

New Deal for Communities

The National Evaluation

Research Reports

Mainstreaming in NDC Areas: Evidence from the National Evaluation 2004/05

Research Report 66

The Neighbourhood Renewal Unit within the Office of the Deputy Prime Minister is currently sponsoring the 2002-2005 national evaluation of New Deal for Communities. This evaluation is being undertaken by a consortium of organisations co-ordinated by the Centre for Regional Economic and Social Research at Sheffield Hallam University. The views expressed in this report do not necessarily reflect those of the NRU/ODPM.

Those wishing to know more about the evaluation should consult the evaluation's web site in the first instance
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/h>



*Sheffield
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**Mainstreaming in NDC Areas:
Evidence from the National Evaluation
2004/05**

Research Report 66

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Executive Summary

This research report from the national evaluation of New Deal for Communities draws on primary data from twenty short cases and on secondary material from the local evaluation studies undertaken in thirty nine NDC areas. The report outlines activity in the year 2004-05, but also reflects on the progress of mainstreaming over the four-year life of the national evaluation and looks at the prospects - and continuing challenges - for the coming years.

Despite continuing uncertainty about **definitions** and interpretations, the level of dialogue about mainstreaming has risen. With growing realisation that the intensity of current funding of some projects is unlikely to be sustainable there is increased willingness to engage in, and develop shared understandings with the mainstreaming debate. Where there is debate there is progress, but where confusion or disagreement over definitions persist is also where there is less progress.

In terms of **organisational commitment** a major feature of the year has been the stronger engagement between NDC partnerships and LSPs. Building on ever-growing interlocking membership of LSP Boards, thematic partnerships, area structures and NDCs, there is greater fit between NDC thinking and that of Community and Neighbourhood Renewal Strategies and a greater recognition of the contribution that NDCs can make to neighbourhood renewal across the city or borough. This engagement is driven by strong leadership and the emergence of area/neighbourhood structures, in some areas reinforced by support from Government Offices.

Although there can be tensions in local authority/NDC relations (over the role of the local authority as accountable body, a changing political climate, councillor attitudes, personnel practices), relationships between the local authorities and NDC partnerships continue to improve. A number of factors encourage closer linkage at strategic and working levels - signed agreements, changes in senior management, local authority restructuring. Agencies argue that their commitment to NDCs, and to activities undertaken with or for NDCs, have increased, although much of the research evidence suggests that in practice there has been little change over the year. There is now much greater understanding between agencies and NDCs, with clearer recognition by NDCs of the need to fit NDC aspirations for service change and resource bending into the corporate plans and programmes of agencies, and clearer acceptance by agencies that NDCs can make a contribution to experimentation and learning about new methods of service delivery.

There has been little movement on **resource management**. There is little evidence of any resource mapping and much thinking about mainstreaming remains dominated by a concern for 'continuity funding' for projects.

In terms of the **reshaping of services** the evidence is of extensive joint working, and of increasing linkage between NDCs and a variety of sub-groups, theme teams and partnerships associated with specific policy areas. There is no uniformity of practice, but detailed case studies of mainstream engagement in twenty NDC partnerships provide evidence in relation to:

- Housing (where major capital projects demand extensive technical and professional input particularly from the local authority)
- Neighbourhood management (which provides a context for the engagement of a number of mainstream agencies in an integrated and responsive approach to local service delivery)
- Health (where some PCTs are making commitments to take on NDC projects)
- Crime and disorder (where strong police engagement continues, often channelled through Crime and Disorder Partnerships, and increasingly identifying new issues (e.g. arson and anti social behaviour))
- Worklessness (where Jobcentre Plus continue to have a significant presence)

- Business involvement (where there are emerging initiatives on social enterprise)
- Education (where there are growing strategic and operational links with LEAs)

A number of **constraints and barriers** to mainstreaming remain - the complexity of the regeneration scene, different agency geographies of action, lack of fit between agency and NDC objectives, persistent silo mentalities, and human resource (especially recruitment) policies and practices.

These are more than balanced by a range of **opportunities and drivers** - strategic alignment and the emergence of positive linkages between NDC partnerships and LSPs, structural changes in local government and agencies, leadership (increasingly exercised through the LSP), renewed interest in an evidence base, more time and energy being spent on succession planning, NDCs willing to challenge local government practices, and the growing confidence in and respect for NDC staff in terms of influence on agencies.

Increasing attention is being given to **sustainability** and to succession planning with many - but by no means all - NDCs beginning to develop a clearer view on mainstreaming and forward strategies, devoting attention to changing the way services are delivered rather than solely persuading mainstream agencies to put money into the survival and continuity of NDC projects.

There are tendencies towards a more strategic approach to mainstreaming, which is the result of reflection and learning over the first five years of the programme, and which in some cases stems from a closer relationship with the LSP. NDCs are learning that sustainability means finding common ground with partner agencies and aligning the very local priorities of the NDC with those which reflect wider concerns than those of a single neighbourhood. NDC partnerships already make a contribution to agency learning about the possibilities of replication and roll-out of NDC activity. More attention needs to be given, however, to issues of transferability and to the scope and implications of roll out/replication. This now represents perhaps the greatest challenge - to NDCs, to agencies, to government offices and to central government - in a debate about mainstreaming which needs to intensify in the second half of the NDC programme.

1. Background

1.1. Definitions and Understandings

Mainstreaming remains a major challenge - for NDC Partnerships, for the local authority and for agencies. Towards the mid point in the life of many partnerships a distinction can be made between two levels of progress on mainstreaming. On the one hand are partnerships which, for a variety of reasons - inadequate initial delivery plan, introspection in establishing projects, loss of senior leadership, staff turnover - have made little progress on influencing or reshaping main programmes. Such partnerships have also made little progress on long- term sustainability. On the other hand there are partnerships which have clearly reached maturity, which are collaborating successfully with the local authority and with agencies, and which in project development, in joint working and in institutional planning for the long term can be seen to be engaged with the mainstream.

There still remain a variety of definitions, understandings and interpretations of what the term 'mainstreaming' means and what it implies for action on the ground. Interpretations vary from short-term secondment of staff and joint funding of NDC projects, to replication and rolling-out an NDC project across the local authority. For some, 'determining the sustainability of many projects is occasionally confused with sustaining the outcomes from the projects' For many, mainstreaming is still seen in terms of continuation funding from mainstream service providers 'to provide or continue to fund the level of service provided by the project after NDC funding has ceased', with less mention of adjustments in mainstream practice. Understandings differ across sectors with 'non-statutory stakeholders generally believing that mainstreaming is characterised by increasing resources and targeting, whilst statutory agencies suggest that it involves restructuring services and getting people to work in different ways by spreading learning from projects'.

Such a lack of shared definitions or understandings clearly remains a barrier in many NDCs, but there is also convincing evidence that the level of dialogue over mainstreaming has risen. With growing realisations that the intensity of current funding of some projects is unlikely to be sustainable in the long term, the challenge grows to establish with partners 'through careful evaluation, what elements of the programme can feasibly be incorporated into mainstream provision'.

Thus a growing number of partnerships are attempting to resolve the tension between 'the idea that mainstreaming is about partner agencies taking on the financial responsibility for projects' and a more strategic approach 'that learns from the best aspect of well run projects, and works out ways that the best practice can be incorporated into existing service provision'. Greater progress is apparent where the NDC 'recognises that bending the mainstream can take the form of adjusting the way existing services are delivered to better meet the needs of the area and its residents'. Where there is still confusion or disagreement over definitions is also where there is less progress. Yet in many cases, the barrier to mainstreaming identified in previous annual reports remains. There is 'strong residual inclination by mainstream agencies to deal with the NDC as a gatekeeper in its own right of the funds at its command' rather than to engage seriously in mainstreaming forward planning. It is against this background that this research paper reports on activity in the year 2004-05, but also reflects on the progress of mainstreaming over the four-year life of the national evaluation and looks at the prospects - and continuing challenges - for the coming years.

1.2. Methodology

The chapter adopts the same analytical framework as last year distinguishing between:

- An **'organisational engagement'** dimension' which addresses whether there is 'top down' organisational commitment to mainstreaming, echoing the Audit Commission's corporate policies category. This dimension includes material relating to issues of both corporate commitment and structural arrangements (Section 2)
- A **'resource management'** dimension which looks at resource planning and allocation and at whether mainstream resources are being diverted into NDCs. (Section 3)
- A **'reshaping services'** dimension which asks whether existing services are being delivered in different ways or whether new forms of main programme delivery are being attempted (Section 4)

The main constraints/barriers and opportunities/drivers to mainstream change are discussed in Section 5 with a final section 6 on the implications for the remaining years of NDC partnerships and for the long-term sustainability of renewal programmes.

The report makes use of both secondary and primary sources. Thirty nine sets of templates from the local NDC research studies, together with commentaries on these templates providing the researchers' interpretations based on interviews with local stakeholders (partnership board members, programme teams, agencies), provide secondary material. In addition the report draws on primary material in the form of 20 short case studies offering examples of mainstreaming activity. Selected on the basis of potentially interesting examples of NDC activity emerging from the thirty nine local evaluations, the case studies provide illustrations of the key themes in the mainstreaming debate, including organisational commitment, resource management, reshaping services and sustainability.

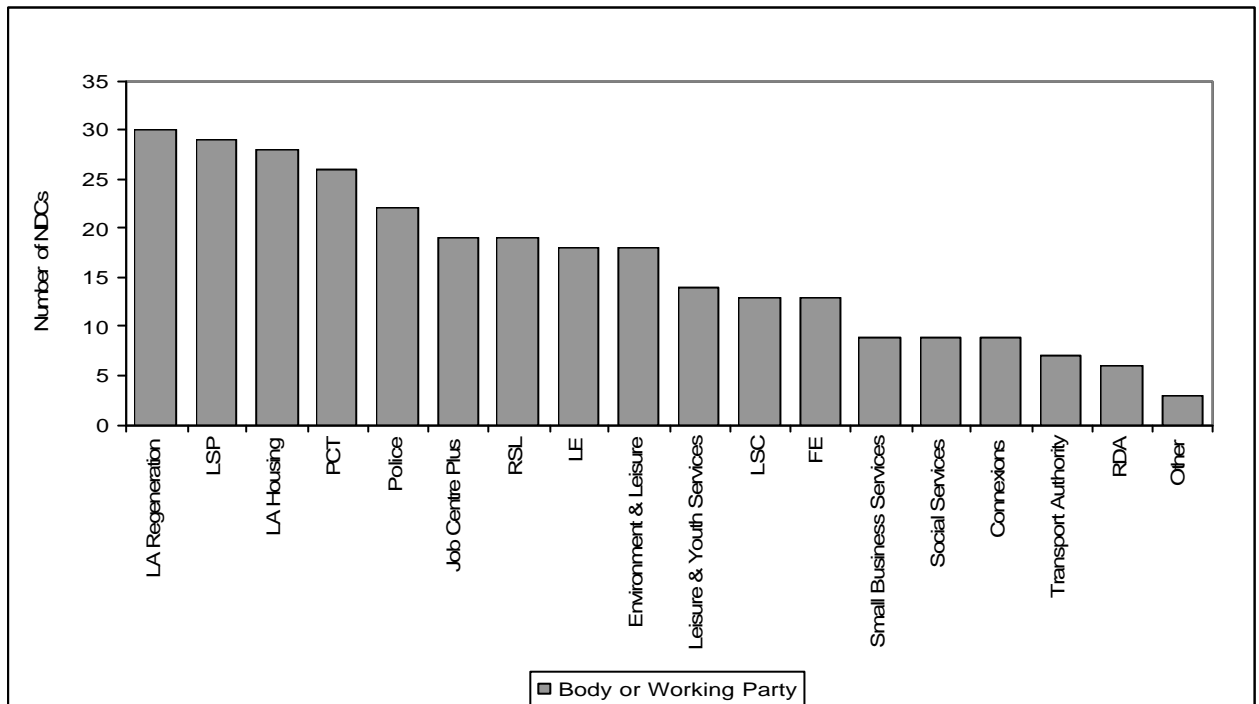
The case studies are presented in the Appendix to this report, although throughout the main text of the report there are cross-references to the case study material. The cases vary widely in their focus on and implications for mainstreaming, but each is presented under four headings - background, content, drivers and obstacles, and issues and lessons. All case studies are between three and four pages each, although one, the Liverpool Kensington case, offers a more in depth analysis of the inter-related housing and neighbourhood management issues.

2. Organisational Commitment

2.1. The Engagement of NDCs

Engagement between NDC partnerships on the one hand and departments of the local authority or other agencies on the other hand varies considerably across NDCs and across particular agencies. Chart 5.1 shows the extent to which a Board member or member of staff of an NDC has a place on the Board of another organisation (or one of its working groups).

Chart 5.1: NDC Membership of other agencies



More than two thirds of NDCs have a place in the structures of local authority regeneration and housing departments, as they do with LSPs and with Primary Care Trusts. What is perhaps striking is that 10 NDCs have no place within the structures of the LSP, and that in relation to health and police 13 and 17 NDCs hold no such position. Around a half of all NDCs are represented in the structures of Jobcentre Plus, social landlords, and the local education authority. By contrast there is little representation of NDCs in agencies such as Learning and Skills Councils (13 NDCs), further education (13), Small Business Service (9), Connexions (9), regional development agencies or transport authorities (7). Whilst there are occasional examples where an MDC has made important steps towards engaging with these wider agendas, in general there is a disjuncture between the micro focus of most NDCs and the broader agendas of economy, employment and transport.

2.2. NDCs and the Local Strategic Partnership

Relations between NDCs and LSPs are improving, as LSPs become better established and clearer about their role as a strategic partnership 'hub', and as NDCs become more assertive about their potential to showcase different approaches to service delivery that can be rolled out across the local authority. There remain concerns about insufficient linkage, with references to relationships that are 'less than ideal', to the fact that NDC Partnership is not 'part of the ongoing strategy for the City and is viewed as another ABI, rather than as a model for area working', to links with the LSP as being 'tentative',

'ill defined' and 'weak', and to the fact that 'the NDC Partnership needs to become a recognised part of the "LSP family'.

One reason for this is in some cases the lack of an (as yet) effectively functioning Local Strategic Partnership. In one NDC locality the LSP 'has yet to constitute itself as a fully functioning body able to oversee the neighbourhood renewal agenda, and has so far failed to give collective leadership on mainstreaming'. A different concern is that weak links with the LSP inhibit connections with the key strategic agendas currently relevant to the development of a whole district or city (e.g. Housing Market Renewal). This is a consistent theme. Linkages through the LSP to regional and wider regeneration bodies were identified as being of growing importance (e.g. in the London Boroughs of Hackney and Lewisham, and in Luton and Coventry). One London report for example raised concern about the lack of evidence that the partnership had developed initiatives within the Thames Gateway context or had engaged with other aspects of the sub-regional or London-wide regeneration agenda. Another, however, recognises the need for a regional approach in its Forward Strategy, which 'will rely to some extent on the success of its social enterprises and is putting a great deal of effort into promoting the regional partnerships that will facilitate this'.

The growth in, and importance of, interlocking membership has already been mentioned, but despite this, some NDCs offer little engagement with the LSP. In some instances this is attributed to resource and time constraints. In other areas turnover of programme managers has limited the degree to which the Partnership has become involved in the LSP. Others feel that their representation on the LSP has not been at a high enough level to have an influence. In one area 'whilst it is appreciated that there are numerous ABIs, and all of them could not be represented at this level, the NDC is unique in its coverage of all themes and a place at Board level would enable it to fit more strategically into Borough and cross-Borough plans and to be more outward focussed'. Another factor was the lack of involvement of the NDC in the Community Strategy. In one area 'the recent LSP Strategy did not include the NDC at all'. In several NDC localities the NDC area does not benefit from Neighbourhood Renewal Funding primarily because the NDC has its own substantial line of ODPM funding. This is not always the case, however, and in Coventry, for example, the NDC area is in a community strategy priority neighbourhood and NDC involvement has bent some NRF resources into the area.

If there are concerns in some NDCs about the lack of linkage with the LSP there is nevertheless extensive evidence of positive collaboration. This is frequently expressed in the form of NDC Chairs, directors and officers sitting on the board or sub-groups of the LSP (Lambeth, Leicester, Brighton, Bristol, Middlesbrough, Walsall), and of agency representatives who sit in both NDC and LSP groups. Hartlepool identifies 'considerable evidence of joint thinking at the most formal level of the LSP' which is helped by fact that 'key actors in the NDC from the agencies are also among those who sit at the LSP and both sector and resident representatives on the Board and team members are well connected into the governance web of the town'. 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. Derby offers a further example of clear and well functioning linkages between NDC and LSP with a dedicated group for mainstreaming which brings the key people together and facilitates NDC's role as laboratory to test ideas and feed them back into the city's agenda (see case study example).

CASE STUDY: The **Derwent Integrated Services Group (Derby)** focuses on mainstreaming and is chaired by the NDC Director with a reporting line to the Derby Partnership. The NDC Jobs and Skills theme leader is vice-chair of the Objective 2 working group, which manages and appraises the ERDF programme. There are monthly meetings between the Director of DCT and the Assistant Director and Chief Executive at Derby City Council. Links to the Neighbourhood Renewal Team within Derby City Council are to be formalised over the next year.

Three important drivers help to improve linkages between LSP and NDC:

- leadership in general, and the attitude of the Chief Executive of the NDC in particular. For example in Leicester, the Chief Executive Officer has taken on 'an ambassadorial role for the partnership to build much needed positive links within the city and has lobbied mainstream agencies in order to secure their commitment'. In Oldham, an improved relationship is attributed to the NDC chief executive and has resulted in NDC representation on the LSP, with several board members linked to LSP sub-groups. 'This has played a valuable role in beginning the process of restoring the NDC's credibility at the borough-wide scale'
- the NDC role in influencing, developing and supporting area working and/or neighbourhood management (Bradford, Newham, Nottingham, Walsall, Tower Hamlets, Sandwell) has been key in developing NDC-LSP relationships. Bradford, for example, illustrates the linkages between NDC work and other work in developing district-wide strategies through the LSP. The work of Bradford Trident with the LSP - particularly in steering the piloting of Neighbourhood Action Planning - is clearly a good practice example where the NDC has brought additionality to the process of partnership working in the district. Elsewhere Newham has set up 10 community forums, one of which has been coterminous with the NDC area (until a recent redefinition of forum boundaries). In Nottingham, the suspension of the LSP's operations has held back the NDC's progress in developing strategic linkages, but has also created an opportunity for NDC to participate in 'the re-framing of the approach to Neighbourhood Renewal across the city. In Tower Hamlets, the NDC is engaged with area working through the Local Area Partnerships, two of which cover NDC territory. In Walsall, the NDC is also a pilot for neighbourhood management arrangements in the area and as part of this has a neighbourhood management officer. Hartlepool Revival is heavily involved in the housing remodelling task and is set to become the successor body for NDC. 'This will be supported by Neighbourhood Management which will roll out in 2005, and will be a major plank in the Partnership's mainstreaming strategy'
- important also in some localities has been the role of the Government Office, of particular value where the NDC's relationship with the LSP has been slower to develop (Brent, Wolverhampton, Oldham for example). There is scope for the Government Office role to be extended, and in one area at least, action points for the partnership argued the need for the GO to take a much more proactive and interventionist role on mainstreaming and 'twist arms' to ensure that progress is made soon'

2.3. NDCs and the Local Authority

Relationships between the Local Authority and NDC partnerships continue to improve, with a number of factors encouraging closer linkage at strategic and working levels. These factors include signed agreements (SLAs etc), a change of Chief Executive in the Council, restructuring in the Council, and the creation of an interdepartmental team of senior officers to respond to NDC.

Sheffield has taken forward a formal agreement, initially with a broadly based 'Advancing Together' agreement with the City Council and subsequently built upon with a similar agreement for education with the LEA. The Agreement opens the door to direct investment in schools and means that NDC will be able to talk directly to school heads. Other NDC partnerships benefiting from SLAs include Hartlepool and Hammersmith - 'relationships with the Accountable Body are generally well-managed with agreed roles and boundaries established through an SLA'.

In some cases, relations with the local authority have improved at senior officer level due to the personal commitment of key individuals within the Council, and - in the case of Oldham - a new commitment and interest by the Council. In Bristol the employment of a Chief Executive with a strong personal interest in regeneration and renewal has led to the move of the regeneration unit from the housing and neighbourhood services department to within the Chief Executive's department. The local authority has become a key enabling agency for the NDC, bringing together grade 2 managers to discuss the implications of regeneration schemes such as NDC on the work of the Council. Good relations in Derby are characterised by regular meetings between the Chief Executive and Assistant Director of DCC and NDC's Director. Middlesbrough notes the 'supportive approach of the Council's Chief Executive who is a member of NDC's Board'. In Hackney, the appointment by the Council of a Regeneration Manager to work specifically with ABIs is seen as a means to improving the relationship between the council and NDC.

Many NDCs describe similar close corporate and departmental linkages (Luton, Brent, Tower Hamlets, for example), with good links with staff from departments (or sections within them) such as Regeneration, Housing, Parks and Open Spaces, Streets Scene, and - most obviously this year - Education. There is also increasing linkage with central service functions such as finance and human resources. NDC senior management 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 ensuring that it fulfils its obligations to NDC has improved communication and accountability between Council and NDC. This is mirrored by the increasing visibility within NDC partnerships of professionals who have gained the confidence and trust of local authority (and agency) colleagues, and who are thus more respected, realistic and thus influential in debates about mainstreaming. Bristol City Council has appointed a mainstreaming officer.

Where the local authority has developed area working, NDC is able to engage with the Council (and the LSP) through Area Committees and Area Action Plans, which are often the focus for the delivery of the Local Neighbourhood Renewal Strategy. Nottingham NDC is engaged with the Area 4 Action Plan, and Nottingham City Council has continued with the devolution of Neighbourhood Services, working through the Area Committees.

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| <p>CASE STUDY: In the New Heart for Heywood (Rochdale) NDC governance and strategy reviews have addressed both structures and membership and have led to improved relations between stakeholders, sharpened priorities, a repositioning for the wider context, and a new focus on strategic and often innovative projects.</p> |
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Strong strategic level linkages are evident in Bradford, where the LA plays a significant role in the delivery of the NDC programme, and has also 'contributed directly this year to the development of Bradford NDC's forward strategy'. Both Bradford and Doncaster register evidence of the NDC's influence on the council's strategic planning and resource allocation in more than one area of their service delivery, which suggests that strategic linkages are working well in both directions.

