on stream and hence outcomes ultimately achieved; it may be far more cost-effective to commission one agency to carry out all of the interventions within a theme: they have the expertise, they can build on existing projects, they can second staff, they know what works
- **formal agreements can help cement relationships:** partnerships may wish to formalise their relationships with agencies through formal agreements; these can help to clarify misunderstandings, identify the scale or service delivery from agencies, and act as benchmarks against which to move forward through time; but partnerships do need to be cautious: some NDCs regard SLAs for instance as no more than a tabulation of what already exists, saying little if anything about new ways of delivery.

Delivering Change on the ground

14.16 The NDC Programme provides important practical lessons for other renewal partnership in relation to **delivering change on the ground:**

- **don't reinvent wheels:** there are advantages in using existing projects if they seem to work; links can sometimes be made with existing local or social enterprises to deliver services, thus creating more jobs for local people, and sustaining activity through time
- **effective appraisal is vital:** partnerships will invariably be required to undertake project appraisals, all of which will consider more immediate financial, legal and operational issues; the key issue here is to extend the scope of appraisals to ensure that they tackle strategic issues such as the degree to which projects are embedded within the wider policy landscape, benefit local residents, provide something genuinely new, and are sustainable

- **don't forget cross-cutting benefits:** agencies are not always very imaginative about the cross-cutting benefits which can arise from specific interventions; neighbourhood partnerships have a role to play here in identifying the full impacts of specific projects, thus encouraging interest, and conceivably support, from a wider range of agencies
- **don't forget the basics:** one of the overarching policy themes to emerge from the theme Chapters 6 to 10, is the importance of projects getting the basics right from the outset: having appropriate accommodation, providing childcare facilities, helping participants with their transport needs, and so on; these may seem obvious, but projects can often be delayed or undermined because they were not resolved at the outset
- **staffing is critical:** the most important determinant in deciding the fate of projects is staffing; better projects are characterised by the use of seconded not short term staff, the incorporation of proper HR procedures, and opportunities for staff training
- **target the benefits:** if particular constraints impact on specific communities partnerships should look to target and customise their interventions
- **be wary of flagship redevelopment projects:** evidence from the NDC Programme indicates just what a major commitment flagship projects can be; partnerships need to consider very carefully the benefits and costs of such projects, their effects on the local community, implications for decision making and their longer term effects
- **be innovative:** partnerships working with key agencies can find it difficult to be innovative; joint working may encourage stakeholders to be conservative in their approach and to run with the tried and trusted; but sometimes it is clear tried and trusted schemes have failed: partnerships may consider setting 'an innovation funds' which would look to creating and, critically, evaluating new approaches to meeting the specific needs of targeted communities
- **tell the world what's happening:** successful neighbourhood renewal partnerships need to develop strategies to improve communication with those in the neighbourhood, the city, the region, and nationally: it will save a lot of misunderstanding and inaccurate criticism: effective systems of communication are not an optional add-on: they need comprehensively to be addressed from the outset¹⁹⁰
- **instil principles of sustainability into everything:** partnerships and agencies need to place the question of sustainability at the centre of their deliberations; establishing how projects are to be sustained in the longer run should be part of the annual monitoring and evaluation cycle.

190 NRU/ODPM (2003) *Media and PR Toolkit: How to create effective engaging communications*.

Realism and Persistence

14.17 Evidence from NDC, an especially intensive ABI, shows that transforming deprived localities will take time and persistence. Renewal partnerships need to be:

- **realistic** about what they can achieve especially in the early years: in many ways it may be better to underplay possible outcome change rather than being constantly subject to the criticism that 'they're not going to get there'
- many deprived areas have been relatively disadvantaged for decades even centuries: sustainable change is going to require **persistence** over a longer period of time: there are no short cuts.

THE NDC PROGRAMME: A RATIONALE FOR NEIGHBOURHOOD RENEWAL?

14.18 At this mid-way point in the Programme one question to ask is the degree to which this experience provides a justification for area based interventions. Two strands of evidence provide support for the concept of area based interventions.