Others describe enhanced understanding. In Hartlepool, for example, the local authority/NDC relationship has improved significantly due to a greater NDC understanding of the problems around participation and regeneration' which has led to NDC recognition that problems in the past 'were not the result of failings on Hartlepool Borough Council's part, but due rather to the complex and difficult nature of regeneration and participation work itself'. Nevertheless there remain tensions and obstacles - sometimes co-existing with positive progress in the same authority. Local evaluations point to a number of such tensions:

- the LA's role as accountable body can emerge as what is perceived as a top-down, heavy-handed approach to its role and particularly intrusive for resident NDC partners. In one example the council takes the view that it is acting appropriately as accountable body in ensuring that government provided resources form part of authority-wide regeneration arrangements and contributes to the regeneration of the borough as a whole. Residents however have tended to view these interventions as the council pursuing a dictatorial approach and trying to take over the NDC for its own ends and 'take credit' for its successes. Other stakeholders note that this tension is down to presentation and the historically poor links between residents in the area and the council, rather than the Council attempting to take over, and in other NDC areas any conflicts between the authority's dual role as partner and accountable body can and have been resolved
- one local report identifies 'understandable tensions and differences of view' between the Partnership 'going it alone' in terms of the provision of some key services, in order to ensure the level of service they want, and the wider logic of contributing to broader-based efforts to improve basic standards. Such tension was seen for example between the borough's approach and priorities for service management, and the neighbourhood management approach that the NDC was keen to see adopted
- a changed political climate may result in what is seen as decreased involvement from the local authority. In one area the reluctance of the local authority to fund voluntary sector activities has constrained NDC delivery and the Partnership is currently investigating alternative funding streams for existing voluntary sector projects. Elsewhere budgetary difficulties confronting the council 'provide a difficult background for both parties to operate effectively within'
- some reports note that councillors continue to have only limited knowledge of the NDC. 'Getting the message through to councillors who are not Board members' is challenging, with some councillors apparently continuing to think that NDC money replaces core funding. In one area 'some Councillors are, at the least, dubious about the value or legitimacy of NDC'
- one partnership reports some tension between the NDC human resource priorities (for example on local jobs for local people) and the borough wide (and equal opportunity focussed) practices of the local authority

2.4. NDCs and Agencies

The relationship between NDC partnerships and agencies is crucial to the development of a meaningful mainstreaming relationship. The evidence on this issue is ambiguous but on balance encouraging. Charts 5.2 and 5.3 suggest that in the view of agencies themselves their commitment to mainstreaming assisted programme delivery in 22 NDCs as against 10 in 2003. This positive response is slightly diluted by the observation that programme staff in 14 NDCs (as compared to 10 in 2003) felt that commitment to mainstreaming represented a constraint on the delivery process.

Chart 5.2: Commitment to mainstreaming (agencies response)

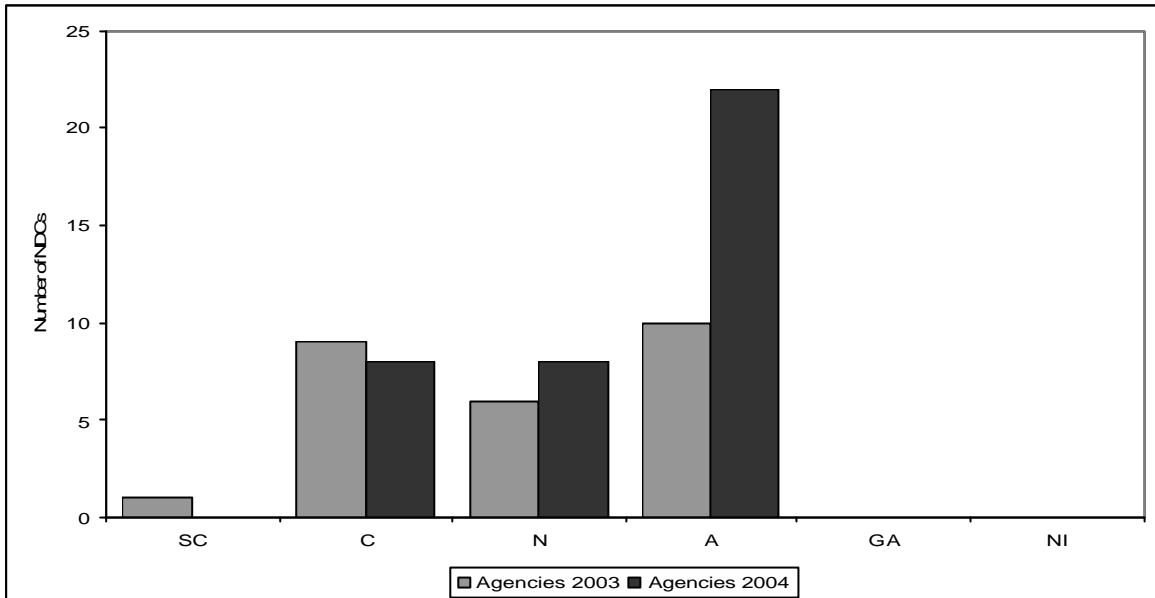
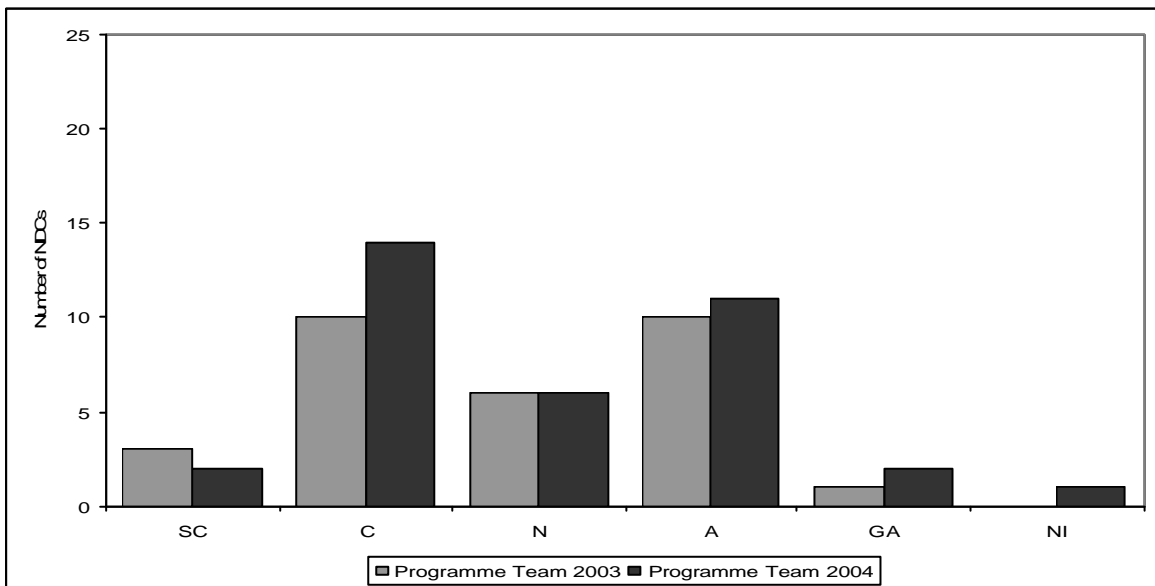
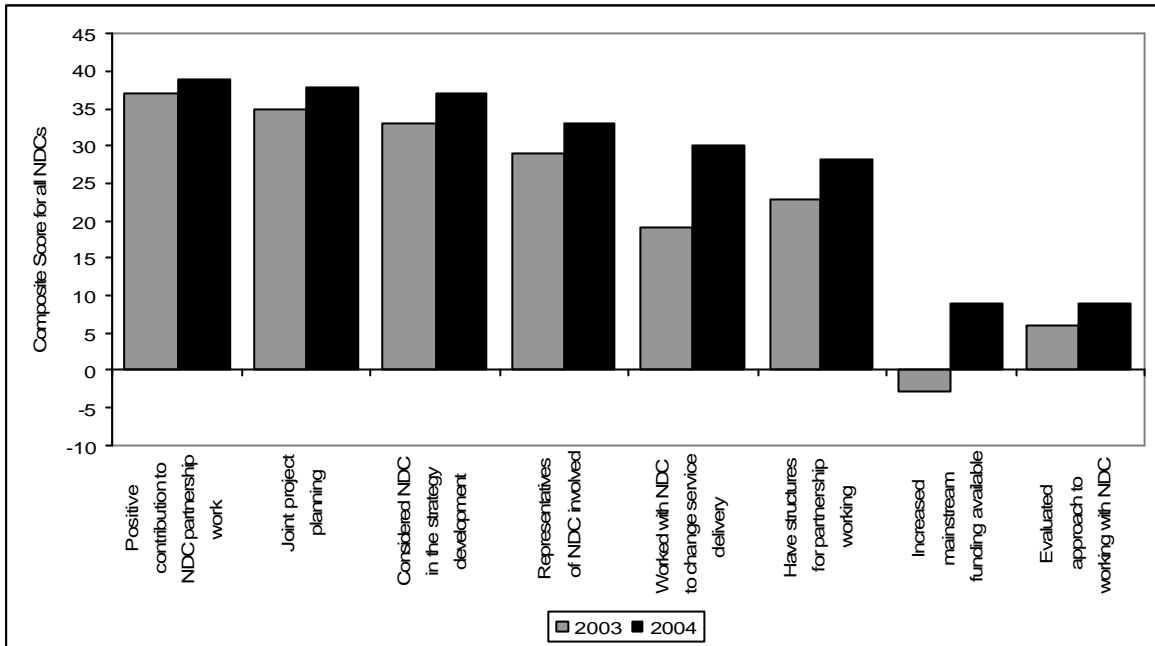


Chart 5.3: Commitment to mainstreaming (programme staff response)



The more positive interpretation of agencies themselves is reinforced by the finding that agency membership of NDC boards or groups increased in 19 NDCs in 2004. Agencies also felt that their roles had increased in relation to community consultation, collaboration on projects, improved liaison and linkage (both with NDCs and within agencies), and general networking. Again as Chart 5.4 shows agency activities were reported to have increased across a wide range of activities.

Chart 5.4 Agency Activities



These findings must be interpreted with caution. More probing interviews by researchers in NDCs suggested that there is more awareness and discussion of mainstreaming but as yet this remains to be translated into action. For 16 key agencies/departments and 7 key activities, researchers concluded that in only 9 (out of a possible 112) observations was the number of NDCs reporting positive progress in 2004 greater than in 2003. Interestingly 5 of the 9 positive responses related to activities of the Local Strategic Partnership.

3. Resource Management

The evidence on resource bending is ambiguous. Agencies themselves claim to have increased the levels of mainstream funding to NDCs. In 22 NDCs spending is reported as having increased in the year (as compared to only 12 making the same response in 2003-04). For 16 NDCs, however, lack of financial resources represented a constraint on working with NDCs, (albeit this was a slight reduction from 16 in 2003-04). Researchers, however, probing this issue in interviews and in relation to specific agencies, argued in relation to all the activities covered that the number of NDCs making progress on main programme spend in NDC areas had decreased. There may be reasons for this. Estimates of main programme spending activity in 2003-04 may have been exaggerated and the current year may offer a more realistic, if lower, picture. Agencies themselves might be expected to over report their spending contribution. What is clear is that NDCs undertake very little systematic mapping of spending patterns in NDCs.

The absence of clear evidence fuels the concern in a number of areas that mainstream partners, and the local authority in particular, uses NDC as a cash cow - one interviewee argued that 'the fantasy that New Deal money can be used as a substitute for mainstream resources hasn't gone away'. Whilst this may be the perception of NDC teams or residents in fact the problem is the lack of evidence of the existence and/or impact of mainstream contributions.

3.1. Mapping Resources

Few partnerships have undertaken significant work on the leverage question, and only the Bristol report offers a serious analysis of expenditure patterns

CASE STUDY: At Community at Heart (**Bristol**) in relation to project funding there has been relatively little additional funding levered into the scheme - on average during 2003/04 for each pound spent by Community at Heart the partnership attracted 20 pence of additional funding. Within the five main floor target themes around 13 pence per NDC pound came from local mainstream agencies, with high leverage found in housing reflecting the role of the local authority and housing associations as landlords (and potential landlords) and in education (where the development of the City Academy has attracted significant funding from central government). Conversely the absence of engagement of the Primary Care Trust for a period is reflected in the minimal financial contribution of the PCT to health expenditure.

If mapping expenditure is difficult, it is more straightforward to document the nature and level of mainstream activity that is expected from agencies, and to monitor the extent to which that activity takes place. Southwark has adopted a system of monitoring progress in mainstreaming which records the mainstream provider, its involvement with the partnership, which projects are to be/have been mainstreamed, and what changes have been made to mainstream service provision - identifying increased benefits to residents and the role of the NDC in influencing that change.

3.2. Continuity Funding

There is still a strong tendency for NDCs to interpret mainstreaming in terms of continuity funding for NDC projects, but expectations of mainstreaming in some partnerships do not match the possibilities open to agencies. Local authority budget deficits, local political jealousies of a 'rich' NDC, and the need to allocate resources towards centrally driven targets all inhibit the bending of the mainstream. Nevertheless there appears to be greater realism this year as to the likelihood of such continuity

funding, and recognition that mainstreaming may be more difficult where a service is not already part of mainstream provision, as is the case for many community or voluntary sector projects. There are concerns that the high ratio of NDC to agency funding in projects makes taking projects into the mainstream more difficult.

There are positive examples of improved agency engagement with NDCs and in a number of cases continuity funding has emerged. In Middlesbrough for example, a number of interventions initially funded by NDC, such as additional health visitors, school nursing and health provision in the BME communities, are now mainstream-funded, having proved their worth as pilot projects. In Sheffield the relationship between the local authority and the NDC has continued to develop through the Advancing Together agreement which has clarified spending commitment and gone some way to addressing the concerns of residents about NDC resources being spent on services which should be provided by statutory agencies. In Southwark the LEA has taken on funding of a lone parent employability project and primary schools now support learning support assistants.

4. Reshaping Services

4.1. Housing and Environment and Neighbourhood Management

Housing continues to be a critical area for NDCs, often requiring significant physical renewal, project planning and programming, large capital financing, complex partner involvement, major input of technical/professional expertise, and extensive community involvement. Liverpool Kensington NDC sums up the challenge. 'Housing dominates the NDC programme utilising half the NDC funding and a higher proportion of the total resources available. Its significance in terms of spend is matched by its importance to local residents'.

Since the local authority is often the landowner, there is a common expectation amongst NDCs that physical projects will be taken on by the council when the NDC programme finishes. Where there is Housing Market Renewal (as in Liverpool, Newcastle and Sandwell for example), NDCs are both trying to ensure a co-ordinated approach to regeneration within the NDC area, and attempting to influence strategies and processes outside the NDC area. In Newcastle for example, NDC has formed a strong relationship with the fledgling Housing Market Renewal Partnership which they expect to be critical over the next ten years. Manchester NDC is involved in the wider regeneration strategy of East Manchester through collaboration with regeneration partners over joint funding and the neighbourhood planning process. Sandwell NDC has appointed a new staff member to accelerate the development of linkages with the housing mainstream.

CASE STUDY: Housing and neighbourhood management in Kensington (**Liverpool**) not only involves the rolling out of some pilot initiatives but more importantly, a more strategic approach is now being adopted which links the city's housing strategy to the priorities of the NDC, and engages with Liverpool's Housing Market Renewal Initiative. Involving neighbourhood renewal assessment, neighbourhood management, neighbourhood wardens, development of community regeneration loans and landlord accreditation, and a resident focused 'Living through Change' support, the Liverpool experience illustrates the complexity of both the issues surrounding housing renewal and the governance arrangements needed to address these issues.

The majority of localities report improved partnership working under the housing theme, better joint working, improved links into the LSP, evidence of mainstreaming and greater integration of service provision at the local level. There are examples of good links between the Housing Group and the LSP Strategic Housing Partnership of the LSP and other citywide strategic partnerships (Leicester, Nottingham). There is also good partnership working reported between NDC and the ALMO in a number of cases, and in one partnership this has resulted in expediting decent standards ahead of schedule, funding of additional staff and training of frontline staff as a result of NDC involvement. A number of NDCs describe their involvement in strategic partnerships with RSLs as well as residents and Government Office (e.g. Tower Hamlets, Bristol, Coventry, Nottingham). Coventry NDC is involved in a joint venture company with the RSL, Council and a developer. Lambeth NDC has formed a partnership with a registered social landlord to set up a new community-led RSL, which will lead on the future redevelopment of the estate.

Partnership working in the environmental theme is often supported by an **SLA** or other agreement between the local authority and NDC (e.g. Sheffield, Kings Norton, Tower Hamlets, Middlesbrough, Norwich). Improved relations and impacts on service delivery are also attributed to good representation of council departments on the Environmental Theme Group and resulting improved coordination.

There are also examples of the NDC being used as a laboratory to try out new ways of working and to **pilot innovative initiatives** which - NDC officers hope - will be incorporated into their work programmes. For example, Bradford NDC has been working with a newly established community investment organisation - to trial the Youth Build approach to house building/skills development. Similarly, the same agency, along with various departments from the local authority and local registered social landlords, have been involved in developing the 'Living Street', which may be used as the basis for a model to be applied in other communities. Brighton NDC in partnership with the Local Authority has developed Choice Based Letting, and a common database.

Equally there are examples where the Local Authority is **rolling out NDC practice**. In Liverpool, the Council has rolled out the Landlord Accreditation Scheme, and the Council is adopting the Community Regeneration Loan (an Equity Gap product) model within its private sector strategy. In Haringey, neighbourhood wardens, ASBOs and the Clean Team were all piloted by 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 HMRP funding across large parts of Newcastle.

There are of course other examples where there appears to be less progress. A few NDCs observe limited or no progress on mainstreaming in the housing and environment theme some have experienced difficulties in mainstreaming good practice (e.g. neighbourhood wardens). In one NDC which had previously experienced poor partnership working with the council's housing department, but in recognition of the need to improve joint agency working, the council has now agreed to fund a baseline survey of housing in the NDC area.

4.2. Neighbourhood Management

In some cases stimulated by the physical renewal of housing, but more generally by changes in attitude of landlords towards residents or tenants, several local authorities are moving towards devolved neighbourhood services and are taking advantage of the capacity of the NDC to test out new approaches.

In Southwark, the Local Authority has worked in partnership with NDC to develop the role of the area housing manager and multi-agency team. NDC's involvement has influenced the realignment of boundaries and the creation of a dedicated team within the council. In Newham, the Council has resourced the local housing team and agreed to a neighbourhood management approach within its own (new) Public Realm Department. This department aims to provide a more joined up approach and to deliver the neighbourhood management 'clean and safe' agenda across the Borough, building on work from the NDC. In Lambeth, Clapham Park Project has employed a Neighbourhood Manager who has facilitated work to bring service providers together. They now have an 8 agency service level agreement in place between the NDC and key service providers, and sessions are being held with the Neighbourhood Wardens to explain the SLAs, so they are able to respond when the standards are not at the acceptable level. There is a service provider forum which meets every 8 weeks attended by senior staff.

In Hartlepool, the major plank in NDC's mainstreaming strategy is the forthcoming neighbourhood management programme that will be launched this year. Discussions have led the Council to create a structure that will support Neighbourhood Management (neighbourhood action plans, neighbourhood forums, 3 town care managers), which is seen as a positive step in mainstreaming a resident influenced approach to local service delivery. In Knowsley, the Council is using the NDC as a pilot for borough-wide Neighbourhood Management, building on the existing NDC Neighbourhood Agreement

and a working group comprising residents, officers of the Local Authority, the police, the NDC Neighbourhood Action Team and Knowsley Housing Trust.

CASE STUDY: The Ocean Neighbourhood Management project (Tower Hamlets) addresses sustainability and mainstreaming as part of a borough wide initiative. Tower Hamlets is moving to more of a 'local management' model, and the links between Ocean and the structures of the LSP are developing, as the NDC emerges as one of three pilots in the borough, each tailored to local need and employing its own approach.

- neighbourhood Managers working with service providers with no extra resources to improve services (Bethnal Green East and West)
- neighbourhood Managers with some project and leverage funds to improve and deliver services (Poplar Area Neighbourhood Partnership)
- neighbourhood Manager with project and leverage funds on a larger scale to secure changes in service delivery and, in some cases, to deliver services itself (Ocean NDC)

Where an NDC neighbourhood management programme is more developed, there is evidence that NDC's approach has led to innovation in council practice, and the rolling out of neighbourhood management arrangements across the local authority. Where the local authority is divided into areas and supports the development of some form of local area partnership, mainstream agencies are engaging with NDCs through these area structures. In one area this is resulting in joint working and leverage of NRF in the cases where NDC is present at the table, but there are some arenas where the NDC does not have a presence and so is unable to influence service providers.

4.3. Health

Partnerships between NDCs and health organisations continue to be strengthened and producing demonstrable impacts within the health organisations (restructuring, realignments) and on the ground. The evidence for this lies in increased PCT representation on NDC through secondees, staffing, and PCT management of a health theme group (Doncaster, Derby, Bristol, Kings Norton, Plymouth, Middlesbrough, Walsall). There is a sense in which mainstreaming works progressively. When an agency puts senior representatives on the NDC board or manages a theme group, their mutual understanding, joint working, and interest in aligning work plans increases. In Plymouth, for example, the relationship with the PCT has improved considerably, largely as a result of the Chief Executive of the PCT now sitting on the NDC Board and playing a very active and constructive role in both the Board and the relevant theme group. Increased joint working leads to sharing information, improved networking, shared staff, all of which are conducive to consistent and efficient partnership working. Conversely, however, there is also evidence that where there is a lack of representation from the PCT in the NDC, this lack of involvement is 'stifling' strategic engagement.

There is widespread evidence of joint working (e.g. Middlesbrough, Sandwell, Hartlepool). There are examples of PCT taking up funding of NDC initiatives (Newham, Middlesbrough, Brent), and there has been a reconfiguring of mainstream services in order to work more in closer partnership with NDC.

CASE STUDY: In **Middlesbrough** the Health theme is managed by the PCT, which means that WMNT health initiatives are more closely linked with mainstream health provision than they might otherwise be. An independent theme manager would be unlikely to have as much influence within the PCT, **which** is the main provider of health services. The key driver which motivates the PCT to work in partnership with WMNT appears to be the fact that WMNT can help it to achieve its objectives, by providing extra funding and an environment in which new ideas and ways of working can be piloted.

CASE STUDY: In Greets Green NDC (**Sandwell**) the PCT is testing short-term mainstream pilots (for example smoking cessation sessions), and the Enhanced Nursing Service is a prototype for a 'Managed Care' service in the Greets Green area before being rolled out in the **wider** area. A Neighbourhood Health team has been established and a jointly funded (NDC and PCT) Manager was appointed in October 2003. The PCT will work with the NDC to develop a Locality Health Plan next year. The Manager is also the single point of contact for the Greets Green community and GP/Nursing community.