14.19 First, analysis of change data, especially that arising from the 2002 and 2004 household surveys points to deep seated inter-relationships across components of deprivation within these neighbourhoods:

- some of these have been known or suspected for many years such as relationships between health and a wide range of social, economic and demographic factors
- but others are less well appreciated or previously substantiated, including those between criminal damage and both worklessness and staying on at school rates¹⁹¹. For example, statistical analysis has shown a significant correlation between the proportion of NDC workless adults (2002) and NDC criminal damage rates (recorded crime rates 2002-3).

14.20 Hence NDC change data provide a rationale for attacking neighbourhood renewal holistically: there are strong inter-relationships across different elements of deprivation which need to be tackled in the round. As a recent Cabinet Office report points out: 'tackling just one aspect of the cycle of decline will not be successful in regeneration an area and improving the outcomes of the residents who live there'.¹⁹²

14.21 Second, the issue surrounding mobility provides a further justification for holistic area based renewal. As is discussed in 12.33, a considerable proportion of those living in NDC areas either want or plan to leave. But those most likely to move are often exactly those renewal partnerships want to retain: the younger, those with children, the economically active, those in better health, etc. Key drivers in encouraging mobility include direct experience of crime, and limited diversity in the local housing market.

¹⁹¹ Beatty, C., Grimsley, M., Lawless, P., Manning, J. and Wilson, I. (2005) *Fear of Crime in NDC areas: How do perceptions relate to reality?* <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Reports.asp>

¹⁹² Cabinet Office (2005) *Improving the prospects of people living in areas of multiple deprivation in England: Prime Minister's Strategy Unit*, A joint report with the ODPM. p.40.

Hence if renewal partnerships wish to reduce out-migration and keep a higher proportion of those most likely to sustain longer term positive change, they will need to implement not just 'housing' policies but also interventions designed to address other drivers of mobility, especially the quality of the local environment and both fear, and experience, of crime.

14.22 The evidence from the NDC Programme to date therefore points to:

- there being strong inter-relationships across different dimensions to deprivation within NDC areas
- the outward mobility of groups partnerships will wish to retain being driven by not just 'housing factors', but also wider area effects relating to the environment, the community and fear of crime.

A CONCLUDING COMMENT

14.23 As more NDC projects reach maturity and more outcomes become apparent, the second half of the Programme will provide the best single source of evidence through which to identify 'what is working and why'. Informed by change data, national and local evaluation teams will be ideally placed to explore why some Partnerships and interventions appear to be reaping more in the way of outcome change than others. It is unlikely that there will ever again be as good an opportunity through which to learn.

¹⁹³ NRU/ODPM (2004) *Neighbourhood Management Pathfinder Programme National Evaluation: Annual Review 2003/04*.

¹⁹⁴ NRU/ODPM (2003) *Business-led regeneration of deprived areas, a review of the evidence base; NRU Research Report 5*.

¹⁹⁵ NAO (2004) *An early progress report on the New Deal for Communities Programme: Report by the comptroller and Auditor general HC 309 session 2003-2004*.

APPENDIX ONE:

A NOTE ON RESEARCH METHODS

INTRODUCTION

- 1 This Appendix provides an outline of data collection methods and analytical techniques used in relation to the:
 - 2002 and 2004 Household Surveys
 - Secondary and administrative data
 - Beneficiaries survey
 - Business Survey
 - Project and process evaluations
 - Focus groups
 - Template data
 - Statistical methods

2002 AND 2004 HOUSEHOLD SURVEYS

- 2 In 2002 at least 500 completed questionnaires were obtained from each of the 39 NDC areas on the basis of a random sample. In 2004 the aim was again to complete 500 interviews in each area via:
 - as many follow-up interviews as possible with those NDC residents who took part in the 2002 survey in order to track changes in attitudes and circumstances
 - interviews with new respondents at the original address, where the previous respondent has moved
 - a top up sample of interviews with residents from a newly drawn random sample of addresses.
- 3 In total, 19,633 interviews were completed with residents aged 16+ in the 39 NDC areas throughout England, between June – November 2004. Interviews were conducted face-to-face and in-home, using Computer Assisted Personal Interviewing (CAPI). Some 10,638 residents were interviewed in both 2002 and 2004 and constitute the **longitudinal** sample.