CASE STUDY: In North Huyton (**Knowsley**) mainstreaming in health reflects a history of partnership working. Currently a web of structures integrates the NDC with the wider Knowsley health agenda. Although staff capacity is a continuing constraint, practitioner involvement in partnership working together with the consistent involvement of senior officers from key agencies - often acting as champions for pilot projects - drives mainstreaming forward. Portfolios of both quantitative and qualitative evidence demonstrating outputs and outcomes make the case for mainstreaming.

Other illustrations of improved partnership include improved access to health services (new health centres, healthy living centres, self care pharmacy, a men's health project). Only in a small number of cases was limited partnership cited as an issue in the health theme, although in a few the PCT's lack of capacity, or its internal process of restructuring had presented obstacles to partnership working.

4.4. Crime and Disorder

Police engagement continues to be strong, and good working relationships are described in almost all NDCs. Across the board, the Police have developed excellent personal and organisational relationships with NDCs and have shown a high level of commitment to NDC structures and projects. A large number of NDCs have seen Police staff seconded or partly seconded to work with the NDC, joint funding of posts and initiatives, and an increase in policing in the area, although the latter is not necessarily attributable to NDC influence, but more to Home Office guidelines on neighbourhood policing. Several areas identify the development of an SLA as a milestone in formalising this partnership (Sheffield, Newham, Hackney, Newcastle, Walsall). Networking across theme groups - and in particular across health and community safety groups - is helpful, as in Southwark where the work of the community safety co-ordinator has networked the partnership and area better with existing agencies and is leading to some more mainstream resources being directed to the area for both drugs awareness and youth activities.

Police presence at and commitment to NDCs has helped to create good linkages to the Local Strategic Partnership often through Crime and Disorder Reduction Partnerships. Most NDC reports identify some form of mainstreaming - the transfer of salaries for wardens or PCSOs from the NDC to police budgets, the salary costs of drugs workers picked up by the DAT, a fire community safety officer.

CASE STUDY: Walsall NDC has developed robust relations with the Police through the latter's strong involvement at both Board and Crime theme-group, and the appointment of a secondee as theme manager. These links have led to the mainstreaming of two drugs officers and changes to policing that reflect community concerns and spatial differences. Evaluation of the crime reduction project has also led to a continuation of this project and a more robust Service Level Agreement with the Police.

Coordination between NDCs and the Police has taken place over the management of neighbourhood wardens, and latterly the introduction of Police community support officers (Lewisham, Norwich, Hartlepool, Southwark, Bristol, Coventry, Hackney, Newham, Liverpool, Nottingham, Islington). In many instances, this coordination has led to mainstreaming of wardens although in a few cases, there is uncertainty over the future of wardens because of concern over the introduction of a competing service (PCSOs), insufficient resources in the Council, or reduced need where alternative security measures have been identified (e.g. concierges in Southwark). In Newham and Bristol, the Police have changed their beat areas to better match the NDC area. In Newham, this has facilitated closer working between the mainstream police and the additional policing team. It has also assisted the NDC in obtaining crime data for the crime tracking work appropriate to its boundary. In Sandwell there has also been a shift in beat arrangements that reflects integration of NDC working with mainstream policing patterns (if not to the advantage of Greets Green area).

Significant results are mentioned in several NDCs in building joint working arrangements and mainstreaming work on drugs awareness and youth projects. These tend to be multi-agency partnerships, including schools and the PCT as well as the Police, where the latter play a key role through their activity in the theme group. In East Manchester The Beacons Community Safety manager was seconded to Greater Manchester Police (GMP) headquarters for three days a week for the whole last year, to assist with their restructuring process and to ensure that the needs of the Partnership and partner agencies were met. This enabled local accountability to be part of the new structures developed and allowed for increased attention to local issues. The new Police structure, which is expected to be rolled out citywide, was based on good practice from the East Manchester NDC area following the introduction of Local Tasking Meetings and the Local Action Partnerships, which were based on the NDC Problem Solving Groups and NDC Crime Task Group.

Liverpool has developed excellent collaboration between the Wardens and the Police, with the NDC acting as a forum to improve dialogue between the Police and local people. As a result of this dialogue, a partnership project was set up (ASONE) to work against anti-social behaviour. This partnership is between NDC, Police, Council, Fire Service, NACRO and Business Crime Direct.

CASE STUDY: In Hartlepool joint working on anti-social behaviour demonstrates the possibilities of engaging mainstream partners. Partners include the Youth Offending Service (overall management and administration of the project), Representatives from the Children's Fund, Hartlepool Families First, Youth Offending Service, Social Services, Police, Neighbourhood Services and HBC Community Safety will participate in a multi-disciplinary panel to identify families at risk and develop appropriate action plans. NDC residents along with the NDC Community Safety Manager, and other agency representatives will form a project management group to monitor the project.

CASE STUDY: In Newcastle, the Arson Task Force has been recognised as a national model of best practice in both its **objectives** and the way in which it has tailored the fire serve to particular areas in relation to need - many aspects of this project have now been rolled out city-wide.

The vocabulary of mainstreaming is employed more readily in reference to the police than any other service, but there are still issues. A few NDCs express concern that while there is good practical commitment from the Police at the operational level, the strategic organisational involvement is not as forthcoming. This addresses the heart of the mainstreaming issue. Whilst there are extra resources around, and useful pilots to subscribe to, then partnership work is developing well, but there is less frequently a clear commitment to mainstreaming of good practice or to joint planning for sustainable changes in mainstream service delivery in the longer term.

4.5. Worklessness

Jobcentre Plus continues to be a key player for NDCs, as a result of national policy and dedicated resources aimed at strengthening the relationship and improving service delivery. Thus a strong working relationship with Jobcentre Plus is frequently described (Sheffield, Coventry, Norwich, Walsall, Plymouth), which has resulted in many cases in a seconded Jobcentre Plus advisor or outreach worker based at NDC premises (Southwark, Lewisham, Wolverhampton, Lambeth, Derby, Coventry).

In one case, Jobcentre Plus has seconded a member of staff as manager of the NDC's Employment Theme, ensuring that the objectives and priorities of the two agencies are as close as they can be. In Derby Jobcentre Plus have seconded a full time outreach advisor to the Jobs Brokerage Project. This service ensures a joined up approach to the worklessness agenda, informs DCT on all new products, enables unemployed people to access advice locally and results in many innovative partnership events like the mini Saturday jobs fairs at our Wiltshire Road venue.

Improved access to services is achieved through a one stop shop for jobseeking, benefits and advice: Lambeth NDC for example, have signed an SLA with Connexions who will provide a service to the Shop for Jobs one day per week. Jobcentre Plus has been engaged with the NDC at both Board and Theme Group level. In addition, the Pensions Service and Inland Revenue are also providing a service to the Shop for Jobs. Kings Norton NDC links training, benefits support and employment under one roof with a mix of statutory agencies and service providers creating individually tailored packages for residents. Partnership arrangements are also supported by Service Level Agreements.

In many cases, the year has seen an increased focus on worklessness with a strong multi-agency approach and an emphasis on outreach. Joint working is helped in some cases through the development of an SLA (Bristol, Lambeth, Walsall, Tower Hamlets, Coventry, Wolverhampton) or in the redesign of jobs brokerage work (Sandwell). There have been some changes to mainstream practice that represent departures from traditional practice. For example in Southwark, a new post of 'Partnership Manager' has been created within Jobcentre Plus to improve their capacity to deal with local partnerships. This has opened up opportunities for discussion of how mainstream services to the NDC can be improved. Also, in addition to the Jobcentre advisor based in the NDC, REED have now added an Employment Zone funded outreach worker. This represents an increase in service availability for the area funded by a different ABL.

Whilst national policies have driven Jobcentre Plus engagement with NDCs, they also pose problems. Thus in Hackney, the @work recruitment agency continues to be successful (outstripping its targets) and represents an ideal candidate for mainstreaming as it provides very local job brokerage. Jobcentre Plus locally would be willing in principle to mainstream the agency, but in practice it is inhibited by externally established rules. Negotiations have been underway between voluntary sector agencies, Jobcentre Plus and ShOW to try to find alternative sources of funding.

Elsewhere NDCs have reported a lack of mainstream response to NDC strategies to address worklessness and one describes unexpected obstacles from the mainstream such as the new arrangements for multiple provider Employment Zone contracts in Tower Hamlets, which some interviewees argue have had the effect of increasing the competition for outputs and undermining a joined up approach to unemployment.

4.6. Business Development

Support for business development during the year appears to have increased. Activities in this area fall into a number of categories. Support to local business aims, through guidance on marketing, business planning, business law, health and safety and insurance, to generate and sustain small business. In Hackney the development of social enterprise has grown out of their strong property portfolio with acquisition of property through the Shoreditch Trust providing premises for businesses such as the @work recruitment agency, Shomedia (a SHOW social enterprise in media, printing and distribution) and Whitmore Learning Centre. The recent acquisition of the old cinema was very popular with residents who are currently being consulted on the kinds of films and events they would like to see. A different development will provide much needed GP accommodation, as well as space for the Shoreditch Spa and some housing units. A flagship project has been 16 Hoxton Square acquired through partnership and providing a community gym, training restaurant, business incubator units and space for London's first Prospect Centre, offering personal development and preparation for work to local residents.

In Newham, the Community Food Enterprise (CFE) is a social business set up with NDC grant funding which aims to become self sufficient by the end of the programme. Through an ELBA Business Broker, Tate and Lyle were introduced to the CFE and are now providing financial advice on its Board as well as other support such as the provision of a warehouse and van. During the year the CFE developed a National Training Programme for Community Food Workers and others. It has recently received accreditation from the London Open College Network and will be available through all 30 Open College Network members across Britain. This will bring in additional income for the project. CFE will also run a community café and a kitchen from the same premises to support other community food activities.

Some London NDCs have identified the importance of participation in regional partnerships to influence regional economic planning as a missing dimension in NDC work. Lewisham, for example, has identified the need for partnership development within the Thames Gateway context. Hackney NDC recognises that its Forward Strategy will rely to some extent on the regional partnerships that can support the sustainability of NDC-initiated social enterprises.

CASE STUDY: The Shoreditch Trust (**Hackney**) is working closely with the Corporation of London, Invest in Hackney, and Hackney Council's Planning Department to ensure that the growth of the City northwards is managed so that it brings benefits to businesses currently located in Shoreditch and enhances the local environment. The Trust is represented on the London Development Agency Pathways to Jobs group, and as a result has the **opportunity** to influence plans at a regional level. Establishing relationships with regional bodies has allowed the Trust to access networks of organisations and contacts that have proved to be of benefit in leveraging public and private funds into the programme.

4.7. Education

An encouraging number of reports describe the development of a strategic approach towards delivering long-term sustainable improvements in the provision of education services. NDC direct involvement with schools continues to be strong and effective, and there are many examples of good practice and improved performance. There are examples of running costs and staff such as learning mentors and assistants being mainstreamed by local primary schools (Southwark, Brighton, Newham), but many NDCs report difficulties faced by schools in mainstreaming NDC projects because of budget restrictions and complex appraisal processes.

CASE STUDY: The **Sheffield** Advancing Together Agreement, between the NDC Board and the LEA covers a set of eight projects and a set of 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 eight projects are underpinned by a set of Agreements with the LEA. The Agreement essentially commits the LEA to maintain or increase existing levels of funding and services for schools for the next three years and management costs are absorbed by the LEA so that additional funding buys additional resources. In addition it commits LEA officers and schools to work with NDC to identify good practice in service delivery that can be incorporated into mainstream provision.

There are other examples of an enhanced, more strategic partnership developing between NDC and the LEA. In Middlesbrough, the LEA is leading on the development of an Action Plan following the review of the Education Theme. Others report greater organisational commitment from the LEA in the form of a representative on the education theme group (Lambeth), or an officers' steering group within the LEA to develop the Children's Centre in the NDC area (Haringey). The Kings Norton Collaborative Partnership, lead by 2 local head teachers, has delegated powers from the LEA and is charged with working in partnership until 2007 to raise standards at Kings Norton High School. In Haringey plans for the Children's Centre involve capital investment from NDC, while LEA ensures revenue sustainability for five years. Similarly in Bristol, NDC is working with the LEA to develop the concept of the Children's Campus in the NDC area. In Newham, NDC meets monthly with the head teachers of local schools, which has enabled more strategic discussions to take place, lobbying of the LEA for future funds and the formulation of strategies to achieve outcomes. Good practice has been developed and absorbed into mainstream provision through project-based partnerships such as in Islington (see box below).

CASE STUDY: Developing Spoken Communication Skills in Secondary Aged Children is a 3-year **Islington** project, piloted in primary schools and now running in 2 local secondary schools, chosen because they provide schooling to around 45 per cent of the secondary students in the NDC area. The project involves speech and language support at whole school, subject and individual student levels. Embedding good practice within each school has been a key consideration from the outset, with the project being designed to ensure school staff are heavily involved. Each school has seconded an existing member of teaching staff to work on the project and this has been a very effective way of ensuring skill sharing takes place.

As well as bilateral arrangements between NDC and the LEA, multi-agency networking and partnerships are of increasing importance. Lewisham identifies the need to bring in the uninformed Connexions service and the LSC if the proposed neighbourhood learning services are to be viable. Luton NDC brings together schools, colleges, the Library Service and Sure Start in the development of NDC projects. Staff from the LSC, Local Authority Education Services, Library Service, schools, Lifelong Learning, Early

Years, Sure Start & Adult Education attend the Advisory Group that is seeking to build stronger links with mainstream agencies. While in some NDCs partnership building in the education theme and especially with the LSC has been elusive, Leicester NDC has an LSC representative on the board, and has undergone partnership reorganisation and the reinvention of the Theme Groups, which has helped to consolidate activity in this area.

CASE STUDY: The Braunstone (**Leicester**) Delivery Plan highlights the fact that educational problems have developed over **generations** and require long-term interventions spanning more than the lifetime of the NDC programme. The Education and Family Learning Theme Group aims to intervene with preventative measures designed to reach children at an early age. At KS 1 and 2 the Child Development Project has established nurture groups in schools addressing social, emotional and language development and has piloted the 'Philosophy for Children' project. Following feedback from teachers on improvements in child behaviour the project was extended and rolled out and has been instrumental in stimulating adoption of the approach in schools across the city.

Difficulties in developing strategic education partnerships have been identified as stemming from a lack of clarity over the roles and responsibilities of the NDC, LEA and schools. In some cases this lack of clarity has led to a reduction in mainstream support, and concerns over negative mainstreaming. Several NDCs describe difficulties in drawing down mainstream funding despite the success of pilot projects and the best efforts of theme managers. There are however a number of references to successful mainstreaming, where the Local Authority is taking on management and maintenance of new education facilities and now funds some of the teaching assistants.

There are some encouraging accounts of how the NDC is fulfilling its role as a testing ground for innovative approaches. There are examples of good practice that are being rolled out across the local authority, such as Leicester's 'Philosophy for Children' (see box below). A lesson emerging from the Leicester experience is the need to move on from the success of individual projects in influencing the mainstream, towards a more coherent strategic approach. This has been the logic of Wolverhampton's Education Strategy and Coventry's Education Partnership (see below).

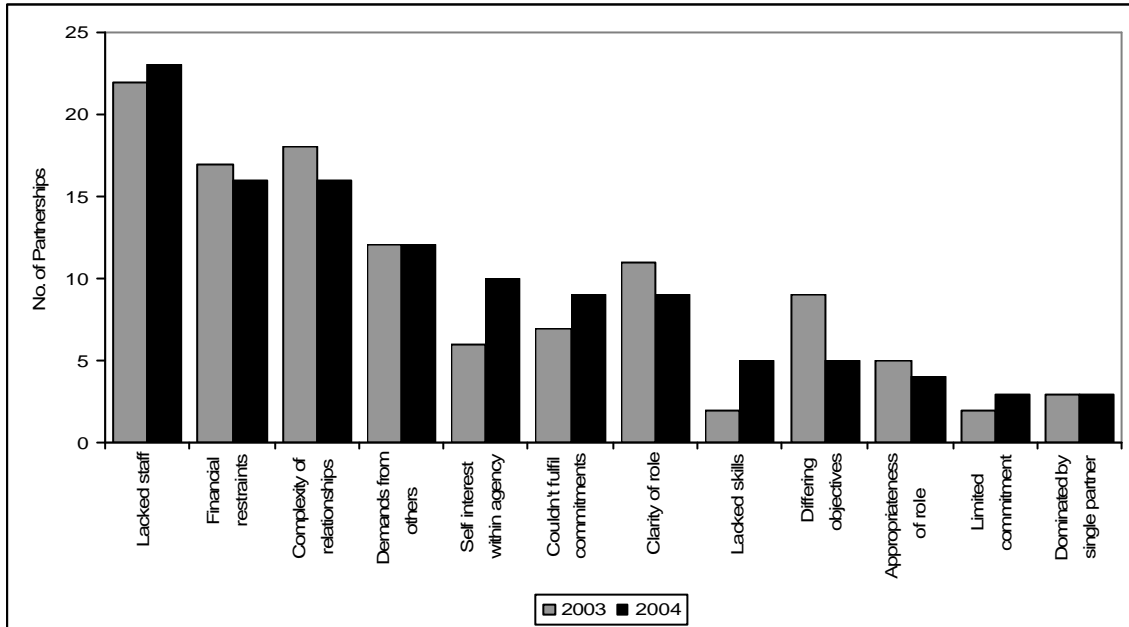
CASE STUDY: In **Wolverhampton** the Education Strategy was designed as a 'programme' rather than a series of projects. The principle focus is on improving the joining up of priorities and actions, rather than identifying difficulties. In practice, the new approach means broadening out the objectives of projects by linking them with other projects both within and beyond the NDC, and with city-wide agendas that are inevitably derived from national agendas.

CASE STUDY: The **Coventry** NDC Partnership currently has project-by-project discussions on mainstreaming but the Education Conference recognises that the mainstreaming of successful projects requires a strategic framework that engages all the relevant partner organisations, has a shared definition of mainstreaming and covers the whole city. Without this mainstreaming is piecemeal and painful to achieve. The Education Conference will ensure common priorities and actions between the NDC and its partners, with the former developing projects with aims that are consistent with the priorities of service providers.

5. Constraints and Opportunities

Agencies continue to recognise constraints on working with NDC partnerships. Chart 5.5 shows the nature of these constraints in 2003-04 and compares them with the previous year.

Chart 5.5: Constraints on working with NDC Partnerships



Most significant remains a lack of staff - a constraint in 24 partnerships and a slight increase over the year. Also increased in the last year is a lack of skills, albeit in only a few partnerships. Financial restraints and the complexity of relationships remain constraints for just under half of NDC partnerships (slightly less than last year), whilst interestingly self interest and inability to fulfil commitments have also marginally increased. Fewer partnerships see differing objectives or clarity of role as constraints, an implication perhaps of greater agreement between agencies and NDCs over strategy, direction and respective roles.

5.1. Constraints and Barriers

While some important advances in partnership working and mainstreaming have been achieved over the last year, there are a number of persistent constraints which have not diminished since last year's report, and by many accounts, have intensified. These tend to be outside NDCs' control. These include:

- the **complexity** of the regeneration scene, although increased familiarity with NDC working, and better communication between agencies and partnerships makes this seem less difficult than in previous years. Nevertheless the competing demands of multiple partnerships are frequently cited as barriers to engagement. Partner agencies and NDCs deal with different rules and regulations from different project funding streams, and with the organisational and staffing problems arising from a number of differently focussed regeneration initiatives in the same area. Agency resources are limited (staffing is the most severe constraint), and working in multiple partnerships puts pressure in particular on staff time
- different **geographies of action**, with few agencies operating at the level of the NDC thus making an NDC response more difficult in the face of policies and priorities which are developed at a larger spatial scale. Where there are a number

of ABIs, or where an agency may need to relate to several NDCs, (e.g. Hackney, where Jobcentre Plus covers three NDCs), there is an issue of how far the NDC area coincides with an agency's operating area. There are greater constraints for LSC or Jobcentre Plus to engage at neighbourhood level, than for the Police. Where neighbourhood management is the model with which partner agencies are expected to collaborate, there is an assumption that the model will enable some agreement on the appropriate scale of service provision that balances the agency's need for economy of scale versus the need to be responsive to local needs and aspirations. Related to this issue, is that of a conflict between mainstream and community-led approaches to service delivery in deprived areas in terms of developing joint working. If the identified needs of the community do not fit with the broader agency agenda, then a planned NDC intervention to meet such needs is less likely to be sustained via mainstreaming

- despite greater clarity of role and a greater degree of shared objectives, there remains some **lack of fit** between agency and NDC objectives, together with difficulties confronting agencies in making flexible responses. In a small number of cases, problems of understanding and clarity of NDC's role persist, but in most cases there have been improvements in this area, demonstrating learning and improved practice in NDC partnership building over the last year
- **silos mentalities** persist between and within partner agencies (self interest, limited commitment and inability to fulfil commitments) reinforced by difficulties in addressing cross-theme issues, at a time when agencies must focus on their floor target theme area. Silo mentalities are reinforced by government requirements which are in some partnerships felt to be in conflict with the expectation that public agencies will be responsive to the needs of ABIs. Public agencies can only mainstream initiatives that fall within current national or regional priorities. Added to this is the uncertainty faced by many agencies undergoing large-scale change, and so are unable to commit to partnership arrangements until the restructuring process has been completed. The annual report from an NDC which has otherwise made significant advances in partnership building and mainstreaming, reflects a frustration that is echoed in a significant number of reports: 'There are numerous examples both of agency targets not synchronising with NDC targets and of the inflexibility of the rules under which each agency must work. Government rhetoric promotes partnership and mainstreaming but, too frequently, Government departmental priorities and targets make it impossible for real mainstreaming to become a reality'
- several NDCs report local authority **human resource** policies and practices (especially recruitment) as a constraint in partnership working, where local government practice may seem at odds with an NDC policy of 'local jobs for local people'

5.2. Opportunities and Drivers

Despite the continuing existence of obstacles and constraints to mainstreaming the debate has certainly moved on in the last year. There seems more realism about the possibilities and, if shared definitions and meanings still seem far off, dialogue about the real possibilities has taken place, relationships appear to be closer, and mainstream engagement has moved forward. There are a number of reasons why the opportunities have been taken and partner engagement driven forward.

- the most marked change in the last year has been recognition of the importance of **strategic alignment** and the emergence of positive linkages between NDC partnerships and Local Strategic partnerships. These linkages have highlighted the importance of a two-way relationship with citywide strategies and the benefit to both NDC and partner agencies of common priorities and agendas. Recognition of

the need for a more coherent strategic approach that can make the connections between the rationale and design of NDC projects and a strategic relevance to the wider policy contexts of agency programmes, makes the possibilities of mainstreaming more obvious and more feasible

- **structural changes** have been beneficial. In some areas restructuring in the local authority has resulted in the repositioning of regeneration as a corporate responsibility, giving the NDC greater prominence. Elsewhere new area based arrangements provide a place where NDC experience is seen to be relevant, whilst thematic partnerships within LSP structures offer the opportunity for an NDC input. Structural change can offer much needed clarity about who is doing what and that joint working needs to be conducted at a variety of levels - strategy, management, community consultation/engagement, implementation and personal relationships
- **leadership** - perhaps exercised through the LSP, and in a number of cases reinforced by a change of Chief Executive (in the Council or in the NDC) - has led to a new drive and to improved relations because the post-holders have greater enthusiasm for regeneration and partnership working
- there is growing recognition of the importance of **an evidence base**. Agencies now seem to have greater awareness of the NDC as an opportunity to test out new approaches. This emphasises the importance of joint planning in identifying gaps in provision and of evaluation in highlighting outputs and outcomes. A sound evidence base is central to making the case for projects to be mainstreamed and good practice to be rolled out district or borough wide. Some NDC partnerships now accept that the NDC needs to be able to measure partner input in order to assess mainstreaming, and in the absence of an agreed methodology to set out public service expenditure at neighbourhood level it may remain the only means of quantifying the transfer of resources. In those instances where the NDC is still not seen as a key player in neighbourhood renewal, it is doubly important to provide evidence of positive outcomes
- more time and energy is being spent on **succession planning** both for projects (where a clear and robust business case for continuing after NDC funding ceases needs to be made) and for the NDC scheme as a whole, with some NDCs beginning to plan for long term income flows to underpin a successor community organisation of some kind. Local reports also highlight the contribution of a strong volunteer base in supporting projects to move towards being self-sustaining in terms fundraising and management
- NDC partnerships need to be able to make **the collaborative challenge** - to show determination in bringing agencies together, to be proactive but professional in proposing innovation, and to have the courage to challenge the local authority, agencies and central government in order to achieve NDC objectives
- **appropriate staffing** is crucial to improved NDC/mainstream relationships. Mainstreaming is particularly dependent on the communication and negotiation skills of NDC staff and their capacity to persuade agencies to become engaged. Professional staff who understand the needs of partner agencies have become noticeably more influential in building the trust that is needed to build strong relationships with agencies. Agency involvement in NDC theme groups, and conversely NDC involvement in wider thematic groups, has helped to build relationships between NDCs and agencies, fostering information sharing and building mutual understanding. A number of reports emphasise that NDC staff must be of high calibre. Agency involvement increases when the NDC is seen as a professional partner and NDC staff are able to establish working relationships and gain respect as knowledgeable colleagues who are able to make reliable judgements about policy and practice

6. Towards Sustainability

A key issue in many NDC partnerships in their early years has been a focus on delivery with the lack of strategic long-term vision. This year we detect some change. Many NDCs appear to be developing a clearer view on mainstreaming and forward strategies, and are devoting attention to changing the way services are delivered rather than solely on persuading mainstream agencies to put money into the survival and continuity of NDC projects. There is a new dialogue and a shift in focus and attitude, although less evidence of change in practice.

In many cases, the shift from a phase of establishing the NDC, identifying and setting up projects, to a second phase of mainstreaming and exit is recognised to be necessary but challenging. 'The big challenge is to move from low level mainstreaming into serious and appropriate innovation in how public services are delivered in the area; the signs are hopeful but tangible evidence is patchy'. In the case of NDCs that have undergone crises and restructuring (as a result for example of the loss of the Chief Executive, change of Board, restructuring, suspension of the LSP), the partnership has not reached the necessary maturity to address issues of sustainability. The current challenge is still to develop trust and effective links with other bodies and working groups locally and regionally, so that the NDC is viewed as a viable partner by other agencies.

While there has been a clear shift in the thinking of many NDCs there is still a lack of clarity about the longer term. One NDC is quoted as being 'clear about what needs to be done next, but unclear about the long term future'. Only a few NDCs have both a clear vision of mainstreaming and a forward strategy, and the typical NDC seems to have a clear understanding that it needs to adopt a strategic view and develop an exit strategy, but without a plan for how to arrive at this, or what it might look like. In some cases, 'the confusion lies with whether the Partnership is seeking to survive as an end in itself or whether it has some vision of life beyond the NDC programme where it will have a distinctive contribution to make'. Nevertheless increasing attention is being given to what are often termed successor strategies.

6.1. Succession Planning

In many localities there has been an important shift, therefore, away from a focus exclusively on delivery. The sustainability of NDC initiatives is now more widely discussed and addressed in forward strategies. The Hackney NDC, for example, states in its current delivery plan that 'it is now clear that partnership sustainability and mainstreaming will form the core of the organisation's approach to any project funding until the end of the programme'. Many still see the take up of NDC initiatives by mainstream providers as the key to sustainability. However others are finding more complex and innovative solutions involving a range of voluntary and private sector partnerships, social enterprises and resident-led charities. Some that are heavily engaged in housing renewal (for example Hartlepool) have a well worked out exit strategy and an already established successor body which will implement the Community Housing Plan and take over the physical assets of the partnership while ring-fencing an income stream for NDC.

CASE STUDY: The Shoreditch Trust (**Hackney**) has placed innovative strategies for sustainability and mainstreaming at the core of its delivery plan. The Trust's Succession Strategy is based on the **concept** of a charitable trust with a trading arm involving a range of social enterprises. Social enterprise can make a significant contribution to long term resourcing, thus significantly reducing the funding requirement for project funding. Through its Enterprise and Investment Strategy, aimed at creating sustainable and ethical small businesses, the Trust has gained experience in setting up and running social enterprises. Innovation comes through the engagement of partners in projects, ensuring that partnerships are effective and focussed, and many NDC projects (and certainly the larger and newer ones, cut across different themes and by doing so, lock in public and private sector partners.

In cases where the Local Authority is promoting Neighbourhood Management, there is an opportunity for NDC to dovetail its activities with this team where appropriate. NM and NDCs sit well together, as they share a philosophy of community engagement and partnership working. In some cases such as Walsall, merging with the Local Authority's Neighbourhood Management Service forms part of the succession strategy for the end of the programme.

6.2. Organisational learning within NDCs

There remain barriers to organisational learning - an absence of data to monitor the situation on the ground and to measure outputs and outcomes, the tendency not to examine external best practice, and the absence of external support. Some local reports also suggest attitudinal blockages to NDC learning - an inability to change direction even when previous methods have proved unsuccessful, difficulty in challenging dominant cultures relating to the role of agencies or the voluntary sector, an inability to confront and discuss conflicts of interests. Nevertheless several of those NDCs which have emerged from difficult periods demonstrate that organisational learning has taken place. For example the Leicester NDC 'Revival Plan process' is described as 'a catalyst in bringing about a paradigm shift within the programme. Working through this process enabled the Partnership to learn lessons about strategic thinking, board cohesion and partnership working, all of which have been weaved into new Partnership structures and operations'. Another partnership has undertaken an 'extensive learning exercise in relation to past mistakes and future developments'.

Other NDCs, however, report a lack of time for organisational learning leading to continued activity without reflection on the process. In one NDC following a period of rapid project development the partnership is currently delivering over a hundred projects. It is observed that 'so far, there has been little attempt by [the NDC] to establish good or bad practice or learn from experiences emerging from projects'. In a different NDC a similar concern is expressed that there is 'relatively little evidence of projects being changed as a result of lessons learnt'. But elsewhere there are attempts to move forward. Doncaster has tried to face the challenge through the establishment of an Evaluation Unit, hosted by the PCT, which is seen as a positive step towards the creation of a culture of self-appraisal and reflection. Other NDCs demonstrate a turnaround from an unreflective mode to one which is more receptive to learning and collaboration.

There is a strong tendency therefore, noticeable in many NDCs, towards a more strategic approach to mainstreaming, which is the result of reflection and learning over the first five years of the programme, and which in some cases stems from a closer relationship with the LSP. Lewisham NDC, for example, plans to establish a Public Services Panel or other similar mechanism to 'more systematically influence the

investment and service decisions of the major public agencies in the neighbourhood'. Plymouth has looked to a new structure.

CASE STUDY: In Plymouth the Devonport Regeneration Company has ambitious regeneration plans for Davenport which require joint working involving partners beyond the scope of the NDC's Partnership Board. With a view to allowing NDC Board a more strategic role, the its role and structure were reviewed and a Joint Commissioning Board (JCB) was created on which sit all the key regeneration players, to deliver the physical redevelopment plans for the area. They have also developed a Memorandum of Understanding, which sets out their role and objectives and clarifies the way in which partners will work together. The JCB, as a delivery body that operates under the auspices of the NDC's Partnership Board, holds out considerable promise for 'mainstreaming' key elements of the NDC programme in Plymouth.

Other NDCs have learned that sustainability means finding common ground with partner agencies and aligning the very local priorities of the NDC with those which reflect wider concerns than those of a single neighbourhood. Rochdale has found that greater emphasis on joint working on legacy projects is building more common ground with partners, and should lead to greater sustainability and mainstreaming.

Roll out and replication of best practice is difficult. Most NDC pilot projects have received more time and resources than are likely to be available to roll out across a wider area. NDC projects are developed with the very particular needs of that area in mind and may not be appropriate for universal roll out. Agencies may have been willing to work collaboratively for a special initiative or project in an NDC area, but do not have the staff or resources to sustain that more widely.

NDCs can support replication and roll-out. 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 that project staff, ideas and resources can be shared between schools. Other NDCs provide guidance to mainstream providers on how to work in deprived areas, for example East Manchester's Social Inclusion Toolkit, which sets out examples of good practice and informs agencies on how services can be made more accessible to the whole community. But more attention needs to be given to the roll out/replication issues and this now represents perhaps the greatest challenge - to NDCs, to agencies, to government offices and to central government in the ongoing debates about mainstreaming which needs to intensify in the second half of the NDC programme.

Appendix: The Case Studies 2004-05

Organisational Commitment

- Derby: Integrated Services Group
- Rochdale: Strategic Re-Organisation for Agency Engagement
- Nottingham: Area based working

Resource management

- Bristol: Resource Management and Floor Targets

Reshaping services

Housing and Neighbourhood Management

- Liverpool: Kensington Housing and Neighbourhood Management
- Tower Hamlets: Ocean NDC Neighbourhood Management

Health

- Middlesbrough: Development of Primary Care Trust commitment
- Sandwell: Mainstreaming Health
- Knowsley: Health and Healthy Living North Huyton New Deal New Future

Crime and Disorder

- Walsall: Service Level Agreement with the Police
- Hartlepool: Anti Social Behaviour Project
- Newcastle: The Arson Task Force

Business Development

- Hackney: Shoreditch Trust Supporting Regional Partnerships

Education

- Coventry: The Education Conference
- Islington: Developing Spoken Communication Skills In Secondary Aged Children.
- Wolverhampton: Education Strategy
- Sheffield: Education Advancing Together Agreement
- Leicester: Adopting a Philosophy for Children city-wide

Sustainability

- Plymouth: The Joint Commissioning Board (JCB)
- Hackney: Range of Innovative Strategies for Sustainability

DERBY: INTEGRATED SERVICES GROUP

Background

The Derwent Integrated Services Group (DISG) was initiated by Derwent Community Team (DCT) in order to support the NDC partnership in developing an exit strategy. The Derwent Intergrated Services Group (DISG) was formally launched in 2003 with the following stated vision:

To improve the quality of residents' lives by initiating service innovation, involvement and integration

In addition to maximising the remaining NDC allocation and building sustainability for the future, the DISG also intends to use Derwent as a 'laboratory' to test new ideas which can then be fed into the wider City agenda on mainstreaming.

Membership of the group is drawn from a senior level in agencies such as Police, PCT, LA Depts, LEA, Jobcentre Plus as well as the Derby City Partnership Director. The design is to have members who are at a senior enough level to authorise action, while also having an understanding of the locality and operational issues. Commitment for the Chief Executives of all member organisations is also sought. DISG meets 6 times a year and is chaired by the Director of Derwent Community Team.

The final draft Terms of Reference sets out the following principle purposes of Derwent Integrated Services Group:

- to develop and establish a process for the mainstreaming of projects and activities taking place in Derwent
- to look at the opportunities that might be offered Derwent Community Team through the development of Derby's Local Area Agreement
- to identify and prioritise projects and activities for mainstream funding
- to develop joint targets for delivery across the strategic goals of the New Deal for Communities programme
- to monitor the effectiveness of mainstream services in Derwent
- to evaluate the quality of mainstream services in Derwent
- to consider feedback from residents of Derwent on mainstream services
- to link to Derby City Partnership's Area Panel 1
- to identify and overcome problems with service delivery in the Derwent area
- to encourage service integration across Derwent
- to create opportunities within other agencies for the involvement of residents in decision making on service delivery in Derwent
- to contribute to Derwent Community Team's Exit Strategy, Derwent Visions, through the development of activities and processes that will last beyond the New Deal for Communities funding
- to support the develop of a network of frontline workers in the area
- to share best practice across Derby City Partnership

The DISG has a reporting line to the Local Strategic Partnership, Derby City Partnership (DCP), and the membership of the group links it to the City Council and DCP. The Director of DCT is a member of the DCP Strategy Coordination Group (SCG) which is chaired by the Chief Executive of Derby City Council. Membership of SCG is drawn from the Chief Executives of the major agencies. Through membership of this group DCT is part of the strategic discussions

around the piloting of a Local Area Agreement (LAA) in Derby although the NDC chose not to be included in the first year's planned activity. Inclusion at a later stage will depend on how the LAA develops in practice and discussions at the NDC Board regarding the re-alignment of strategic goals.

Derby City Partnership (DCP) has now established a city-wide Integrated Services Network (ISN). This network will be important in how DISG links into DCP and the Director of DCT has been attending the meetings.

Content

It has taken some time to establish the Derby Integrated Services Group. Initially the group struggled to establish its remit and to find equivalency within the structures in the City. A formal launch by the Chief Executive of Derby Council in November 2003 saw the group starting to become more established with agreed Terms of Reference. A presentation from East Manchester NDC on developing joint targets stimulated interest in taking forward a similar piece of work. The momentum behind DISG dropped following the initial meetings as the content and shared understanding of the agenda was weak amongst partners. However, work continued within DCT on sustainability and the exit strategy. In June 2004, DCT recruited an Evaluation Manager in order to support the mainstreaming agenda. Alongside this, the government agenda on mainstreaming and sustainability was becoming more prominent and the Strategy Coordination Group of DCP was taking up the discussion.

Since November 2004, DISG has met regularly on a bi-monthly basis. A key agenda item has been the work that DCT is undertaking to assess the relevance and value of developing joint standardised targets for the agencies working within the NDC boundary. So far, the exercise has examined delivery agencies' strategic targets and has compared them to Derwent NDC targets to assess synergy between the two. This is an ongoing exercise where DCT is working alongside Derby City Partnership's Neighbourhood Renewal Strategy developments and is reporting to the DCP Performance Management Group. DCP are also in the process of developing an appropriate set of targets for the city wide strategy. The lessons learned through Derwent's exercise will be fed into this strategy through the DCP Performance Management Group.

DCP's Performance Management Group will serve as a useful discussion forum and also assist in the sharing of data and performance indicators. One of the key tasks of this group is to 'Work towards aligning and setting joint targets, timescales and outcomes across Derby City Partnership partner organisations and strategies.' The agencies represented there are currently developing targets for next year and have been asked to map this information onto a matrix based on the NDC outcomes and drawn up by the DCT Evaluation Manager. The next step is to identify the process by which joint targets, outcomes and performance indicators will be agreed.

DISG is also developing a framework for mainstreaming projects. Case studies drawn from the NDC experience have been drawn up by DCT and used to form the basis of a discussion identifying what are the critical factors that make mainstreaming viable. The criteria identified have been categorised into the headings:

- Policy
- Funding
- Service change
- Joint service delivery

These criteria will be further developed and then will be used as a basis for establishing an appraisal and approval framework that is based on sustainability. The intention is to introduce

the framework through DISG in the summer of 2005 and then to start looking at how this might be rolled out city wide.

Drivers and Barriers

Key **drivers** to developing work around mainstreaming include:

- NDC exit strategy: DCT is addressing its forward strategy and plans to have a draft exit strategy by April 2005. DCT is the 'driver' for DISG and has also reported to the DCP Strategy Coordination Group on mainstreaming
- good relations with agencies: The structure of DCT enables it to work closely with other agencies. DCT has no legal status although an asset owning arm - Derwent Delivers - has recently been set up
- there are a number of agency secondees on the staff team and a high level of agency representation on the Board (20 places out of 37)
- increasing fit with government policy: the growing emphasis from government on mainstreaming and the neighbourhood management approach to the delivery of services has encouraged agencies to engage with this agenda

Key **barriers** to developing work around mainstreaming include:

- lack of clarity regarding mainstreaming: When DISG was first initiated there low levels of understanding on the part of some agencies of the relevance of mainstreaming and integrated working. It was difficult to establish the remit and locate the work of the DISG as there was little equivalency within the structures in the City
- resources: DCT already draws considerably on agencies' time to attend meetings. It has been necessary to build a support base for the concept of DISG and make the meetings useful in order to encourage commitment to attend

Issues and Lessons

- working at the right level: looking at the integration of services at the city-wide level is a complex task. There are also additional drivers for integration such as the Children's Trust which brings together Social Services, the PCT *and the LEA. The agenda and remit for the city-wide Integrated Services Network has not yet been finalised. It may be that feeding up from local experience such as in the NDC area will provide a useful starting point for considering wider applications in the City
- Learning from others: input from E Manchester NDC on joint target setting stimulated interest in this approach. Contact has been maintained and there are plans to learn further from the experience of the agencies involved in E Manchester
- concentrating on process: Mainstreaming is a wide policy area and is subject to a range of differing interpretations. The approach through DISG has been to set up with high profile and senior level membership, establish the value base and talk about the benefits of mainstreaming. The focus has been on developing a mainstreaming framework within which interventions can be assessed rather than a project led approach
- agreeing the next stage: Work on developing joint targets has generated considerable discussion around practical problems that may arise - such as changes to national targets and suitability of targets to individual organisations; how to spread city wide and accommodate differences between neighbourhoods. The next step is to agree the process for agreeing joint targets; to start by writing and measuring in the same way and then address the issues of variations as they arise. It will be important to maintain the momentum through this process of change

- new localism: Government policy on sustainable communities is moving towards the integrated local delivery of services and more decision making at a neighbourhood level. The mainstreaming of the neighbourhood management approach provides the NDC with a robust exit strategy. The future structures of local governance are currently being debated in Derby and the issue is whether the outcome will provide a framework for NDC exit strategy

NOTTINGHAM: AREA BASED WORKING

Background

NDC Radford & Hyson Green identified the importance of bending mainstream services at an early stage in the development of the partnership by establishing a mainstreaming sub group of the Board in 2002. A Neighbourhood Renewal Advisor was commissioned to undertake a 'Scoping Study on Mainstreaming' and reported in January 2003. In addition, the NDC partnership has sought to strengthen the links with One City Partnership Nottingham (OCPN), the Local Strategic Partnership (LSP) for Nottingham. The NDC national evaluation has highlighted the importance of the inclusion of NDC R&HG in the city wide strategic partnership arena. The national evaluation has also flagged up the development of area working and area action planning in Nottingham as an opportunity for the NDC to develop joint working with agencies and to influence the delivery of mainstream services at a local level.

One City Partnership Nottingham (OCPN) was established as the Local Strategic Partnership for Nottingham in October 2001 and formally launched in March 2003. Membership of the Board was allocated on a four sector model - Local Authority, Public, Private and Voluntary & Community Sectors. At the time, the NDC was not seen to have an exceptional strategic contribution to make and was invited to participate via the Local Area Partnerships network who had 2 seats; NDC was not successful in obtaining one of these places.

The relationship between OCPN and Radford & Hyson Green NDC has taken some time to establish and Government Office East Midlands (GOEM) has played a brokering role. In June 2003 a reciprocal membership arrangement was agreed that brought 2 LSP Board members onto the NDC Board and through a change in the OCPN constitution a place was created for NDC on the OCPN Board. This resulted in an improved flow of information and began to increase understanding between the two organisations.

Discussions between OCPN and NDC regarding progressing the mainstreaming agenda resulted in an agreement in 2004 to establish an OCPN mainstreaming working group which would start work by arriving at a shared definition of mainstreaming. The OCPN PMF Action Plan (July 2004) identified proposals re mainstreaming Neighbourhood Renewal to be progressed in collaboration with NDC. A series of workshops would be built into the OCPN Skills & Knowledge Plan to develop understanding of the concept and agree an approach. A review of the current position was to be undertaken and a pilot service identified to test implementation. Evaluation would be linked into the wider neighbourhood renewal evaluation framework.

In addition to the city wide thematic allocations of Neighbourhood Renewal Funding, OCPN is also responsible for the allocation of NRF for neighbourhood level working through the City Council Area Committees. To this end, OCPN has led on a process of Area Action Planning which has resulted in the agreement of 3 year Action Plans in each area. This work has complemented the introduction of area based working through NCC Neighbourhood Services. The Area Action planning process has stimulated some joint agency working at a local level and has highlighted the need for neighbourhood level data on needs and services. NDC has been involved in their relevant Area Committee local action planning process.

Content

In July 2004 the OCPN Action Plan arising from the Performance Management Assessment identified that a review of the partnership structure and capacity would be undertaken; a lack of clarity of purpose was resulting in the work of the Partnership being focused on different, and sometimes contradictory, objectives. In addition, Nottingham had been identified by the Neighbourhood Renewal Unit (NRU) as one of three Local Authorities with furthest to travel to meet floor targets and in general having the worst quality of life indicators; these Local

Authorities were invited to take part in the Places Project. GOEM brought in support in the form of Neighbourhood Renewal Advisors (NRAs) to develop floor target action plans and in September 2004, OCPN took the decision to suspend operations and enter in to a Fresh Start process, again with the support of NRA's. The two main areas of weakness identified were:

- OCPN focus on NRF programme management instead of evidence based strategic framework linked to floor targets
- OCPN structures: functionality and partnership working

An OCPN Fresh Start Change Management Team was established which has now been endorsed as the Transition Team. A 'Doers' Group was set up to establish the evidence base (called Action from Facts) from which decisions on priority areas of work can be made. The intention is to establish an evidence based model for future work based on gathering/presenting/intervening.

Four initial priorities have been agreed:

- improving educational attainment (with regard to BME boys)
- reducing drug related crime
- improving employability
- reducing teenage conception

Priority Action Teams (PAT) will now be established around each of these priorities and stakeholders invited to participate. Each PAT will concentrate its work in one priority neighbourhood, to be selected by the Transition Team based on evidence from the 'Doers' group. Lessons from these initial activities will be used to inform a wider roll out of NR activity to more neighbourhoods. Strategies developed by the PATs will be required to include an analysis of how the mainstream will be changed as a result. The induction and early development of the PATs will include mainstreaming as part of the Skills and Knowledge strategy.