- 4 The overall adjusted response rate in 2004 was 69% ranging from 61% in London to 78% in the North East. Response rates were higher among the longitudinal than cross-sectional element (73% and 63% respectively). Changes to the questionnaire were kept to a minimum to ensure direct comparability with 2002. However, some additional questions are asked of those who were also interviewed in 2002. These include comparing particular responses between the two surveys, thus providing an opportunity to probe for reasons behind any changes in attitudes and circumstances. Where possible the questionnaire draws on questions from existing national surveys, allowing comparisons to be made with the country as a whole.
- 5 Where individuals could be traced, interviews were conducted with those who had moved from their original 2002 address. The questionnaire is largely based on that from the main survey. In addition a number of questions probe reasons for moving and ask respondents to compare their existing with their previous area of residence.
- 6 In total 473 interviews were conducted with residents aged 16+ who **had moved** since being interviewed in the 2002 baseline survey. Of these 118 had moved within the NDC area and 335 had moved out of it.
- 7 In addition, a deprived areas comparator sample was undertaken. This covers residents living in deprived localities within the same local authority districts as the 39 NDC Partnerships. These areas are however neither in receipt of NDC funding nor contiguous to NDC areas. The design of this element broadly follows that of the main survey, including follow-up interviews with residents who took part in the previous survey in 2002. However, it does not include a mover element to the survey. In total, 4,049 residents aged 16+ living in deprived areas, were interviewed between July 2004 and January 2005. This represents a doubling of the original 2,014 interviewed in 2002 in order to ensure a robust longitudinal sample. 1,010 of those who were interviewed in 2002 were re-interviewed in 2004.
- 8 Analysis of the household surveys involved the creation of a number of composite scores or combined variables which are referred to in the main Report:
 - experience of crime in past 12 month (Table 1)
 - composite score for explicit fear of crime (Table 2)
 - composite score for vertical trust (Table 3)
 - composite score for area wellbeing (Table 4)
 - composite scores for problems in the area (Table 5)
 - Short Form 36 (SF-36) mental wellbeing index (Table 6)
 - composite score for physical activity (Table 7)
 - core Indicators included within Composite Index of Relative Change (Table 8)

Table 1: Experience of crime in past 12 months

MORI/NOP Question QCR4:

The next question concerns things that may have happened in the last year, in which you may have been the victim of a crime or offence. I don't just want to know about serious incidents – I want to know about small things too. In the last 12 months...?

Seven specified crimes:

- A has anyone got into your home without permission and stolen or tried steal anything?
- B was anything that belonged to someone in your household stolen from OUTSIDE your home?
- C was anything you were carrying stolen?
- D has anyone, including people you know well deliberately hit you with fists or with a weapon of any sort or kicked you or used force or violence in any other way?
- E did anyone deliberately deface or do damage to your home or anything OUTSIDE it that belonged to someone in your household?
- F has anyone threatened to damage things of your or threatened to use force or violence on you in anyway that actually frightened you?
- G has anyone racially harassed or racially abused you?

Responses were combined to indicate if a respondent had been a victim of any of these crimes in the previous year.

Table 2: Composite score for explicit fear of crime

MORI/NOP Question QCR3:

Most of us worry at some time or other about being the victim of a crime. Using one of the phrases on this card, could you tell me how worried are you about the following happening to you?

Nine components included within composite score:

- A Having your home broken into and something stolen
- B Being mugged and robbed
- E Being sexually assaulted
- F Being physically attacked by strangers
- G Being insulted or pestered by anyone while in the street or any other public place
- H Being subject to a physical attack because of your skin colour, ethnic origin or religion
- I Vandalism to your home or car
- J Having somebody distract you or pose as an official (e.g. a meter reader) and steal from your home
- K Being physically attacked by someone you know

Responses:	Contribution towards composite score
Very worried	4
Fairly worried	3
Not very worried	2
Not at all worried	1
Don't know/Not applicable	0

Table 3: Composite score for vertical trust

MORI/NOP Question QC011:	
How much trust would you say you have in each of the following organisations?	
Four components included within composite score:	
A	The local council
B	Local police
C	Local health services
D	Local schools
Responses:	Contribution towards composite score
A great deal	5
A fair amount	4
Not very much	3
None at all	2
Don't know	1