NDC has not been a member of the Fresh Start Change Management team but receives the information by virtue of having previously been an OCPN Board member. A senior manager from NDC was invited on to the 'Doers' group; the initial invitation was to a named individual in order to include their expertise on BME and voluntary sector issues. This has now been extended, through negotiation, to representation of the NDC programme as a whole.

The reciprocal Board arrangements between NDC and OCPN have been interrupted by the suspension of OCPN operations. A recent review of NDC governance resulted in a restructuring of the NDC where OCPN representation has been reduced from two to one; this seat has not yet been taken up.

The work planned by OCPN on mainstreaming has been put on hold during the Fresh Start process. It was anticipated that the Fresh Start process would be completed in Jan/Feb 2005 with the re-establishment of the OCPN Board; this has proved to be unrealistic and OCPN has now moved into a 'Transition Phase' with the appointment of a Transition Manager.

Area based working has been able to proceed as the 3 year Action Plans had been agreed prior to Fresh Start. Plans to further develop local joint working through a local partnership working agreement between NDC and the Area Committee have not materialised as of yet. This is in part due to staff turnover at NDC and a change in the post holder of Area Coordinator.

Nottingham City Council set up an Advice and Scrutiny Partnerships Task and Finish Panel in November 2004. The Panel started its work by reviewing the OCPN and the Fresh Start

initiative, focusing on the role the City Council has played in the OCPN. The Panel reported in January 2005, noting that awareness of OCPN within the City Council was “patchy at best” and recommended a number of steps to improve linkages and communication. These include incorporating performance against floor targets into the City Council’s performance management framework and references to delivering partnership priorities in the departmental planning cycle and within the Statement of Accountability and Service Plan documents. The Review also noted that the City Council was not perceived to be playing a lead role in the partnership and recommended that they should demonstrate their community leadership by taking a lead role with OCPN in developing an ambitious vision for the city.

Drivers and Barriers

Key **drivers** to developing work around mainstreaming include:

- drive by NDC to establish a role with partners as leading component of neighbourhood renewal strategy with potential to test bed initiatives and contribute to learning on mainstreaming neighbourhood renewal
- the development of an evidenced based approach to neighbourhood renewal in Nottingham - NDC has experience of this approach and has access to a range of evidence and data. The MORI household survey, conducted as part of the NDC national evaluation is seen as a useful model and is being considered for wider application in the city

Key **barriers** to developing work around mainstreaming include:

- lack of shared understanding of mainstreaming across city partners: A culture of joint working is not yet embedded with agencies still territorial over responsibilities and funding streams as demonstrated by the contribution match funds as opposed to the pooling of budgets
- disruption to partnership working as OCPN undergoes review: There has been a breakdown of reciprocal arrangements between NDC and OCPN and delays to the implementation of the OCPN Action Plan around mainstreaming
- negative perceptions (mainly passed on events in the past) by partners of NDC as isolationist and focused on entitlements rather than partnership working: NDC needs to undertake more work on the dissemination of good practice. NDC capacity to engage in wider partnership working has been undermined by staff turnover

Issues and Lessons

- NDC is still not seen as a key player in neighbourhood renewal in the city. Participating in the Fresh Start process has contributed to a growing recognition amongst partners of the potential of NDC’s role but progress is slow and is hampered by a lack of evidence and dissemination on the part of NDC. OCPN moves to clarify ongoing relationships with other bodies should include the reciprocal arrangements with NDC. The NRU has recently issued guidance on the relationship between NDCs and LSPs and GOEM may have a useful role to play in supporting the development of the relationship
- NDC has a considerable contribution to make to the development and delivery of the OCPN strategy. Their experience of localised issues and the needs of diverse communities can inform the evidence base and performance management of the work of the PATs. However it is not clear how this will be maximised. Will NDC be selected as a test bed for intervention around the initial priority areas? Work should be undertaken to identify where common ground and joint priorities lie between NDC/OCPN and to look at the alignment of the NDC forward strategy. Although the NDC Year 6 Action Plan relates outcome targets to floor targets there has not yet been an explicit connection made between this and city wide progress towards floor targets

- partners are looking to NDC to bring leadership around BME issues to the table and to link equalities work into OCPN strategies. NDC can contribute an understanding of the issues around differential performance and can contribute around evidence gaps for BME communities and locality issues. The MORI Household Survey provides an exemplar through the analysis of relatively small population numbers eg detail of worklessness amongst Pakistani males
- although a mainstreaming approach is inherent in the development of the OCPN strategic framework the focus needs to be maintained and to remain explicit. There is the potential for NRF funded activity to continue to be channelled into short term interventions and the PATs need to scrutinise and suggest changes to existing services in the development of strategies. Performance Management will be a key instrument in this

For the Fresh Start process to work OCPN needs to remain focused and to work with the new approach. The challenge for OCPN is to operate less politically and to adopt an evidence based approach to strategic planning. Nottingham City Council has a key role to play in providing vision and leadership.

ROCHDALE: STRATEGIC RE-ORGANISATION FOR AGENCY ENGAGEMENT

Background

In its early stages, New Heart for Heywood (NHHNDC- struggled with mainstreaming because of a series of interlinked, mutually reinforcing, problems. One of the most fundamental was the lack of agency engagement. Local residents and community groups perceived, rightly or wrongly, that Heywood had received a poor deal from many service providers in the past and viewed their involvement with suspicion, even contempt. This was not helped by some agencies' tendency to view the NDC as a source of top-up funding. Other agencies opted to keep their distance because of local attitudes. Yet others lacked the capacity to develop new initiatives in Heywood and this was compounded by NHHNDC's limited staff resources in respect of programme and project development. Agency representation on the Board was patchy in terms of both coverage and degree of seniority of representatives. While the NDC's programme had a strong community ethos to it, linkages with agencies' wider strategies and plans were less well developed which also reduced mainstreaming possibilities.

Given this context, discussions about the longer term sustainability of individual projects tended to be difficult and highly charged. NHHNDC found it difficult to align its programme activities with those of other bodies and achieve leverage and also hit spend targets in the early stages of the programme. In mid-2003, following promptings from Government Office for the North West, NHHNDC undertook a review of its governance structures to make them more conducive to delivering the programme, improve agency engagement and achieve lasting results. Simultaneously, the NDC undertook a strategy review which sought to sharpen up programme priorities, check that existing and planned interventions formed a coherent package and closely complemented partners' strategic plans. Each is briefly described in turn though often they have proved mutually reinforcing.

Content

A Neighbourhood Renewal Advisor undertook the necessary consultative and developmental work on the revised governance structures on the NDC's behalf. The outcome was that the NHHNDC partnership decided to replace the old Board with a two-tier structure comprising a Partnership Board and supporting Executive. The Board comprised senior representatives from the major stakeholders and was responsible for overseeing the programme while an Executive handled the strategic development and delivery of the programme and also management and oversight of a series of Committees and Theme Groups. The restructuring secured a number of important objectives and the most significant in this context were:

- greater engagement of agencies - the Board featured more chief officers and new partners such as Rochdale Borough Economic Partnership, Probation Service and Social Services
- high-level structures were able to concentrate on strategy and delegate matters of detail while management meetings were smaller, manageable and held in private in order to promote frank discussion and get things done
- residents retained both leadership of and a numerical majority on all groupings to reassure community interests

During the consultative process, it became clear to partners that the staffing structure also needed to be reviewed to ensure that it supported the new board structure and remained 'fit for purpose.' This exercise was carried out jointly by the NRA and the accountable body, Rochdale Metropolitan Council. A new post of Chief Executive was created in place of the former programme co-ordinator to strengthen leadership, procure resources, keep the strategy up-to-date, liaise with partners and persuade them to deliver services in new ways and also engage residents closely in the process. Also a new pyramidal structure was created which grouped the staff into two main functions: strategy development and delivery. This permitted

vital strategy review work and attempts to forge closer links with other agencies to proceed in parallel with project management, progress chasing and evaluation. Additional staff were appointed to work on underdeveloped thematic areas such as health.

Changes in governance and staffing arrangements improved prospects for achieving mainstreaming in a number of ways:

- they resulted in closer NDC/agency engagement, greater alignment of strategies and thereby provided a better platform for achievement of mainstreaming. For example, the merging of NDC and Heywood Township structures paved the way for the town organisations to sign a formal agreement about regeneration principles and priority projects and this has since been worked up into a masterplan which links closely with the boroughwide equivalent
- the presence of senior agency representatives on the Board has meant that the NDC and its partners have more quickly addressed issues concerning service delivery and in certain instances this has led to mainstreaming (e.g. contractual compliance arrangements concerning housing refurbishment)
- Rochdale Borough Economic Partnership's membership of the Board has assisted NHHNDC's efforts to accord greater priority to economic development and employment projects such as redevelopment of the town centre
- additional staffing has enabled the NDC to work up strategies for underdeveloped areas such as Health and Worklessness and develop projects. This has compensated for the lack of capacity within organisations such as the PCT
- closer working between the NDC and more strategic organisations such as the LSP has led to a better collective understanding amongst agencies of different aspects of mainstreaming. They now recognise that it entails agencies developing as learning organisations as well as sustaining NDC-funded projects in the longer term

Due to stretched internal resources, an NRA was also used by NHHNDC to lead on the strategy review work and undertake related exercises such as the preparation of a local masterplan. The Strategy Review has been complemented by the NDC introducing a number of changes to processes including:

- putting on hold projects unable to satisfy a rigorous set of criteria (ie. strategic fit, filling gap in provision, changing service delivery, addressing causes of problems, ability to mainstream, match funding, partnership, number of beneficiaries)
- moving towards common budgetary cycles and dovetailing expenditure planning
- moving increasingly to project commissioning and away from open bidding

The strategy review has had a series of important outcomes:

- there is greater focus on a series of major legacy projects such as the Joint Service Centre, Health Connections Centre and the Children's Centre and greater forward planning is enhancing prospects for mainstreaming and also prompting new approaches to service delivery
- it has highlighted underdeveloped areas where there is scope for greater agency involvement and potential mainstreaming
- there is a much better fit between borough-wide strategies and NDC plans, because the Board has focused more on strategy and also because of the masterplanning exercises by both Rochdale MBC and the NDC

Drivers and Obstacles

The initial impetus for both the governance and strategy reviews came from Government Office for the North West. GONW requested that NHHNDC undertake the reviews in the Improvement Plan which followed the 1994 Annual Review. However, most partners supported such moves given widespread disquiet about lack of agency engagement, strategic debate and the stand-alone nature of the programme.

There was initial scepticism about the governance review in some quarters. Some resident directors, agencies and township councillors feared that they might become marginalised because of the reduction in the size of the Executive and the Sub-Committees. These concerns later subsided once the new system bedded in and the benefits began to materialise.

Agencies' scope to mainstream remains circumscribed by their lack of financial room for manoeuvre, competition for resources from areas that have not benefited from special programmes and their need to satisfy a welter of government targets.

Issues and Lessons

The governance and strategy reviews have helped the NHHNDC partnership to:

- improve relations between the key stakeholders considerably and build trust and mutual understanding
- sharpen its priorities, identify gaps in the programme where additional staff capacity is required and undertake joint strategy work to guide its future actions
- re-position itself with much more regard for the wider context and partners' regeneration plans which has improved the synergy between respective programmes and prospects for achieving greater mainstreaming and hence sustainable solutions
- focus on a limited number of strategic, often innovative projects, which has encouraged agencies to address sustainability issues and adopt new ways of working

Despite what has been achieved, there are a couple of outstanding issues:

- NHHNDC is only just beginning to address exit arrangements/vehicles which has made it difficult for partners to forward plan in the longer term
- closer alignment of NDC and partners' programmes will demand vigilance on the NDC's part in ensuring additionality and guarding against substitution and reverse bending of resources

BRISTOL: RESOURCE MANAGEMENT AND FLOOR TARGETS

Background

Within the mainstreaming debate, there is much discussion of resource management - how much is spent within an NDC area and whether spending is being bent. This discussion arises from a view that 'mainstream service budgets' are large in comparison with the amounts of money dedicated through regeneration and renewal programmes. In practice, revenue expenditure from the local authority and the Police authority combined (making assumptions of an even level of per capita expenditure across Bristol) comes to around £965 per head of population (for the budgetary year 2001/02). This figure does not include expenditure in relation to the National Health Service. New Deal spending (£5m. per year on average) is equivalent to an expenditure (both capital and revenue) of around £1000 per resident per annum to the population of the Barton Hill area.

'Mainstreaming' describes a range of institutional behaviours amongst public services agencies in response to urban regeneration. These include:

- inclusion of an urban policy initiative in the strategic documentation and action planning of public service agencies (recognition and challenging targets)
- changing the way public services are done in a given neighbourhood in response to residents but within existing resource limitations (re-shaping services or one size does not fit all)
- changing the way public services are provided for in a given neighbourhood in response to particular disadvantaged communities implying the growth of resources dedicated to an area (bending the spend); and
- the use of area-based initiatives as an experiment in doing things differently that gets 'rolled out' beyond the geographic limits of the original area (experimentation)

Taking these four elements of mainstreaming, the engagement of mainstream agency resources is key to understanding one aspect (the contribution of additional resources from mainstream budgets). The local authority had attempted to map out service expenditure across the city in the period 2002-03 but this had faltered in the absence of an agreed method to set out expenditure at neighbourhood level across the full range of local authority services. Thus there was no agreed benchmark of public service spend in the area against which to judge whether expenditure had increased in the area as a response to the presence of the NDC programme. It is equally important to stress that mainstreaming is about more than simply spending more money in a given area – the growth of expenditure must be contextualised relative to the level of resources that are (in theory) already spent in the area.

Content

Monitoring data collected by Community at Heart for the 2003-04 year offers evidence on the state of mainstream agency engagement within the area. The monitoring software is System K, originally developed under the Single Regeneration Budget (SRB) programme in which concerns about leveraging in funds over and above the SRB were paramount. In developing the software for use under the New Deal for Communities programme the capacity to generate leverage data was retained within the system. It has proved difficult to systematically capture data in relation to mainstream spend on the neighbourhood, however, since the data that is captured within the existing system is not rigorously audited and checked. The system does not establish whether levered resources are gained in terms of financial spend, budget allocations or 'in-kind' payments ('soft' expenditure). Currently project managers fill in the section relating to moneys raised as an indicative figure.

The research themes of the national evaluation structured the way in which the data was assembled. There was an interest in distinguishing between the notion of partnership working and working with those mainstream agencies holding key public service budgets. In addition the New Deal for Communities scheme in Bristol had raised the distinction between public service funding from local mainstream agencies and funding from central government. Hence within the education theme, NDC officers felt that there was little material support coming from the local education authority whilst the local secondary school had become a City Academy funded directly from the Department for Education and Skills and consequently had received material support from central government. Table 1, based on actual project spend during the period July 2003 to July 2004 as an approximation to the year covered by the evaluation report, provides detail of project funding by theme.

Table 1: Project funding through 2003/04 by theme

| Theme | No. of projects | Actual spending for period Q2 2003/04-Q1 2004/05 | | | | | |
|------------------------------|-----------------|--|------------------|------------------------|----------------|--------------------|-----------------------|
| | | Total spend | NDC spend | External funding spend | Leverage ratio | Local agency spend | % of external funding |
| Education | 9 | 717,268 | 384,811 | 332,457 | 0.86 | 79,483 | 23.9% |
| Employment and business | 16 | 1,173,535 | 1,039,589 | 133,946 | 0.13 | 41,506 | 31.0% |
| Health | 9 | 2,956,658 | 2,898,179 | 58,479 | 0.02 | 19,989 | 34.2% |
| Housing and environment | 9 | 1,185,030 | 712,379 | 472,651 | 0.66 | 430,710 | 91.1% |
| Community safety | 10 | 569,008 | 429,178 | 139,830 | 0.33 | 119,948 | 85.8% |
| Total floor target themes | | 6,601,499 | 5,464,136 | 1,137,363 | 0.21 | 691,636 | 60.8% |
| Tackling racism | 3 | 150,453 | 148,391 | 2,062 | 0.01 | | |
| Arts | 5 | 294,364 | 274,271 | 20,093 | 0.07 | | |
| Sports | 2 | 40,973 | 29,598 | 11,375 | 0.38 | | |
| Communications | 4 | 218,484 | 212,664 | 5,820 | 0.03 | | |
| Youth programme | 11 | 611,540 | 479,095 | 132,445 | 0.28 | | |
| Community services | 12 | 1,170,238 | 460,474 | 90,663 | 0.20 | 16,692 | 18.4% |
| Total: local priority themes | | 2,486,052 | 1,604,493 | 262,458 | 0.16 | | |
| Total scheme | | 9,087,551 | 7,068,629 | 1,399,821 | 0.20 | | |

In relation to project funding there has been relatively little additional funding levered into the scheme. On average during 2003/04 for each pound spent by Community at Heart from the NDC budget the partnership managed to attract 20 pence of additional funding (see the table below). Within the five main floor target themes around 13 pence per NDC pound came from local mainstream agencies although the pattern of additional mainstream funding varied significantly across the five main floor target themes. If figures for agreed spending had been used rather than actual spend the overall leverage figures for this period would have risen to 29 pence for each NDC pound across the five floor target themes.

Work relating to education attracted the highest level of external funding although only a quarter of this funding came from local mainstream agencies (a further quarter came from central government - as a function of the secondary school becoming a centrally funded City Academy). Health attracted very low levels of external finance from the local mainstream agencies (only one penny per NDC pound spent), a figure accentuated by the high value of capital investment in the Healthy Living Centre project that came in totality from the NDC

budget). Within employment and education, other regeneration schemes in the city contributed as much funding as the mainstream agencies combined during this year. Unfortunately we do not have an analysis of the figures for 2003/04 and thus we cannot say that these figures represent an increase in project funding.

These figures reflect the degree to which local mainstream agencies have engaged in the key projects funded under the NDC. Thus the relatively high level of levered-in funding from mainstream agencies under the housing and physical environment theme reflected the role of the local authority and housing associations as landlords (and potential landlords) in the area. The high leverage ratio through education arose through the development of the local secondary school as a City Academy that had attracted funding from central government (rather than the LEA). The absence of engagement of the Primary Care Trust for the period prior to the summer of 2004 is reflected in the minimal financial contribution of the PCT to health expenditure through the NDC scheme. These figures do represent some reality of the relationship between mainstream agencies and the NDC scheme although they do not reflect the problematic relationship that may exist even when a mainstream agency has committed resources to funding a project.

Drivers and Barriers

The New Deal programme in Bristol since its inception had identified the need to raise resources from external bodies. In the initial delivery plan there was an indication that at least £25 million would be levered in over the length of the programme. The identification of mainstream agencies in this levered in money arises from the increasing importance of mainstream agencies in achieving delivery over the life of the programme especially as thoughts have turned to legacy planning. The concern with mainstream levered in finance has been revived in the most recent delivery plan for the remaining period of the scheme in Bristol (Delivery Plan for 2005-10) that identifies the need to “take ‘leverage’ and ‘added value’ from additional non-NDC funding and mainstream funding into account. The broad target set out in the delivery plan is to lever in around 50 pence of ‘other’ money for each pound of NDC funding (paragraph 12.3 Community at Heart Delivery Plan 2005-10).

The main driver for generating financial information about mainstream financing within the scheme was the need to inform discussions about mainstreaming and partnership working in the Bristol New Deal for Communities scheme. Within the Bristol NDC there seemed to be little agreement over the value of mainstream contributions. In a situation of restricted local authority budgets (in Bristol both the local authority and primary care trusts are under extreme fiscal stress), this will continue. Current discussions in relation to a master plan for the physical re-development are currently stuck on funding issues and the relative contributions of the local authority (as landowner and property manager) and Community at Heart over development funding.

One of the problems with this measure of mainstream resource contribution is its relatively narrow definition of the mainstreaming relationship. Thus crude financial figures need to be used in conjunction with qualitative assessments of resource allocation between agencies. The over reliance on any indicator can distort the way that an inter-agency relationship is managed. However it is difficult to identify how one might rigorously identify and record other aspects of mainstreaming such as challenging targets, reshaping existing services and roll out in neighbouring areas not only in terms of what is happening but also in terms of ‘how much’ is happening.

Currently the data that exists is subject to question by NDC officers because the lack of auditing on the nature of the finance included in project monitoring reports. Thus there tends to be disagreements over the value of ‘in-kind’ project funding. NDC officers report that local authority departments are keen to include existing expenditure as funding ‘levered in’ or ‘match-funding’ by projects.

Issues and Lessons

Identifying how much mainstreaming is happening within a given area is clearly an important indicator of the performance of public service agencies in relation to the National Strategy for Neighbourhood Renewal in general and within the New Deal for Communities programme in particular. The figures used in this paper reflect only a narrow definition of the deployment of resources by mainstream agencies. The overall nature of the mainstreaming relationship needs to be more complex and subtle than the transfer of resources through funding NDC projects. The Bristol evaluation report 2005 attempts to codify a broader range of mainstream agency response to the NDC programme both in relation to the five floor target themes and in addition under the locally defined priority theme areas. The major advantage of the approach used in this note is that there is administrative data available to quantify this simple indicator. In the absence of an agreed methodology to set out public service expenditure at neighbourhood level (or at least at sub-local authority level) it may remain the only means of quantifying the transfer of resources.

The general analysis of mainstreaming generated some discussion between the NDC officers and the research team. Two NDC officers used the evidence in discussions with their respective mainstream agencies. The local authority noted the figures without disputing them. Equally the Government Office did not raise any issues with the figures. One NDC officer has claimed that the packaging of this data within the National Evaluation report contributed to the local education authority decision to make a contribution to the development of a children's centre within the area. The LEA was reported to have accepted the figures because they were laid out in an independently written report.

However it is also to be noted that external expenditure within the programme needs better auditing as well as the establishment of processes which hold agencies to account. For this limited indicator to be valid, monitoring data collected by the New Deal partnership needs to identify whether moneys are received and in what form these 'moneys' have been received (i.e. are they received as 'soft' match funding or 'in kind' payments or are they received as 'hard' budget transfers.

LIVERPOOL: KENSINGTON HOUSING AND NEIGHBOURHOOD MANAGEMENT

Background

Housing dominates the NDC programme utilising half the NDC funding and a higher proportion of the total resources available. Its significance in terms of spend is matched by its importance to local residents. Housing problems relate to high voids and turnover, a collapse in demand across all tenures, low satisfaction with the area and low prices. Since the housing strategy was first devised, external factors have affected the parameters within which Kensington Regeneration (KR) can operate.