Table 4: Composite score for area wellbeing

MORI/NOP Questions included within composite score	
QHO3	Taking everything into account, how satisfied are you with this accommodation?
QHO4	And could you tell me how satisfied you are with the state of repair of your home?
QQL1	How satisfied are you with this area as a place to live?
QQL2	If we were to define "quality of life" as how you feel overall about your life, including your standard of living, your surroundings, friendships and how you feel day-to-day, how would you rate your quality of life?
Responses to QHO3, QHO4, QQL1:	Contribution towards composite score
Very satisfied	5
Fairly satisfied	4
Neither satisfied nor dissatisfied	3
Slightly dissatisfied	2
Very dissatisfied	1
Don't know	0
Responses to QQL2:	Contribution towards composite score
Very good	5
Fairly good	4
Neither good nor bad	3
Fairly bad	2
Very bad	1
Don't know	0

Table 5: Composite scores for problems in the area

MORI/NOP Question QQL3:	
I am going to read out a list of things that can cause problems for people in their area. I would like you to tell me whether each of them is a problem in this area?	
Ten components included within lawlessness and dereliction composite score:	
D	Run down or boarded up properties
E	Abandoned or burnt out cars
I	Vandalism, graffiti and other deliberate damage to property
K	People being attacked or harassed
L	Household burglary
M	Car crime (e.g. damage, theft and joyriding)
N	Teenagers hanging around on the streets
O	Drug dealing and use
P	Property being set on fire
Q	Disturbance from crowds or hooliganism
Two components included within the social relations composite score:	
C	Problems with neighbours
J	Racial harassment
Five components included within the local environment composite score:	
A	Dogs causing nuisance or mess
B	Litter and rubbish in the streets
F	The speed and volume of road traffic
G	Poor quality or lack of parks or open spaces
H	Poor public transport
Responses:	Contribution towards composite score
A serious problem in this area	3
Not a serious problem	2
Not a problem in area	1
Don't know	1

Table 6: Short Form 36 (SF-36) mental wellbeing index

MORI/NOP Question HE5:	
These questions are about how you feel and how things have been with you during the past four weeks. For each question, please give the one answer that comes closest to the way you have been feeling. How much of the time during the past 4 weeks...	
Components included within score:	
A	have you been a very nervous person
B	have you felt so down in the dumps that nothing could cheer you up
C	have you felt calm and peaceful
D	have you felt downhearted and low
E	have you been a happy person
Responses from HE5 A, B, D:	Contribution towards composite score
All of the time	1
Most of the time	2
Some of the time	3
A little of the time	4
None of the time	5
Don't know	SYSMIS
Responses from HE5 C,E:	Contribution towards composite score
All of the time	5
Most of the time	4
Some of the time	3
A little of the time	2
None of the time	1
Don't know	SYSMIS
Score:	
SF36=((Sum of scores for A to E – 5)/20)*100	
Scores range from zero (worse possible mental health related quality of life) to 100 (best possible mental health related quality of life)	

Table 7: Composite score for physical activity

<p>MORI/NOP Question HE10</p> <p>Do you do any of these types of physical activity nowadays, for at least 20 minutes at a time?</p> <p>Fifteen specified activities:</p> <p>Housework</p> <p>Gardening</p> <p>DIY or building</p> <p>Walking</p> <p>Swimming</p> <p>Cycling</p> <p>Workout at the gym/exercise bike/weight training</p> <p>Aerobics/keep fit/gymnastics/dance for fitness</p> <p>Any other type of dancing</p> <p>Running/jogging</p> <p>Football/rugby</p> <p>Badminton/tennis</p> <p>Squash</p> <p>Exercises (press-ups, sit ups, etc)</p> <p>Other</p> <p>The responses to these questions are combined to indicate whether a respondent carries out at least one type of physical activity for a continuous spell of 20 minutes nowadays.</p>
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Table 8: Composite Index of Relative Change: Core Indicators

<p>Education</p> <p>Key stage 2 English % reaching level 4*</p> <p>Key stage 3 English % reaching level 5*</p> <p>Key stage 4 -% or more GCSE's at A*-C level*</p> <p>% of working age respondents with no qualifications</p> <p>% taking part in education/training in past year, working age (exc. those in f-t educ)</p> <p>% need to improve basic skills.</p> <p>Worklessness & Finance</p> <p>% workless (unemployed + work limiting illness)*</p> <p>Employment rate – working age, all members of the household</p> <p>% of households with income less than £100 per week</p> <p>Economic activity rate – working age, all members of the household</p> <p>% receiving means tested benefits</p> <p>% workless households (working age)</p> <p>Health</p> <p>% that do no type of physical activity for at least 20 minutes at a time</p> <p>% residents who smoke</p> <p>% residents feel own health not good</p> <p>SF-36 mental health well-being score</p> <p>% health worse over past year</p> <p>% satisfied with doctor</p>
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Crime

% feel a bit/very unsafe after dark
% been burgled in past 12 months
% been a victim of an assault over past 12 months
Crime incidence index¹⁹⁶
Lawlessness and dereliction score
Fear of crime score

Housing and physical environment

% satisfied with state of repair of home
% satisfied with area as a place to live
% want to move
% satisfied with accommodation
% think area has improved over past 2 years
Local environment score

Community

% feel part of community
% feel it is a place where neighbours look out for each other
% think NDC has improved area
% feel good quality of life
% feel can influence decisions that affect the area
% involved with activities organised by NDC

SECONDARY AND ADMINISTRATIVE DATA

9 The Social Disadvantage Research Centre (SDRC) at the University of Oxford has collated and analysed secondary and administrative data **collected from a number of sources:**

- Department for Work and Pensions (DWP)
- Department for Education and Skills (DfES)
- University and Colleges Admissions Service (UCAS)
- Department of Health (DoH)
- Office for National Statistics (ONS)
- HM Land Registry
- Police forces

¹⁹⁶ Copy to come??

- 10 Data has been supplied to SDRC after confidentiality agreements have been negotiated and agreed, protecting anonymity and security of the data. Much of the data, including that from the DWP, the Land Registry and police forces, is supplied at individual person, property or incident level. These data have a geographical identifier for each case, such as a full postcode or a grid reference, which has allowed the SDRC to aggregate information to NDC area level, as well as other geographical levels, up to England as a whole. Other data, including that from the DfES, and ONS is supplied to SDRC after having been aggregated to NDC area level (as well as other specified geographies) by the department holding the data. Police recorded crime data (Table 9) and health indicators (Table 10) raise particular issues of analysis and interpretation.

Table 9: Secondary and Administrative Crime Indicators

Geographies

Counts of crime under four composite indicator groupings were constructed for the following geographies:

- NDC areas
- Wards
- Local authorities
- Buffer zones of 250m radius around each NDC area (but excluding the NDC area)
- Buffer zones of 500m radius around each NDC area (but excluding the NDC area and the 250m buffer zone)

Crime counts were calculated for geographies other than NDC areas in order to enable changes observed in NDC areas over the time periods to be considered in the context of prevailing trends in surrounding localities.

Constructing crime counts

Once crime counts had been constructed from raw police data, a number of adjustments were made to increase accuracy. The primary adjustment involved constraining the small area crime counts to official Home Office held aggregate totals for higher level geographies. This procedure maps the minority of crimes that did not have a grid reference or postcode attached. The constraining method involved geographically distributing the non-geo-coded crimes to areas based on two equally weighted criteria: (1) the geographical distribution of geo-coded crimes, and (2) the geographical distribution of population or properties 'at-risk' of victimisation.

Constructing crime rates

The construction of crime counts is the first step in processing the recorded crime data. However, in order to compare areas of differing size, population structure and other characteristics it is necessary to calculate crime rates. The numerators for these rates are the crime counts for the four composite indicators, while the denominators are estimates of people or properties 'at risk' of victimisation. The following denominators have been employed:

- Burglary: 'total residential properties + total business properties'
- Violence, Theft and Criminal Damage: 'total resident population + total workplace population'

Analysing change

It is difficult to compare change in crime rates across time periods due to a revision to police recording practices which took effect from 1st April 2002. It is still possible to utilise these crime data to examine change over time by setting change observed in NDC areas in the context of change observed in the neighbouring localities. By making the assumption that the transition to the new recording practice affected wards in a parent local authority at the same time and to the same extent as the NDC area, it is possible to compare the trajectories of NDC area with trajectories of wards.