- Kensington is part of Liverpool's 'inner core' and the advent of the Housing Market Renewal Initiative has positioned the local programme within a larger context and introduced new considerations and criteria
- the NDC area falls within the Eastern Approaches corridor leading to the city centre from the M62 motorway. It is therefore affected by the Liverpool Land Development Company (LLDC) strategy to create a new urban boulevard by 2008 (the Capital of Culture year) more in keeping with the road's status as a main gateway to the city. This is also the proposed route for line 2 of Merseytram so that the new road design will have to be suitable to incorporate this after 2008
- thirdly, house values have increased over the past two years though without any rise in housing quality. Speculators have been able to outbid public agencies that have to rely on prior District Valuer valuations to support acquisitions. As they have particularly focused on the Edge Lane corridor this has also affected LLDC's ability to purchase properties quickly for site assembly

Housing Programme

Delivering the housing programme is the real test of KR. The most positive feature this year was the ABRA Report on the Housing Programme and Strategy, which has given clear direction and brought buy-in from the key partners. It was prompted by recognition of the need to accelerate delivery, which meant establishing clearer leadership in relation to the housing element of Kensington NDC strategy and building capacity in the three key organisations concerned, LCC, C7, the community based housing association, and Kensington Regeneration. NDC relationships with the HMRI and Neighbourhood Management personnel in the Council are good and after a difficult period there is now a feeling that partners in the housing programme are all pulling in the right direction. They can be more open with one another because their complementarity is more evident. It is also helpful that LCC understand the community's role in NDC and its implications for the way the programme is handled.

Housing and Neighbourhood Management in Kensington exemplify mainstreaming in two directions. First, some initiatives piloted in Kensington are now being rolled out more widely. Secondly, and more significantly, the approach to the task in Kensington is now being addressed more collaboratively through the main programmes of the partner bodies. In terms of **Content** this case study falls into two parts. The first describes how the housing programmes fit together and the decision-making processes connect, whilst the second looks at neighbourhood management because this is an essential dimension of the way that Liverpool City Council and Kensington Renewal are handling the renewal process.

Content

1. The Kensington Regeneration Housing Strategy

The report by ABRA consultancy provided Housing Market Renewal Initiative (HMRI) with both a route to take and a mandate for its activity. The Blueprint exercise having taken place, expectations were raised but the programme could not proceed without the evidence base that

a Neighbourhood Renewal Assessment (NRA) would supply to define clearance areas. Ideally, an NRA should have been commissioned by the City Council much earlier in the NDC programme. As it was, the HMRI was the trigger.

Box 1: The ABRA Report

The ABRA Report made clear the importance of:

- clarity of role in the housing/environment programme
- ensuring complementarity and additionality in relation to the mainstream programmes of partners;
- making clear the responsibilities for delivery
- focusing on the needs of Kensington
- basing the programme on the Blueprint, the Retail Strategy and the Neighbourhood Renewal Assessment

The main components of the proposed programme are:

- environmental improvements
- housing external works
- strategic acquisition of key sites
- Community Regeneration Loan (equity gap loan)
- Retail Strategy
- gap funding for the Neighbourhood Centre
- housing and urban management

Box 2: Kensington Blueprint

The Blueprint consists of four documents as well as the final report:

1. A Housing Implementation Strategy identifying housing sites, providing development briefs and outline costs
2. An Environmental Audit and Strategy identifying potential improvement schemes
3. An Urban Design Guide setting out design guidance criteria for use by developers and LCC planning officers
4. A Community Consultation recording the aspirations of the community during the preparation of the Blueprint

Box 3: Neighbourhood Renewal Assessment

The NRA being conducted by consultants appointed by LCC involved the following stages:

- Stage 1: Survey work
 - stock condition surveys of properties
 - a residents' socio-economic survey
- Stage 2: Option regeneration
 - in KNDC area the housing and environment Blueprint was used as the basis for option regeneration
- Stage 3: Option Appraisal that has to cover
 - a financial appraisal of each option including a 30-year cost benefit analysis to the public and private sectors
 - a non-financial appraisal, each option reviewed to see identify how it meets the area objectives
 - a technical appraisal, each option considered in terms of community support, legislative conformity, political support and deliverability

The NRA has proved more protracted than expected adopting a process that one observer called 'flawed'. It covered 5,000 properties and its findings have not been wholly helpful in indicating which areas should be cleared and which refurbished because far more properties were proposed for clearance than would have been either affordable or acceptable to the community or the City Council. It largely supported the Blueprint in indicating clearance in Edge Hill but whereas the Blueprint wanted Kensington Fields and Holt to be retained, the NRA also pointed to some potential demolition in part of Holt. Some decisions about these two are therefore still outstanding. One of the problems is that there are insufficient properties for relocating people. The HMRI has to produce a programme for the next three years although, in total, the programme is much longer term.

HMRI in Liverpool

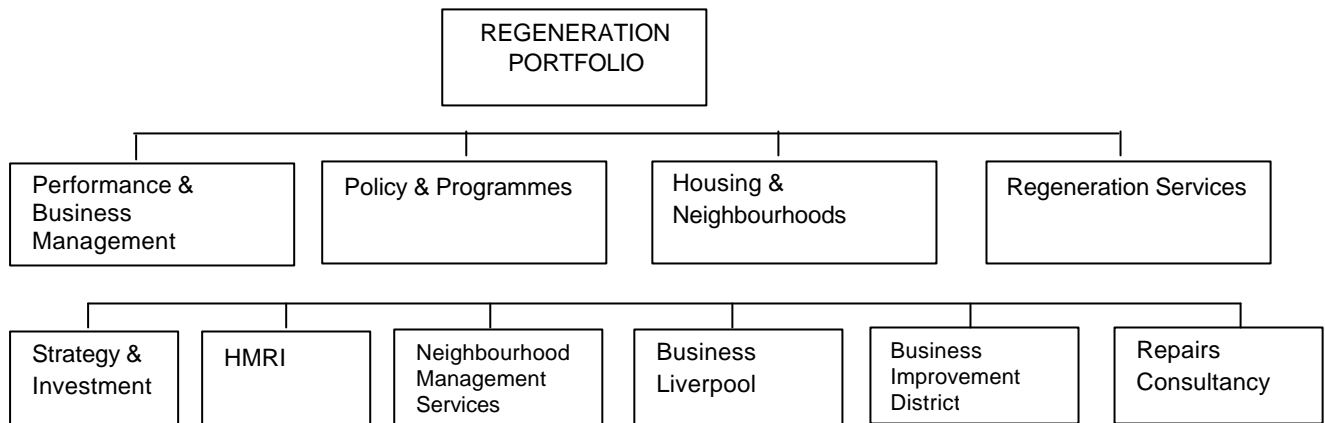
Kensington is within the Merseyside Housing Market Renewal Initiative (HMRI) area. The New Heartlands HMRI covers 123,000 properties in Liverpool (76,000), Wirral (25,000) and South Sefton (22,500). In Liverpool, it includes 13 wards in the city's inner core. Over the HMRI area, a tenth of stock was vacant, rising to almost one in three homes in parts of Liverpool's inner core. In order to target resources, Liverpool has identified four areas of opportunity - called "Areas of Intervention" or 'zones of opportunity' - City Centre North, City Centre South, Stanley Park and Wavertree. Kensington New Deal area is within the Wavertree area of intervention. This means that the Kensington Regeneration programme has to be closely integrated but it also brings the possibility of additional resources and support.

Box 4: Categories of areas in the HMRI Programme

- **Intervention Demolition or "Clearance Areas"**
Demolition will focus upon areas where the majority of properties are either in poor condition, unfit, non-decent or where houses are unwanted, over-supplied, or have been abandoned on a large scale over a long period of time. In such cases, clearance is required and new, desirable homes will be built following site assembly and demolition
- **Intermediate Areas**
These typically contain pockets of abandonment and a struggling housing market. Emphasis here may be the renovation and repair of houses and environmental improvement through neighbourhood management services. There will also be some demolition and new build
- **Sustainable Areas (the better areas)**
Here, HMRI will be used to maintain the attractiveness of the area, using environmental improvements and neighbourhood management. Some new build housing may occur on pockets of undeveloped land to support the area and to help provide a range of house types

Liverpool City Council is responsible for HMR delivery in the city. The Regeneration Portfolio, headed by an Executive Director is one of the five portfolios within Liverpool City Council. The structure plan below shows its four branches, which include Housing and Neighbourhoods and shows the Housing and Neighbourhoods Division service areas. Delivery arrangements differ in Liverpool from those in Sefton and Wirral. The other local authorities have appointed fairly large delivery teams, whereas the City Council has a small core team that is meant to be integrated in the wider organisation and make use of the relevant sections within the Housing and Neighbourhoods Division. In principle this makes for a more mainstreamed approach. The difficulties in practice are that the team is very stretched.

Box 5: Structure arrangements for Housing



HMRI in Kensington

At present, as noted, the main HMRI area in Kensington is Edge Hill, which is earmarked for demolition. Clearance is funded by HMRI. Other HMRI funds are going into Kensington directly and indirectly:

- New Heartlands are paying for home ownership advisers who are making a big input in the area. In part, this is because of high levels of demand triggered through the other activity in the area and the presence of people who can signpost residents to this service
- HMRI funds for the *Living through Change* programme (see Box 6 below)

NDC is making a contribution to other actions cited in the NRA report such as environmental schemes and group repairs.

Community Regeneration Loan

HMRI respects the independence of the NDC to pursue its own policies, but itself has to take into account wider considerations so that the precedent set by NDC having extra resources can be problematic for the HMRI. For example, HMRI are trying to make links between the NDC's community regeneration loan and their own equity gap product, but this is difficult because of the additional NDC resources that are not affordable elsewhere. Such NDC additionality is represented by:

- the means testing cut-off point can be higher for NDC residents
- the loan limit can be higher for NDC residents
- NDC is also attaching fewer strings to the way that statutory compensation is being invested

Landlord accreditation

The Landlord Accreditation scheme piloted in Kensington NDC is being rolled out, managed by LCC Environmental Health Service, HMRI and the Health Intervention Team (HIT). Its aim is to improve housing standards across the private rented sector and give recognition to good quality, well-managed private sector accommodation. It sets out minimum safety, contractual and service delivery standards that tenants can expect when they rent accommodation. It gives accreditation to landlords who meet the required management code and whose properties meet standards set out in the code including:

- fitness standards
- gas and electricity safety certification
- have smoke detectors fitted

Governance issues

The Assistant Executive Director for Neighbourhood Services is a member of Kensington NDC Board and also attends the New Heartlands Board to support the city councillor responsible for Housing and Social Care on Liverpool Council Executive who is a Board member of New Heartlands.

Early in 2004, there was a request from the Neighbourhood Renewal Unit to HMRI's operating in NDC areas asking for board level links. They have complied with this by the two Chief executives having observer status on each other's Boards. However, this is felt to be tokenistic and frustrating insofar as connections were already in place and there were questions over whether more liaison was needed or whether the new arrangements only constituted duplication.

Box 6: Living through Change

In key HMRI areas of Liverpool, where major change is underway or imminent, the *Living Through Change* Programme has been established to support controlled market restructuring, and minimise market collapse. Its overall aim is to develop and oversee implementation of short-medium term "Holding Strategies" for priority Housing Market Renewal Areas designed to encourage as many residents as *possible* to stay and share a long term vision for improving their neighbourhood; and to provide the necessary support and funding to help them live through the upheaval required to implement the positive and exciting longer term market changes proposed.

Living Through Change is an approach to supporting residents and neighbourhoods developed by Liverpool's Strategic Housing Partnership recognising that in the short term housing market restructuring can make neighbourhoods worse as a result of higher levels of voids, dereliction and abandonment. This is taking place within the LIFE (Lead, Influence, Follow, Exit) Model, a framework the Strategic Housing Partnership developed to facilitate the delivery of Neighbourhood Renewal. The HMRI area has been divided into Areas of Opportunity. Within each:

- the Lead RSL works with the City Council and the private sector developer to deliver HMR in the Area of Opportunity
- other RSLs with interests in the area or specialist skills have an Influence role
- RSLs less involved in the regeneration Follow
- Others take a strategic decision to Exit the area

Living Through Change won a UK Housing Award in November 2004. Its interventions are targeted at:

- people - for example, through local neighbourhood centres, local lettings agreements and action on anti-social behaviour
- property - ensuring blight properties are demolished, voids well secured and target hardening available to adjoining residents
- environment - for example, treating and managing vacant sites, dealing with fly tipping and graffiti

Box 7 HMRI Interventions

Typical HMRI funded interventions are:

- enhanced void property security (owner occupied stock acquired for clearance)
- target hardening of occupied vulnerable properties
- treatment of land to combat anti-social activity
- enhanced environmental action activity
- provision of Handypersons Schemes
- employment of relocation assistance officers
- provision of moving and settling-in scheme to assist relocating residents
- financial advisory services

Typical complementary interventions funded through Neighbourhood Renewal Fund include:

- joint initiatives with Police
- joint health initiatives with PCTs
- treatment of other land to combat anti-social activity
- reparation work by young offenders
- provision of other Handypersons Schemes
- an Active Ageing Project aimed at elderly citizens
- support for apprentice training
- a 'choice lettings/common waiting list' initiative
- cultural projects
- other small-scale ad hoc interventions

2. Neighbourhood management

Liverpool City Council Neighbourhood Management

The City Council established Neighbourhood Management Services in January 2004 (see Box 5, Structural Arrangements above). A first draft Divisional Business Plan was produced in December 2004. The Plan sits below the Regeneration Portfolio Business Plan and sets out key priorities and activities for the next three years. The core purpose of the Division is "to promote thriving, well managed, clean, safe and inclusive neighbourhoods, improving the quality of life of all residents (see Boxes 8 and 9). The city is divided into seven Neighbourhood Management areas. Kensington NDC is within the Eastern Link Area.

Box 8: Neighbourhood Management Principles

The NM Framework structure and processes are based on a number of principles:

- integration with the LCC Corporate Plan and the Regeneration Portfolio objectives
- exercising the predominant role in facilitating and supporting effective partnerships to improve neighbourhoods in three areas: regeneration and housing management; environment; employment/economy
- building on high quality community engagement and 'co-production' to achieve sustainable change, which means partnership with local communities, ensuring all parties are properly empowered with knowledge, skills and influence to implement change and sustain improvements. Area Committees are the focal point for this but will be part of a wide local network of groups and representation

- action taken at local level, which entails well informed and task orientated groups functioning at Neighbourhood level - these groups building on some established structures to be known as Operational Forums, to be informed by and themselves inform the local community engagement process

Box 9: Neighbourhood Management Key Improvement Priorities

Each area has a team of officers led by a Neighbourhood Manager responsible for overseeing the delivery of a common set of five Key Improvement Priorities (KIPs):

- adopt a coherent approach to area-based initiatives, ensuring maximum impact at a local level
- improve the decency standards in both social housing and the private sector through the implementation of the Housing Strategy Action Plan and HMRI and by working with RSLs/other agencies to raise standards in private sector housing
- improve community involvement and participation in decision-making, ensuring full engagement of minority groups
- establish standards of environmental maintenance within each Neighbourhood and build capacity to reduce the fear of crime and tackle anti-social behaviour and household related crime
- delivery: Jobs, Education and Training (JET) Centres and People Pool to provide greater access to employment opportunities for local residents, particularly within SIAs

Also in January 2005, LCC launched a Community Charter pledging to keep neighbourhoods clean and safe, provide high quality social housing and continue improving education standards and library facilities (Box 10).

Box 10: Community Charters

There is a charter for each of the 10 Area Committees, each with information specific to the area and detailing minimum standards for a range of services:

- street cleansing
- refuse collection
- lighting repairs
- community safety
- attainment in schools

“Charters also give residents a clear understanding of exactly what the council does, and informs people of their own responsibilities in helping create better communities.”

Neighbourhood Management in Kensington

The LCC arrangements are so comparatively recent and even within these few months there has been turnover of key personnel, so that it is rather too early to assess the arrangements. The city-wide approach inevitably differs from that in Kensington. Its very corporate approach, larger scale and responsibilities to multiple communities contrast with the much more defined geography in the NDC area and the possibility of undertaking more intensive work. The Eastern Link area is unique in having the NDC within it.

Box 11: NM in Eastern Link

The Neighbourhood Manager for Eastern Link covers 8 wards and 4 area committees. The remit covers:

- housing - stock options a main preoccupation at present
- regeneration (though with limited resources)
- environmental services/street scene - contract compliance/monitoring rather than delivery
- JET

There is a team of 26 who bring a variety of experience but not necessarily covering all these policy spheres. 80% of the staff are former housing department.

The team includes 8 Neighbourhood Officers, each responsible for their own patch: they identify 'projects'/actions required and call on the resources of the rest of the team. Their roles vary because their patches vary. Some of these also have specialist interests (eg Youth Work or Sure Start) that they can feed back into the whole team.

Kensington is within an area serviced as follows:

- Neighbourhood Officer
- Lead officer for Kensington plus 2 job share (1FTE) working with her
- 2 home owner advisers
- 1 community development worker

Having previously failed several times to recruit a Housing Programme Manager, Kensington Regeneration was considering advertising again but with no great conviction. However, the Neighbourhood Manager has now proposed that the money is used instead for two senior officer posts to fill skill gaps within the wider team. This proposal has still to go through the city council scrutiny process and back to the NDC Board.

In addition, the Neighbourhood Manager now has money from the city council capital programme to help deliver housing, which is enabling the employment of four temporary staff to be employed in C7 but working within the neighbourhood management team across the whole of the renewal area (i.e. Kensington and an adjoining neighbourhood). Their tasks include:

- community consultation - detailed visits to households to find out their requirements;
- compiling files as evidence for compulsory purchases and any appeals.

Neighbourhood Wardens

There is now a Neighbourhood Warden Team in Kensington, comprising a Manager and 12 Wardens based in C7, but funded by Kensington Regeneration. They take on the environmental dimension of neighbourhood management. The LCC Neighbourhood Manager has seconded an Environment Officer (60%) plus an Environmental Health Officer full time, who would otherwise only spend half the week there. There are, therefore, effective working relationships with a range of LCC departments, such as Environmental Health, the HMRI team, Pest Control, the Enforcement/Prosecution Team and Eastern Link Housing Team. The Team also has a strong focus on anti-social behaviour in collaboration with the C7 Anti Social Behaviour officer, the Police and Business Crime Direct.

Box 12: Neighbourhood Management initiatives include:

- community Skips
- community Clean-ups
- HMRI team - co-ordinated approach to clearing empty properties
- sewer baiting
- extra litter bins
- environmental Hit Team for activities such as removal of fly tipping, tackling blighted properties and land, regular upkeep of problematic 'grot spots', removal of urgent graffiti, minor environmental services for vulnerable residents
- Parks Officers
- Prosecution Team: providing witness statements and now being trained professional witnesses
- environmental day-to-day - weekly reports on outstanding overdue jobs

Process linkages between Kensington Regeneration and Liverpool City Council Neighbourhood Management

There are a variety of links across the two organisations.

- the Neighbourhood Manager and KR CE have diaried meetings - they already knew each other from previously working in the same part of Liverpool
- there is close working with the KR Environmental Programme Manager
- the lead officer for Kensington usually attends Kensington Regeneration's Development, Housing, Environment and Neighbourhood Services Committee (DHENS)
- one of the NM team attends KR senior management team meetings every few weeks
- NM staff try to attend KR's Neighbourhood Assemblies - this has been a bone of contention during the early months of the Assemblies before the Neighbourhood Workers had been appointed to service them. NM staff got only very short notice and there was no consultation over the format of meetings. They felt like 'lambs to the slaughter' and this experience made them more wary of future involvement. A lot is now being done to make the Assemblies more productive, the Workers have been appointed and are starting to involve the NM team in planning the meetings
- there is a plan for a half day joint team session in the near future

Drivers and Barriers

The key driver of integration has been that the separate organisations needed one another to achieve their goals. This was already true of Kensington Regeneration, C7 and Liverpool City Council but the advent of the HMRI made it more evident and the ABRA report provided the route map. By the time these occurred, the other organisations had already established their relationships on a better footing and the community representatives, who had at first been suspicious of agencies, had come to recognise the necessity and benefits of working together.

The opposite side of integration/mainstreaming in this instance is that:

- organisationally it is very complex and therefore communication becomes hugely important
- there is greater reliance on capacity within partner bodies

There is awareness amongst other partners that the NDC approach has lessons for others. For example, the Divisional Neighbourhood Manager sees a potential for learning from NDC particularly in relation to a holistic approach integrating different policy areas and community

engagement, and working sensitively at street level. However, resource constraints can prevent them from fully adopting NDC lessons.

Other barriers/complicating factors include the following:

- the high profile of the NDC together with the extent of community engagement mean that it can take up a disproportionate amount of partners' management time
- the City Council is the NDC accountable body as well as a partner

Issues and Lessons

- that achieving a joined up approach requires partners to sacrifice some autonomy either in deciding what to do or in the way they work
- there is a need for clarity about who is doing what and the joining up needs to be at various levels: strategy, management, community consultation/engagement, implementation and personal relationships
- targeting resources into an area in turn creates more demand for services that then indirectly leads to further skewing of resources into the area

TOWER HAMLETS: OCEAN NDC NEIGHBOURHOOD MANAGEMENT

Background

The Ocean Neighbourhood Management initiative is one of three pilots currently taking place in the London Borough of Tower Hamlets.

Each one is tailored to local need and employs three differing methodologies.

- Neighbourhood Managers working with service providers with no extra resources to improve services (Bethnal Green East and West - LAP1)
- Neighbourhood Managers with some project and leverage funds to improve and deliver services (Poplar Area Neighbourhood Partnership et al.- LAP 6/7)
- Neighbourhood Manager with project and leverage funds on a larger scale to secure changes in service delivery and, in some cases, to deliver services itself (Ocean NDC - LAP3)

Bethnal Green: Whilst the pilot is referred to as one single entity the approach taken has been to split the Bethnal Green area into two local “patches” with a single Neighbourhood Manager responsible for each area. The two posts were initially funded via the Neighbourhood Renewal fund until March 2004, but have been extended until 2006. The priorities for the pilot can be seen below and are reflected in the LAP 1 Action Plan.

Bethnal Green East:

- Improving access and safety in public open spaces
- Improving facilities for young people
- Improve access leisure facilities

Bethnal Green West:

- Reducing the number of sex workers operating on the streets
- Improving the health of residents
- Reduce the amount of dumped bulk rubbish, litter and abandoned vehicles

The Bethnal Greens model relies on the negotiation and influencing skills of the Neighbourhood Manager to make improvements in services and get services to work better together as they do not have additional funds to persuade service providers to make the changes local people seek. It should be noted however that both Managers are very experienced, having worked for the council for many years and so know how to get things done within the Tower Hamlets framework. This may change as one of the managers recently resigned.