Table 10: Secondary and Administrative Health Indicators

Low birth weight

The most up-to-date measure of low birth weight is the proportion of live singleton births for the period 1999-2002 which were less than 2500g. It is necessary to combine the data from this five-year period to avoid rendering the data unreliable due to small numbers in any one year.

Mental health

This indicator uses information on drug prescribing to estimate levels of mental health. Because information on the conditions for which various types of drugs are prescribed as well as the typical dosages are known, it is possible to estimate the number of patients within a particular GP practice who are suffering from mental health problems: depression, anxiety, and psychoses. The practice rates are then distributed to geographical areas through knowledge of practice population distributions. This information is a good indicator of the number of people in an area receiving drug therapies for mental illness. However:

- It will not include everyone suffering from mental health problems
- Practices will differ in the degree to which they are more/less keen on the use of drugs
- Some groups of people may also be less likely to enter into primary care for the treatment of such problems.

For these reasons, these figures should be treated with caution.

Illness and benefits

The rate of sickness and disability in an area can be measured using information on receipt of particular benefits. IB-SDA are paid to individuals of working age who are unable to work because of ill health. Disability Living Allowance (DLA) and Attendance Allowance (AA) are benefits payable to individuals with levels of disability that necessitate aid with mobility and personal care. Any person receiving one or more of these four benefits is counted as suffering from morbidity or disability.

It is important, when exploring deaths, ill health or disability in an area to take into account the age structure of the area. In areas with higher numbers by older people, a higher number of deaths or people suffering from ill health or disability in any time period would be expected, compared to an area with a younger population. The age structure of an area can be accounted for by using an age standardised measure of illness and disability: the Standardised Illness Ratio (SIR). If the SIR of an area is the level expected given the age and sex structure of the area, it has a value of 1. A SIR of greater than 1 indicates a higher level of illness and disability than expected. The SIR is calculated over a five year period.

Hospital Admission Data

Detail on specific causes of ill-health in an area can be provided by looking at the reasons why people are admitted to hospital. Again the impact of the age structure of an area has to be taken into account when comparing incidence of hospital admissions. This involves using an age standardised measure of hospital admissions, in this case the Standardised Drug Misuse Ratio (SDMR), the Standardised Alcohol Misuse Ratio (SAMR), the Standardised Hospital Admissions for Cancer Ratio (SCAR) and the Standardised Hospital Admissions for Heart Disease Ratio (SHAR). If each of these figures for an area is the level expected given age and sex, it has a value of 1. A value greater than 1 indicates a higher level of hospital admission than expected. These figures are calculated using data over a three year period to avoid rendering the figures unreliable due to small population at risk in any one year.

Mortality

The age structure of an area can be accounted for by using an age standardised measure of mortality, in this case the Standardised Mortality Ratio (SMR). The SMR is calculated for the under 75 population using data over a four year period.

Deriving indirectly standardised Ratios

A number of standardised death and illness ratios are calculated for each NDC based on the age and sex distribution of the population of England. These include: The Standardised Mortality Ratio (SMR), Illness Ratio (SIR), Drug Misuse Ratio (SDMR), Alcohol Misuse Ratio (SAMR), Hospital Admissions for Cancer Ratio (SCAR) and the Hospital Admissions for Heart Disease Ratio (SHAR).

For example, the SMR for NDC j is:

$$SMR_j = \frac{d_j}{\sum_i p_{ji} r_i}$$

where:

d_j = observed deaths in NDC j.

p_{ji} = the population in age/sex group i in NDC j .

r_i = risk of death in age/sex group i within the standard population.