The Poplar Area Neighbourhoods Partnership (PAN) was formed in 2001 in order to develop Neighbourhood Management approaches in LAP 6/7. It is a multi agency partnership that describes itself as a sub LSP structure. Like Ocean the PAN model also seeks to be directly involved in service delivery as well as playing a lobbying/influencing role with existing providers. The PAN partnership is the over arching organisation responsible for reviewing progress on activities involving joint working, with Poplar HARCA taking the lead role in delivering the Neighbourhood Management activities funded under the Neighbourhood Renewal Fund.

The Ocean NDC Neighbourhood Management project, started early in 2002, and focuses primarily on the core area. The team consists of two co-workers, a Neighbourhood Manager

and a Neighbourhood Management Development Officer. The stated aim of Neighbourhood Management in the Ocean is to:

- contribute to the NDC programme and its outcomes through improved and better-targeted service delivery
- improve service quality and engage mainstream service providers
- engage the community actively in neighbourhood renewal and a dialogue with public sector agencies and other stakeholders about how it can be best achieved
- identify key issues for the neighbourhood and monitor key targets
- provide the sustainability for the change programme of NDC and inform the forward strategy for when the programme ends
- provide a link between the NDC programme and other regeneration and renewal activity within Tower Hamlets and further a field

CONTENT

The first two years of the project tended to be very much about defining and redefining the role and function of Neighbourhood Management within the Ocean. Initially they focussed on developing structures and processes, and trying to gain a better understanding of how Neighbourhood Management would fit the NDC. Neighbourhood Management for the Ocean estate has taken some time to develop into a coherent operational model by which service improvements can be achieved.

However the development and implementation of the Neighbourhood Management strategy in 2004 has perhaps provided them with clearer direction. The strategy sets the priorities for the three years between 2004 to 2007.

- Year 1 2004/05 A Cross-Cutting Focus on the Neighbourhood Environment
- Year 2 2005/06 A Multi-Agency Approach to Healthier, Safer Living
- Year 3 2006/07 A Cross-Cutting Approach to Helping Young People

It is probably worth mentioning that along with the identified priorities of the strategy, each year a key target group will be identified (e.g. this year is the elderly) in order to identify gaps in services and improve joined up working between various mainstream agencies to provide a more comprehensive approach.

Notable achievements have included:

- an NDC *Neighbourhood Management Task Panel* reporting to the NDC Board has been set up with local resident representation and provides the strategic platform for the NDC's Neighbourhood Management programme
- the establishment of a Citizens Panel of local residents to provide better and more representative consultation
- the NDC *Neighbourhood Wardens Team* - with strong representation from the local community - has been operational for almost 3 years and has established itself as a key local service within the community and as a model of good practice more widely
- a *Housing Service Improvement Agreement* has been agreed with London Borough of Tower Hamlets Housing Service and a monitoring panel including resident representatives has been established to work with the housing service to identify and implement improvement strategies
- an *environmental improvement programme* has been identified and physical improvement work has taken place particularly in the Ben Johnson Road shopping area and green spaces

- *community action days* have been held with good participation from local people – particularly young people – helping to clean and tidy up the area;
- launch of the Citizenship Training Pilot which has produced 12 local citizen who will act as neighbourhood champions
- 6 equalities and diversity focus groups with local community organisations and residents
- REFLECT gender specific training programme aimed at empowering local women

Drivers and Obstacles

One of the main problems with delivery of Neighbourhood Management in the Ocean has been a lack of continuity. For large parts of 2004 there was not a full time Neighbourhood Manager. They attempted to fill the gaps with a temporary consultant, neighbourhood renewal advisor, and with the Neighbourhood Management development officer ‘acting up’. This has hampered the development of the key officer group which has not met as frequently as originally intended. This problem has now been rectified and an experienced Neighbourhood Manager has been recruited and has been in post since the end of last year.

Some difficulties have also arisen with the role and function of the Neighbourhood Management Task Panel, which some felt had added another tier of bureaucracy to the partnership.

However as with most things on the Ocean how Neighbourhood Management develops on the estate will depend on the result of the stock transfer ballot later this year. If the vote is positive the assumption is that Sanctuary will play a more substantial role in Neighbourhood Management. As their strategy states:

“Sanctuary are supportive of our Neighbourhood Management programme and keen to ensure that local residents are capacity built to take on a key role as community change agents. We will work closely with Sanctuary to ensure that future housing services are reshaped to meet residents needs providing responsive and joined up service delivery that will have a positive impact in other areas such as community safety, health living and educational achievement.”

Sanctuary have already invested substantially in the area (approximately £500k), and although there is currently no agreement in writing, it appears likely that they will maintain many of the elements of the Neighbourhood Management programme (wardens etc). An offer document is currently being drafted which will hopefully make their intentions more specific.

Tower Hamlets is moving to more of a ‘local management’ model and the links between the Ocean and the structures of the LSP are developing. This has helped drive the process forward. The Ocean Neighbourhood manager has signed up to the aims and objectives of the borough wide Local Management Team, and the Neighbourhood Manager is meeting regularly with other Neighbourhood Managers in the borough to share ideas and plan joint working. Whether there has been an actual shift in gear is debatable. Increased engagement may be purely a result of the increased stability in the partnership.

Issues and Lessons

The three pilots have very different contexts, structures, operating timescales and geographical coverage so the value of comparing them is limited. All of the models appear to be based on a reasonable analysis or knowledge of local issues and have made significant progress in establishing structures/mechanisms where by the local community can be practically involved with the Neighbourhood Management process.

All three models show that accessing mainstream budgets has been extremely difficult. In all of the pilots there has been dialogue with service providers, but limited examples of mainstream

bending. The exception is perhaps the PAN model where the main partner (Poplar HARCA) has already made a long-term commitment to financing a wider social and economic regeneration programme and arguably has “bent” its core budget to support this programme. Ocean is hoping that if the vote for stock transfer is approved that Sanctuary will show a similar level of commitment.

Neighbourhood Management at the Ocean is trying to move away from being project driven and is trying to become more process driven. They realise that in order to achieve long term sustainability that they need to become more effective at bending mainstream resources and less as a funding device for ‘worthy projects’. They have had some success. Circle 33 and BGVP housing associations are paying for two additional neighbourhood wardens. However with the Safer Neighbourhoods Teams Initiative being rolled out in the St Dunstons ward the role of the wardens may have to be re-evaluated and move away from a community safety focus to one that is more aligned with the liveability agenda. They are also reconsidering the effectiveness of service level agreements as in many cases they are perceived as being unenforceable. An independent evaluation of the project was due to take place last September but at the time it was felt that it would not be appropriate at that stage in the programme. It is likely to take place this summer. Tower Hamlets Strategic Partnership is closely watching all three pilots in the borough, and a scoping paper entitled “Local/Neighbourhood Management: A Way Forward” was presented in December 2004 to the LSP. Notably the paper stated,

“Local management needs to work with existing service delivery structures and should not, as rule, try and create new or different ones. Part of the role of local management should be to rationalise and streamline existing structures where appropriate and add co-ordination and coherence where this is needed”.

This would seem to suggest that if there is a borough wide roll out of Neighbourhood Management it is more likely to follow the model established in Bethnal Green and not the mixed approach of PAN or the Ocean.

MIDDLESBROUGH: DEVELOPMENT OF PRIMARY CARE TRUST COMMITMENT

Background

The original West Middlesbrough Health Theme Manager was seconded from Tees Health Authority in 2001 to work on the NDC Health Strategy, and helped set up a number of interventions and projects. During this time Middlesbrough Primary Care Trust (PCT) involvement in the theme was limited, although two Service Level Agreements were developed, under which West Middlesbrough Neighbourhood Trust (WMNT) paid the PCT to provide a part time Community Health Promoter and School Nursing Sister for the NDC area. The Health Theme Manager was made redundant in March 2003. At this point Middlesbrough Primary Care Trust (PCT) took temporary control of the Theme while its progress was reviewed, an evaluation and options appraisal carried out, and a new Action Plan prepared. The Plan outlined a more prominent role for the PCT, giving it overall responsibility for the Health Theme, with the PCT Health Inequalities Manager managing it 2 days a week. He is managed by the PCT, so the PCT effectively manages the Theme. There is also an Operational Management Group, run by the PCT and including representatives from all the agencies delivering health projects (e.g. Tees and North East Yorkshire Trust (TNEY), Welfare Rights, and voluntary sector reps); and a Project Staffing Group.

The initial ethos within the Health Theme was for the Theme Manager to oversee projects that were run by various people and agencies, and backed up by Service Level Agreements. There was a degree of community consultation and involvement, and projects were set up in response to identified needs. However, it was felt that this arrangement was not strategic enough and led to little 'buy-in' by the agencies. The new Action Plan heralded a more strategic approach: it complements the PCT Local Delivery Plan and Health Improvement Modernisation Programme (HIMP), and new projects are now more likely to fit in with the overall health agenda for the area - having similar aims and objectives - which increases their chances of being taken on in the long term by mainstream agencies.

The PCT's Director of Health Improvement and Public Health is a longstanding member of the WMNT Board, representing the PCT. He also chairs the Health Theme Sub-Group, which brings together local residents and agency representatives to consider proposed projects, support the Theme Manager in developing strategies, and monitor impacts.

The WMNT Performance Management score for Health improved slightly in 2004; a Board Report attributed this largely to *'close working arrangements with the PCT and also the mainstreaming of a number of services long-term'*.

Content

Commitment to take on services: Re-configured services have been taken on by the PCT as part of mainstream provision, e.g. BME Health Mentoring, additional health visiting. The School Nursing Service will be funded by WMNT for another two years, then it is envisaged that the PCT will fund it. The PCT recognises the service as an example of good practice, and has secured Neighbourhood Renewal Funding to extend it across Middlesbrough, with a further 18 Community Parent Advisors (CPAs) being recruited in other schools in deprived areas.

The Youth Service is now involved in the The Drugs Outreach Team's drop-in session at Whinney Banks. The Neighbourhood Drugs Co-ordinator is now employed through the Making West Middlesbrough Safer Theme; this post has now been extended to cover East Middlesbrough as well. The Trainee Drugs Outreach Worker is to become part of the Youth Team being set up in West Middlesbrough.

NDC funding of £31,020 was recently awarded for a Health and Social Care Worker for older residents, subject to the condition that the post be mainstream-funded after 2006.

Joint working: Some WMNT projects have been developed as part of larger, area-wide initiatives. As well as providing additional funding, this joint working can lead to benefits such as in-kind help and support, information and best practice sharing, and reduced administration and management costs for WMNT. The WMNT Draft Annual Action Plan for 2005/2006 sets out funding details for health projects. The Health Through Warmth project is part of a Middlesbrough-wide project, and will be joint-funded by NDC and public monies for 2005/2006 (£40K from each). Other joint projects include an outreach service for people with mental health problems, which is being developed in partnership with MIND, a mental health charity. For 2005/2006 it will receive £2.24K of public funding in addition to its £37.78K NDC budget. Hoop Dreams, a new project linked to a local basketball team, will receive £6K from other sources this year, as well as £32K NDC funding.

Drugs Outreach workers have also helped to bring additional resources to the NDC area through contact with Middlesbrough-wide initiatives. For instance, Middlesbrough Drug Action Team piloted an education project in West Middlesbrough, delivering a 10-week drug education course to 50 youngsters.

There are also a number of examples of Health Theme projects and staff working alongside mainstream providers. This has led to benefits such as sharing of best practice and better signposting of users to appropriate services. Such partnership working is evident in Whinney Banks Early Excellence Centre, with health visitors, teachers, nurses, residents and Middlesbrough PCT all working together. It was also seen in the development of the Fulcrum Practice, which provides specialist treatment for addictions. The PCT has also agreed to fund a new GP practice, which will be based in a new Healthy Living Centre being built using NDC funding in Central Whinney Banks, a housing area under re-development. Up until now, there has been no GP provision in the NDC area.

Service Level Agreements: The previous Health Theme Manager set up Service Level Agreements (SLAs) with service providers delivering services in the area. For instance, an agreement has been made with Tees & North East Yorkshire NHS Trust (TNEY) for a full time Addictions Nurse and FTE Community Liaison Worker, and part time Secretary/Administrator and Family Practitioner. This agreement is worth £80,000 per year and will last until March 2010.

Another approach to sustainability: Some Health Theme 'group' projects aim to become community-owned and self-sufficient through charging subs, accessing funding streams, and other fundraising. To help achieve this, project workers have helped the groups become constituted, and trained group members on fundraising, writing bids, and other skills needed to run their groups (e.g. driving a minibus). Projects where this is occurring include: the Ladies Day Group; the Luncheon Club, which has applied for funding from the Care Purchasing budget; the Health Through Activity Group; Walkers and Strollers; and the Friendship Club.

Drivers and Barriers

WMNT can help the PCT: The key issue driving the PCT to work in partnership with WMNT appears to be the fact that WMNT can help it to achieve its objectives, by providing extra funding and an environment in which new ideas and ways of working can be piloted.

Conflict between mainstreaming and community-led approach: The Theme Manager stated that the PCT is unlikely to mainstream any WMNT projects that do not help it to meet its targets. This may lead to conflict between developing projects in response to community needs on the one hand, and having these projects mainstreamed on the other. If the identified needs of the community do not fit with the overall local agenda for health, then any planned WMNT interventions - no matter how successfully they address these needs - are unlikely to be sustained via mainstreaming.

Knowledge and opportunity: The PCT has had long-term, high level involvement in WMNT, with a PCT Director on the WMNT Board. This means the PCT and WMNT are likely to be aware of each other's work and plans, which may have increased the likelihood of their developing similar work programmes or choosing to work in partnership. The PCT initially had an arms-length relationship with the WMNT Health Theme at an operational level; when the first Theme Manager left post, this seems to have been seen as an opportunity for the PCT to harness the resources of WMNT by getting more involved in managing the Health Theme.

Different approaches and relationships: Different WMNT themes have diverse approaches to service delivery and mainstreaming. This could be due to a variety of factors including: the varied constraints and opportunities offered by the different agencies involved with each theme; individual workers' personalities, working styles, and contacts; and relationships between agencies and staff.

Issues and Lessons

Close links: Having the Health theme managed by the PCT means WMNT health initiatives are more closely linked with mainstream health provision than they might otherwise be. An independent theme manager would be unlikely to have as much influence within the PCT, which is the main provider of health services.

Individual approaches: The first Health Theme Manager had a lot of personal contacts within local health services and used these when developing projects and SLAs. However, this approach and her close ownership of the work may have made it harder for staff to continue without her input, and for the PCT to 'pick up' the Theme, after she left.

Partnership working: The PCT has noted the benefits of partnership working with other agencies to 'buy in' services, as this can lead to continued funding from these sources.

Monitoring: Accessing funding through larger (e.g. Middlesbrough-wide) initiatives for WMNT projects can present problems for NDC monitoring and review systems, as it may mean specific information about the WMNT area is lost within the wider monitoring system.

Volunteers: A strong - and willing - volunteer base is necessary for group projects to become self-sustaining, as fundraising and running the groups will take time and effort.

Added value: Services such as BME health mentoring, which was piloted by WMNT but is now part of PCT mainstream provision, can still bring added value to the area as a result of established links and relationships between project staff.

SANDWELL: MAINSTREAMING HEALTH

Background

The Wednesbury and West Bromwich Primary Care Trust (formerly Primary Care Group) has been involved from the outset in the NDC Greets Green Partnership. The Primary Care Group was one of the key partners involved in the original NDC Delivery Plan in 1999. The PCT is responsible for the health care of registered patients in the two towns of Wednesbury and West Bromwich and each town has its own PCT locality management team.

The NDC approved a jointly (NDC and PCT) funded post of Neighbourhood Health Manager in 2003. Following this and with support from Government Office West Midlands the PCT decided to take the principles of a dedicated manager for Greets Green one step forward and created a Neighbourhood Health Management Team. As a result, Greets Green has now become the 'third locality' in the PCT area alongside Wednesbury and West Bromwich. The PCT and NDC continue to work closely together facilitated by the joint management post and in Autumn 2004, this collaboration was recognised when the NDC Health Theme was awarded runner up in the health category in the national NDC Achievement Awards.

The Year 5 (2004/05) Health Theme Business Plan sets out a three-pronged approach to bending mainstream services:

- mainstreaming funding- influencing mainstream budgeting
- mainstreaming practice- changing working practices within mainstream services
- mainstreaming policy - changing the framework or model within which mainstream services are planned or delivered

Content

The Health Theme within the NDC Greets Green Partnership has a range of projects aimed at tackling health inequalities. Some of these have already been successfully mainstreamed by the PCT.

The Neighbourhood Health Management Team was approved as a project in 2003 and now consists of a Neighbourhood Health Manager (joint NDC and PCT funded), Health Development Facilitator (NDC funded), Primary Care Development Facilitator (PCT funded), Community Development Worker (joint funded) and an Administrative Assistant (NDC funded). The team works with the community, statutory agencies, GPs and voluntary organisations to identify and develop new services and projects as well as improving access to health services and information about health. This project has NDC funding until 2006/07. In recognition of the success of the Neighbourhood Health Management Team, it has now been mainstreamed within the PCT's Local Delivery Plan and will be funded by the PCT from 2007.

The Enhanced Nursing Services project was approved in 2001 and funds a locally based specialist nursing team, additional practice nursing hours at GP practices within Greets Green and the development of junior nursing support structures within GP practices. The project aims to increase accessibility and services for patients. Following an external evaluation of the project in 2004, the PCT will be funding all nursing posts (specialist nurses plus extra practice nursing hours and staff in Greets Green GP practices) associated with the project from April 2005. The project will also be used as a good practice model for specialist nursing care, supporting patients with complex needs, which will be rolled out across Wednesbury and West Bromwich from 2005. Furthermore, one Greets Green GP practice has already indicated that it is willing to fund its additional staff nurse from its own budget. The PCT will not reduce the amount of money it is spending to mainstream the project so this means there will be an

additional increase in the total number of nursing hours permanently available within Greets Green as a whole.

Care @ the Chemist is a scheme offering people with minor ailments the choice of waiting to see their GP or having a consultation from a local pharmacist. If a patient is exempt from prescription charges, they may be offered free over the counter medicines through a voucher scheme, following the consultation with the pharmacist. The project operates from one Greets Green GP practice and four pharmacies at present. The project is being evaluated internally and another 'control group' is being run without a voucher system in Wednesbury town to ensure the best practice is mainstreamed. From 2006, the scheme will be mainstreamed and extended (using PCT funding) to other GP practices in Greets Green and across Wednesbury and West Bromwich.

Patient and community involvement is a relatively new agenda for PCTs and the Wednesbury and West Bromwich PCT has learnt from the NDC's experience of community engagement. The PCT is consulting on its 'radical plan' which is primarily about investment in new premises, facilities and services. The PCT has held a series of public consultation meetings during its three-month consultation period and has also used ballot boxes as a pilot in Greets Green. Through the NDC, the PCT has built links with local voluntary and community organisations and these local venues have been used to locate the ballot boxes and ensure the collection of the views from a wider range of residents.

The Neighbourhood Health Management Team and the NDC Education and Lifelong Learning Theme have led another collaborative venture by developing the Greets Green Children and Families Programme in partnership with Sandwell Metropolitan Borough Council's Children's Centres. This project has resulted in the creation of a joint post of Programme Manager funded by SMBC and the NDC. It is hoped that this will again ensure mainstreaming and sustainability beyond the life-time of the NDC.

Drivers and Barriers

The culture within the PCT and commitment from senior levels has been imperative to the successful mainstreaming of NDC projects. The PCT has been enthusiastic and committed to working with the NDC. The Chief Executive of the Primary Care Trust as well as the Trust Board was behind the decision to create Greets Green as a 'third locality'. The link with the NDC has been seen as an opportunity to develop neighbourhood approaches to service delivery as well as extending public and patient involvement through NDC structures.

The Neighbourhood Health Manager is the Health Theme Leader within the NDC and is also the PCT's manager of mainstream primary care services (with responsibility for GP practices and other contractors) within Greets Green. She has been involved in the NDC since the outset, having previously been employed as the PCT's General Manager for West Bromwich town. The manager has responsibility for both the NDC Health Theme and mainstream services and this means she acts as a single local contact for residents and primary care services. The manager's role at both strategic and operational level has ensured that Greets Green has been high on the agenda of the PCT and this has been a key factor in mainstreaming. The manager has been able to develop projects to improve services within the NDC area and also to influence the content of the PCT's Local Delivery Plan. The creation of an additional Neighbourhood Health Management Team in Greets Green has enabled the PCT to provide the management capacity needed to support and develop projects and services in partnership with the NDC.

Mainstreaming has been easier when the PCT is the sponsor of projects since other organisations perhaps lack funding or the commitment to mainstream services. Changing and competing national priorities can also hinder mainstreaming. For example, although the NDC, PCT and SMBC are all working towards national floor targets they each have different internal

performance management systems. This means that changes in national policies can bring new PCT agendas, priorities and performance targets which may be different to those of the other major agencies.

Issues and Lessons

The joint management post has been a key factor in mainstreaming the NDC funded projects. The manager has been based in the PCT with a hot-desk in the NDC's offices which has ensured she is part of both organisations. A key part of the manager's job description is to work with local agencies and to influence mainstreaming. The post has meant that strong links have developed from the NDC to the mainstream agency.

The culture within the PCT and senior commitment to joint working has meant that it has used the NDC as a test bed for developing new services which could be rolled out across the whole of the PCT area. There are mutual benefits gained from the NDC and PCT working together. Both the NDC and PCT have provided funds to try new projects and create additional projects which can improve PCT services. Working with the NDC has helped the PCT to meet its targets, for example reducing GP waiting times, and PCT involvement has helped the NDC to develop a coherent health strategy.

Evaluation has played an important part in mainstreaming. Evaluation has been both internal and external (carried out by independent consultants). There have been formal evaluations but informal evaluation on a day-to-day basis has been just as important. The self-assessment performance management process, business planning cycle and national evaluation has allowed the Health Theme to reflect and take stock of their activities and progress on a regular basis.

Successful mainstreaming depends on organisational culture, in particular commitment from senior levels, and an understanding of the benefits of mutual learning and service improvement. Individuals are also important and the funding of a joint manager has enabled joint working and has facilitated mainstreaming. The manager has seen the NDC as an opportunity to develop and improve services on a neighbourhood basis and to share good practice and roll out successful services to the PCT area as a whole.