BENEFICIARIES SURVEY

- 11 This survey provides quantitative data in relation to project beneficiaries in addition to the information collected as part of the project evaluations (see below). The data assesses the impact on individual beneficiaries of projects undertaken in NDC areas. The survey obtained slightly more than 1,000 completed interviews from around 24 projects, covering each of the five main outcome areas.
- 12 Interviews were primarily conducted by telephone. However, in many instances telephone numbers were not available. In order therefore to boost the sample, self-completion questionnaires were issued to help elicit responses from beneficiaries where only address information existed. Full details of the survey are available on the national evaluation's team website: <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>.

BUSINESS SURVEY

- 13 The main objective of the Business Survey is to assess the impact of Partnerships on businesses within and neighbouring NDC area, as well capturing business perceptions of the NDC area and its residents.
- 14 Telephone interviews were carried out with slightly more than 2,000 businesses in and around 19 NDC areas where the local Partnership had made a specific attempt to engage or to work with local businesses. For all 19, a list of businesses in that area was obtained from Experian, using postcode matching. This sample was used to give a **cross-sectional** view of a representative selection of local businesses. The second element to the survey was based on **'engaged' samples** provided by eight Partnerships. This sample provided data in relation to the impact of NDC assistance on assisted businesses. The full report Project and process evaluations
- 15 In all the national evaluation team undertook 117 project level evaluations. Projects were selected across six areas: the five main outcome areas and community development. These evaluations addressed activities and delivery mechanisms; sources of funding; outputs and outcomes they are anticipated to generate; BME outputs; early lessons from project delivery; deadweight and leverage; etc.
- 16 Some 39 process evaluations were also undertaken in Autumn 2004 exploring issues such as monitoring and evaluation, Board development, HR considerations and exit strategies. These evaluations identified key features of each initiative, advantages and drawbacks, and lessons for the wider neighbourhood renewal community.

FOCUS GROUPS

- 17 The key aim of this qualitative survey is to establish residents' perceptions of overall change in their area, awareness of the local Partnership and the perceived impact NDCs have had locally. MORI conducted 78 focus groups, two in each NDC area. In each area one Focus Group was conducted with participants drawn from the general population and one from a more targeted group such as beneficiaries of particular projects, volunteers delivering NDC projects or a particular sub-section of the community, for example, those seeking work or people over 55.

- 18 The topic guide covered core issues, alongside targeted sections exploring themes such as education, health or crime in more detail. Findings were analysed using XSIGHT, a qualitative software package, providing a structured and searchable apparatus within which to categorise and understand the data. A Programme wide overview has been produced.¹⁹⁷

TEMPLATE DATA

- 19 In each of the three years 2002/03, 2003/04 and 2004/05 the national evaluation team's 39 local contacts produced an annual Partnership level report. This was informed by interviews with about 20-25 key players within, or associated with, the Partnership, documentary evidence, meetings with local residents, attendance at Board meetings, and so on. In order to ensure a degree of consistency, all 39 reports also included about 37 standardised templates. Some of these provided factual information (size and composition of Boards, staffing complements, actual involvement of partner agencies, etc); others reflected the 'average' position of local observers in relation to changes with regard to process considerations such as the degree to which local communities and agencies were involved in NDC activity, barriers to delivery, and so on). Responses proved to be remarkably consistent through time and across the 39 Partnerships.
- 20 Using all of the then available change data, in summer 2005 the 39 local contacts produced a final 2001-2005 overview report for all Partnerships reflecting on change during this period. In addition these reports also reflected on the plausibility of Partnership level outcomes being achieved before direct NDC funding ceases in or around 2010. This evidence is developed in Chapter 13 of this report.

STATISTICAL METHODS

- 21 **Logistic Regression Analysis:** is used to unpick factors explaining why any given group of residents is more likely to experience a particular event or condition than another group: for example the likelihood of experiencing ill health or not, or of being unemployed or not. The method is useful as it takes into account or adjusts for a number of underlying explanatory variables – such as age, ethnicity and tenure – when calculating the extent to which other factors have a bearing on a particular outcome. For example, all other things being equal, what relationship does being worklessness or not, have with ill health.
- 22 The results of such an analytical approach can be presented as a series of odds ratios. Odds ratios reflect the odds of a person being in one group rather than another after all other factors in the model have been taken into account. For example, an odds ratio of 2 would mean that a person with a known attribute – for example, being unemployed – is, on average, twice as likely to say their health is not good as a person who is not unemployed, after all other factors (such as age and ethnicity) have been taken into account: the odds ratio adjusts for other factors.

197 MORI (2005) *Views of NDCs: Focus Groups Report*.

- 23 **Factor Analysis:** is used to create a number of the composite scores. It enables a number of related groups of variables to be pooled to create indices which measure different dimensions of the data. For example, a factor analysis of the seventeen questions on problems within the area resulted in three dimensions being identified: lawlessness and dereliction, social relations problems, and local environment problems.
- 24 **Composite Index of Relative Change:** provides a summary of the extent to which Partnerships achieve change relative to that managed by the NDC Programme as a whole. The index is based on 36 core indicators (see above Table 8). To ensure the main themes of the Programme contribute equally towards the final index, there are six indicators per theme, plus six to capture the community and social capital dimension. Each indicator is converted to the same metric by the use of Z-scores to standardise the data. The Z-scores are combined to provide a score per main theme and an overall score for Programme level relative change. A low score or ranking on the index does not imply that a Partnership has not made improvements, only that these have on average been lower than those achieved across the Programme as a whole.
- 25 **Multiple Regression:** is used to explore relationships between the Composite Index of Relative Change and a number of explanatory variables. Data incorporated in the models as explanatory factors for change included: expenditure, template data on processes within Partnerships, area characteristics, and the starting position of areas at the beginning of the period of change. Multiple regression allows the identification of factors which significantly contribute to a Partnership's ability to achieve change relative to that across Partnerships as a whole.

APPENDIX TWO:

NEW DEAL FOR COMMUNITIES THE NATIONAL EVALUATION: OUTPUTS 01-05

Reports available on NRU/ODPM website (<http://www.neighbourhood.gov.uk/>)

ANNUAL PROGRAMME WIDE REPORTS

Research Report 7	New Deal for Communities: The National Evaluation Annual Report 2002/03
Research Report 12	New Deal for Communities: The National Evaluation Annual Report 2003/04
Research Report 14	NDC National Evaluation: An overview of 2002 & 2004 Household Surveys

Reports available on the evaluation team's web site, which is:
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/Home.asp>

RESEARCH REPORTS

Title	Published
Cleaning up the Neighbourhood: Dealing with Abandoned Cars and Fly-tipping – Research Report 1 <i>Ian Cole, Paul Hickman and Stephen Green</i>	Mar 2003
Job Brokerage: Early Findings – Research Report 2 <i>Fiona Walton, Ian Sanderson, Kate Botterill and Sally Halliday</i>	Apr 2003
Investigating the Crime Reduction Claims of NDC Partnerships – Research Report 3 <i>Kate Bowers, Shane Johnson, Alex Hirschfield and Chris Young</i>	Apr 2003
Youth Crime: Offender Based Approaches to Reduction – Research Report 4 <i>Sue Adamson</i>	Apr 2003
Youth Crime: Diversionary Approaches to Reduction – Research Report 5 <i>Sue Adamson</i>	Jul 2003
Skills for Employability: Early Findings – Research Report 6 <i>Suzanne Hanson</i>	Jul 2003
Teenage Pregnancy Prevention Initiatives in New Deal Communities – Research Report 7 <i>Lindsay Blank, Elizabeth Goyder and Jean Peters</i>	Jun 2003

Title	Published
Supporting Teenage Parents: The Potential Contribution – Research Report 8 <i>Elizabeth Goyder, Lindsay Blank and Jean Peters</i>	Jun 2003
Drug Prevention or Reduction: Early Findings – Research Report 9 <i>Jean Peters, Lindsay Blank, Elizabeth Goyder and Elizabeth Ellis</i>	Jun 2003
Raising Educational Achievement – Research Report 10 <i>Marie Lall and David Gillborn</i>	Jul 2003
Widening Participation in Higher Education – Research Report 11 <i>Marie Lall, Louise Morley and David Gillborn</i>	Jul 2003
Black and Minority Ethnic (BME) Inclusion – Research Report 12 <i>Claudine Rausch and David Gillborn</i>	Jul 2003
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