KNOWSLEY: HEALTH AND HEALTHY LIVING NORTH HUYTON NEW DEAL NEW FUTURE

Background

Mainstreaming in health reflects a history of partnership working between Knowsley Metropolitan Borough Council (KMBC) and Knowsley Primary Care Trust (PCT), the key health partner involved in the North Huyton New Deal New Future (NHNDNF). Knowsley MBC was the first local authority outside London to integrate social services with its PCT and to have joint Council-PCT appointments (Director of Social Services, KMBC also Chief Executive of Knowsley PCT; Deputy Director of Health and Social Care; Assistant Director, Children and Families; Director of Public Health; Joint PCT/Social Services Leadership Team; Five members of the Public Health Team (see below) in addition to the Director of Public Health are also joint appointments (Health Partnership Manager, Public Health Intelligence Manager and Support Officer, Health Promotion Strategy Manager, Performance Management Officer).

There is a history of joint working locally involving social workers attached to GP practices (1995), joint commissioning in primary care (Kings Fund project 1997/98), the alignment of District Nursing and Social Work Teams, the establishment of Community Older People's Team (2000), pooled budget for Integrated Occupational Therapy service (2003), co-location of health and social care staff in shared headquarters building in Huyton (November 2003 - February 2004). This joint working was formalised in an overarching Health and Wellbeing Partnership agreement signed last year.

Content

NHNDNF's activities in the health theme have become increasingly interwoven in this wider partnership working. The Director of Public Health (then of the Primary Care Group) joined the Board of NHNDNF when it was formally established in December 2001 and has remained a member ever since. The NDC has been a particular focus of interest for the PCT and this was given added impetus with the appointment by the NDC of a Commissioning Officer for Health in August 2002. The Commissioning Officer has subsequently become centrally involved in partnership working in the public health field with the PCT and other agencies at both NDC and Borough levels.

Two overlapping teams deal with public health issues in Knowsley:

- the Public Health Team (managed by the Director of Public Health) - which meets fortnightly; and
- the Health Equality Team (made up of staff from the PCT, KMBC and voluntary organisations with a public health remit) - which meets monthly

The Health Equality Team is an important partnership group. A sub-group of the Knowsley Health Partnership, it is chaired by the PCT's Director of Public Health and is responsible for the health improvement strategy of Knowsley Strategic Partnership and the Local Delivery Plan for Public Health. The NDC's Commissioning Officer for Health is a member of the Team. She is also a member of another important group, the Health Promotion Steering Group that manages the Health Promotion Network (HPN), which was set up by the PCT in September 2003. The HPN links six main providers of health promotion in Knowsley - the Health Promotion Service, the Community Development Team, the Community Wellbeing Team (an initiative in which the NDC has been centrally involved), Healthink, the Healthy Schools Team, and the Dental Health Promotion Service.

The Health Promotion Steering Group comprises the Health Promotion Network Manager, the Health Partnership Manager, the Community Health Development Manager, the Assistant

Head of Sport, KMBC, the Environmental Health and Consumer Protection Development Officer, KMBC, the Senior Dental Health Promotion Manager, the Healthy Schools Coordinator, the Project Co-ordinator, Healthink, and NHNDNF's Commissioning Officer for Health.

The NDC is thus integrated into Borough-level public health activity principally through the Commissioning Officer's involvement in the Health Equality Team and Health Promotion Network (and consolidated by the Officer's membership of the Knowsley DAAT, the '5 a day' health initiative, the Sexual Health Implementation Group, the Men's Health Steering Group and Sure Start Management Committee).

The importance of the NDC for the PCT has also been recognised in the establishment of a NDC Partnership Group, in which the Commissioning Officer for Health plays a central role. The Group was initially set up to oversee development of the PCT's new Primary Care Resource Centre for the NDC area, the major capital project in the NDC's health theme. It has subsequently evolved into a group that oversees the wider range of public health projects and initiatives being undertaken in the NDC area. Chaired by the PCT's Director of Public Health, it meets bi-monthly and brings together officers from health, social services and the NDC's Commissioning Officer for Health to monitor the progress of projects and to discuss potential new areas for activity. It is important for both raising awareness of and providing a support mechanism for NDC's health activities.

There has been substantial joint working between the NDC and Knowsley PCT and it is possible to show examples of the way in which:

- the PCT has considered NHNDNF in the development of its strategies (in the inclusion and central role given to the NDC in initiatives relation to Men's Health and Falls Prevention in the elderly)
- the NDC's Commissioning Officer for Health has been involved in partnerships and joint working initiated by the PCT (notably in membership of the Health Equality Team, Health Promotion Network and the NDC Partnership Group)
- projects have been jointly planned by the PCT and NDC (for example, the Health Impact Assessment of the NDC programme; the Community Wellbeing Team and the mobile nurse-led primary care facility, the 'Health Bus'; and the 'Healthy Living House' set up on one of the NDC estates to promote healthy diet and lifestyles)
- the PCT has developed structures for working in partnership in the NDC area (the Manager of the PCT's Community Health Development Team now also manages the Community Wellbeing Team based in the NDC area; the establishment of the NDC Partnership Group)

Initiative mainstreaming. In relation to the framework outlined above, mainstreaming to date has largely been initiative based, with the NDC area acting as a one of the pilots for a number of Borough-wide initiatives, most notably the programme of Men's Health Checks and the Healthy Communities Collaborative for Falls Prevention.

The Borough-wide health checks were aimed at involving men aged between 50 and 64 in health checks involving tests for cholesterol and blood sugar levels, weight and lung capacity. The NDC, through its Commissioning Officer for Health and using community contacts, pioneered the delivery of these free health checks in a local pub and three social clubs in the NDC area and made use of the Liverpool-based 'Rawhide Comedy Club' to get the health message across. In total, 108 men were tested and all said that they would never have had gone for health checks in the absence of the NDC's 'outreach' activity.

The 'Healthy Communities Collaborative - Falls Prevention' was an initiative in three areas of the Borough including the NDC area, funded jointly by the NDC and PCT (the latter providing £55,000 via the National Primary Care Development Team and the NDC £17,170). The

initiative, uniquely for projects funded by the National Primary Care Development Team, was led by the NDC and was designed to reduce falls in the over-65 age group through awareness raising amongst local residents, and projects including the distribution of night lights, 'Sloppy Slipper' exchanges, tai chi and chair-based exercise classes. The Borough-wide register of falls that was compiled as part of the Collaborative activity (see below) showed a reduction in falls in the over-65 age group in the targeted areas of just under 45 percent for the year in which it was operative. The success of the Collaborative has seen the project mainstreamed within the PCT's service delivery, with the project's two falls workers given moving on to established posts.

The corporate dimension. The mainstreaming of the Falls Prevention initiative demonstrates the PCT's 'top-down' organisational commitment to mainstreaming. This commitment can also be seen in the workings of the NDC Partnership Group and the recognition by the PCT of the value of piloting public health initiatives in the NDC area. The NDC Partnership Group is currently discussing, for example, the introduction of a 'Fit Street' (based on the format of a TV health programme) that will involve families in a cluster of houses in a street in the NDC area engaging in a range of healthy eating and a variety of exercise activities that will be publicised locally, in the Borough as a whole and more widely. Another proposal that the Group is considering is the production of an NDC-PCT commissioned video showing the variety of NDC health-themed activity and its success to date in addressing health issues and reducing health inequalities.

Re-shaping services. There have been two clear examples of the PCT shifting programme resources into the NDC and delivering services in different ways. The first is the 'Health Bus'; a specially modified bus designed to take primary care treatment, health advice, care and support to local communities. It is the first of its kind in Knowsley. Introduced in the summer of 2004, it is jointly funded by the NDC and the PCT (providing respectively £250,000 and £475,000 towards the total project cost of £725,000). Staffed by three nurses, it has had an immediate impact with residents from all age groups using its services (including, unexpectedly, young males seeking advice on sexual health and issues relating to drugs and alcohol abuse) and anecdotal evidence suggests that the bus is already seen as a valuable community facility, not least on the Hillside estate where the bus has initially been based and which, in its 60 plus years of existence, has never had a GP.

The second example is the involvement of the PCT (and other agencies) in the Community Health Development project that has seen the establishment (in early 2004) of a Community Wellbeing Team based in a local primary school. The multi-disciplinary team of 15 (6 of whom are residents of the NDC area) works across a number of projects - Young Women's Project; Male Sexual Health Worker; Sports Development; Physical Activity; Smoking Cessation; Food and Nutrition; Healthy Communities Collaborative Project - Falls Prevention; Community Learning Champions; Mental Health Promotion.

The broader Community Health Development project that is the umbrella for the Community Wellbeing Team involves collaboration not just between Knowsley PCT and the NHNDNF but also Knowsley MBC (Community and Youth Services, Education Leisure Services and Social Services), St Helens PCT, Sure Start Knowsley, and the National Primary Care Development Team.

The Team is part of the PCT's Health Promotion Network at Borough-level and, as already noted, is managed by the manager of the PCT's Community Health Development Team, providing a good example of the way in which the PCT has adapted its own structures to work in partnership in the NDC area. The NDC has been an important funding source (providing £528,000 compared with the PCT's £257,000) for development of the project and its projects have acted as catalysts for influencing the way in which mainstream services are provided.

Barriers and Drivers

Resources remain crucial in mainstreaming. In November 2004, Knowsley was designated one of the country's 88 'Spearhead PCTs', which receive higher levels of funding than other areas to tackle their more pronounced health inequalities and deprivation. This increase in resources has meant that the context for mainstreaming successfully piloted initiatives is very favourable and the obstacles are therefore not so much to do with financial resources but with the capacity to deliver (notably in relation to the availability of appropriately trained staff). **Partnership working** also sets a crucial context for mainstreaming, with joint working between practitioners (in this case between health, social services and regeneration) facilitating knowledge transfer and the building of trust that encourages both experimentation in service delivery and open and constructive monitoring and evaluation of individual projects and initiatives. The NDC Partnership Group is a good example of this collaborative working, which enables 'champions' for mainstreaming at practitioner level to operate effectively - "it opens a lot more doors". In the Knowsley case these 'champions', are both practitioners (notably the NDC's Commissioning Officer for Health) and members of the public involved in piloted public health activities. Constraints on joint working come when mainstreaming involves the pooling of resources and the need to reconcile different sources of funds and different accounting time frames, heightened when mainstreaming involves the co-location of services. Negotiations over what one respondent called the "politics of co-location" (reconciling expenditure and revenue streams, allocating costs, staffing etc.) can be time-consuming and delay developments. In Knowsley's case, for example, the introduction of the proposed new Primary Care Resource Centre in the NDC area has been delayed by deliberations over schools reorganisation. The Centre was initially to be placed in a new school building but it known no longer fits in the planned development so the plans have had to be changed to located it in a new building close to the new school.

Data availability is a real issue with significant lags in the appearance of key indicators (for example, teenage pregnancy rates are two-years old), which places extra responsibility on piloted initiatives to develop robust impact measures to justify mainstreaming. The NDC's Commissioning Officer for Health referred to this necessary information gathering as "portfolio building" and stressed that it includes the gathering of both quantitative statistics and qualitative evidence ("strong narratives") on outcomes. These portfolios are crucial for "pressing the right political buttons" in terms of mainstreaming pilot initiatives. They can also demand the innovative use of data sources. Thus, for example, for the Falls Initiative, data were collected from the Ambulance Service, which logs call-outs on the cause of accidents (including 'falls') rather than from the Accident and Emergency Departments of hospitals, which record injuries sustained (which could, for example, be a 'broken ankle' but which resulted from a fall). The Ambulance Service data provided both a reliable baseline of falls data from which to compare change between areas where the initiative was operating and areas where it was not.

Issues and Lessons

Even where the availability of financial resources is not a constraint - and it generally is - issues still remain concerning the **capacity** of agencies to mainstream piloted initiatives in terms of staff and training, which reinforces the need for pilot initiatives to involve an element of training and staff development.

Partnership working at practitioner level is also crucially important for building a supportive context for experimentation in service delivery. The Health Promotion Steering Group and NDC Partnership Group have been important in providing this 'kind of think tank' and support role. The consistent **involvement of senior officers** from key agencies in this project-based partnership activity is also important for engagement with the decision-making process in regard to mainstreaming and helping to secure all of its three dimensions ('corporate', 're-shaping services' and 'sustainability').

Champions of pilot projects - at both practitioner level and from the general public - are important in promoting longer-term mainstream funding. And, crucially, pilot projects need to develop, from the outset, robust '**portfolios**' of **both quantitative and qualitative evidence** to demonstrate outcomes to make the mainstreaming case.

WALSALL: SERVICE LEVEL AGREEMENT WITH THE POLICE

Background

Relations between the NDC and Police

Relations between the Police and NDC have improved since the new Chief Superintendent has been in post. Regular meetings occur between the Chief Superintendent and CEO of the NDC and they often meet at other events. A Police officer is seconded to the NDC as crime theme manager and has played an important role in improving relations and the process of monitoring outputs, projects, and spend. The crime theme manager advises and guides residents on crime and community issues.

The extent to which the Police are committed to the NDC was evident when the health theme group began to falter as a consequence of the manager leaving. The Chief Superintendent became a champion of a drugs project that was being developed (and which had experienced difficulties), while the crime theme manager supported the theme group and health projects.

Content

Mainstreaming of the two drugs officers mean?

As a relatively high drug abuse area the NDC has funded two drugs officers to address the many problems associated with this activity. The two officers were getting lots of work and were making an impact in certain activities but the supply of drugs to the area was not being dramatically affected by their activities, since the centre of the drugs trade is in central Walsall, and individuals generally commit crime in peripheral areas and then go into Walsall to buy drugs. The Early Impact on Crime project's evaluation suggested that "improvements could be made to the communication systems the linked activities and outcomes in the NDC area and the Borough as a whole." The Police mainstreamed these drugs officers when funding came to an end and they have adopted a more holistic approach which recognises that the drugs activities have no boundaries.

This new holistic approach focuses on tackling the supply of drugs - i.e. drug dealers. The Chief Superintendent and his equivalent in Walsall decided that a greater impact would be made on crime if they combined drugs officers in a team that would be based in Walsall, rather than the NDC area. While the NDC area officers are part of this city wide team they concentrate solely on getting information and tackling drugs problems in the NDC area. The two officers are still funded by the NDC area Chief Superintendent.

How did it happen?

The decision to combine drugs officers was taken by Chief Superintendents in Walsall, but with the support of the NDC since they understand that the drugs market has no boundaries, and that focusing on supply would have a far greater impact.

Police commitment

The commitment of Police resources is based on crime rates. Resources are diverted to prolific criminal activities and the 'hot spots' in which they can occur. When crime rates fall then Police resources are generally moved onto other criminal activities and 'hot spots'. Where NDC projects display measurable impacts on crime rates and in addressing potential future offenders, the Police will mainstream these projects. One particular example is the schools liaison officer. This post has a further three years funding but if funding was to cease during this funding period the Police would attempt to mainstream the project because it is having an important impact.

Evaluation of the Early Impact on Crime project and mainstreaming issues

The evaluation of the Early Impact on Crime project was an important process that highlighted gaps in provision and best practice. While indicating that the project had been successful in

dealing with certain drugs problems, it also showed that there was more that could be undertaken to address drug problems in the area. An important message, which was subsequently acted upon through the creation of the drugs team, was the need to adopt a more holistic approach to addressing drugs problems, namely the stronger focus on cutting off the supply of drugs into Walsall and the NDC area.

Changes to the SLA and Policing

The original SLA was more of a heads of agreement document that was not specific in terms of deployment arrangements, outcomes and outputs. The evaluation of the Early Impact on Crime project highlighted the need for a more “robust” SLA. This led to the Police and NDC developing a more specific and focused SLA in terms of clarifying the delivery arrangements, what an enhanced service means, and the specific outcomes and outputs that were being targeted.

The evaluation of the Early Impact on Crime project was also significant in identifying gaps in provision and best practice. This forms part of a “learning process” for the Police and NDC in that future projects are being developed to address gaps and spread best practice through innovative projects. One key project is the Early Impact on Crime Phase II project. This has match funding from the Police and support from the Home Office Crime Fighting Fund. On the ground there is a dedicated Police sergeant and beat team. A Police officer has the task of being the schools liaison officer with responsibility for engaged in diversionary work. An intelligence officer helps to improve the gathering of intelligence for the area which is passed on to uniform and drugs officers, and there is an administration officer who helps keep officers “out on the patch rather than doing paper work.” This is an enhanced service in the area that focuses on hotspots, offenders and to a certain extent the victims.

There have also been some changes to Policing which reflect trends in criminal behaviour and the fact that criminal activity occurs across institutional and administrative boundaries. The neighbouring area of Harden, which has similar levels of deprivation to Blakenell and East Bloxwich, has interdependent criminal activity with the NDC area. Two Harden Police officers have been combined into the NDC team so there is a more co-ordinated approach. This has not decreased Policing levels in either area, since the two officers have just been “added into the pot,” thereby “widened our sphere of responsibility, and will result in better policing in both areas.” Including a neighbouring area that has similar levels of deprivation to the NDC area reflects an approach that has also been taken by the RSL, Whitefriars.

Drivers and Obstacles

Drivers

As the strategic and operational body to influence and impact upon crime the Police have been the main impetus behind developing relations with the NDC, and developing and delivering projects. Indeed, the Police view the NDC as a key mechanism and resource, as one senior Police noted:

“Police officers would have been put there [in the NDC area] anyway, but it is the value added provided by the NDC which is important. This has made the use of those officers more efficient, so without them they would not have been as effective. The NDC also produces the opportunity to access the marginalised young people that live there. This has long term benefits because we can help those on the margins to develop their self-esteem etc.”

Obstacles

There is a level of dissonance between the Police and a small number of resident Board members at particular times, but there are strong relations with the vast majority of Board members. Very few obstacles have been encountered and obstructive resident Board

members are beginning to understand that Policing levels will adjust when crime rates in the area are more comparable to national averages.

Issues and Lessons

Engaging resident Board members is a challenge for the Police but one which they undertake with commitment and rigour. This challenge stems from the lack of understanding amongst particular residents of what the Police are doing, and that the successful delivery of policing will mean that crime will go down to the national average and there will be less need for existing policing levels. Some community members have an attitude of 'they are our Police, we have paid for them', when in fact they only pay for three extra Police officers. Getting these residents to understand this issue is a challenge, but relations are improving. A new sergeant has been commissioned to ensure that beat officers regularly speak to selected members of the community. Nominated police officers will speak to Board members to tell them what the Police have been doing, because they often do not know or appreciate Police activities. For the Police, the main point is to "sell the message."

It must be understood that policing resources are devoted to those areas that have high crime rates. As part of the broad LSP agenda operating through new neighbourhood management arrangements, resources will be put into a central pot delivered through 'Local Neighbourhood Partnerships'. Resources will be diverted to those areas in greatest need, including the NDC area. Hotspots will be defined as red, blue spots will be where there are officers engaged in long term projects and green will be where there is ordinary policing. The process is to ensure young (police) men in t-shirts are in hotspots, with effective and well organised teams in the blue areas. The emphasis is placed on stopping the green areas becoming pink and getting into these areas quickly. When the NDC areas turns green the emphasis will be on stopping crime if it goes pink again.

The basic 'hot spots' concept has a significant impact on the mainstreaming debate. It is possible to incur that where crime rates are high the mainstreaming of projects that are having a measurable impact are more likely than where crime rates have fallen. There is a potentially important paradox in certain cases. A project that has an impact on crime, if measured in terms of contributing to efforts that have reduced that crime to the national average, will have reduced the need for it to be mainstreamed. It follows on that where crime rates have not fallen it could be inferred that the project has not contributed to successfully reducing crime rates, and thus its lack of efficacy means that it should not be mainstreamed. While this is a simplistic and broad brushed inference it is likely to characterise the 'politics of regeneration' in certain areas.

A strong SLA is important in formalised relations and service delivery arrangements, and the conditions for the mainstreaming of projects and spreading best practice. With concrete relations of this nature it is easier for issues around mainstreaming to be discussed.

Project evaluation is important in highlighting outcomes and outputs, and issues around partner relations, gaps in provision and best practice. This is central to developing new projects that address gaps in provision and potentially enforcing the need for projects to be mainstreamed, services and resources to be reconfigured and best practice to be spread.

HARTLEPOOL: ANTI SOCIAL BEHAVIOUR PROJECT

Background

The NDC Delivery Plan (2001) identifies youth crime and anti-social behaviour as its priority community safety concerns. Statistical analysis produced by Hartlepool Police in 2003 highlighted the unacceptably high amount of anti-social behaviour taking place in the NDC area with 344 incidents being reported over a 6 month period. Further detail from Hartlepool Borough Council's Anti-social Behaviour Unit showed that 70% of all complaints received over a 2 year period concerned families with a long history of anti-social behaviour living in the NDC area. In response to these problems the Anti Social Behaviour Project (set up in Spring 2004) seeks to reduce crime and disorder by providing intensive multi faceted support to such families living in the NDC area.

The sponsor for this project is the Youth Offending Team using a national initiative from the Youth Justice Board (Youth Inclusion Support Programme) combined with the local experience of Hartlepool Children's Fund that ran a pilot project in 2003. The pilot developed a process that involved workers from Families First working closely with families in serious danger of receiving Anti-Social Behaviour Orders. A family support panel which was made up of representatives of statutory agencies were able to provide resources and advice to the workers from Families First that enabled the re-engagement of the families involved with statutory agencies. The four families that took part in the trial achieved tremendous change. The changes included a marked reduction in community complaints for all of the families and increased school attendance for the children. Three of the parents of the children involved in the pilot project are now involved in the Children's Fund Parenting Group.

While this pilot was successful it was determined that any further project ought to be led by a statutory agency to ensure the formal backing in practice and law that enables the voluntary organisations to be backed up with legal consequences of non-compliance. In part this was to raise the public perception of the project and its ability to take legal action against the small number of families who soak up considerable local resources and damage quality of life for many. However the role of partnership between the statutory and the voluntary sector was seen as critical in making contact with the families and engaging them in the project.

What has been set up is a multi disciplinary panel that uses the knowledge and information provided by panel members to identify those families most at risk. Once families have been identified their needs are assessed, action plans are drawn up and resources agreed to tackle specific issues for and with family members. The project employs a co-coordinator, two support workers and an enforcement officer, thus ensuring that swift action can be taken if the family involved are unable or unwilling to respond positively to the support offered.

Content

The Youth Offending Service is responsible for the overall management and administration of the project. A project co-ordinator monitors activity and validates outputs. This monitoring is the subject of reports made to the NDC Project Management Group. This group involves NDC resident Steering Group members, the NDC Community Safety Manager, the Chair of the Family Support Panel, and representatives from Hartlepool Families First and the Youth Offending Service. This group monitors the project ensuring that it develops in a manner that is consistent with NDC objectives. The daily operation of the project lies with the Youth Offending Service (project co-ordinator), the borough council (Anti Social Behaviour Officer), and Hartlepool Families First (two family support workers). This team reports to the multi disciplinary panel (Children's Fund, Hartlepool Families First, Youth Offending Service, Social Services, Police, Neighbourhood Services and HBC Community Safety) that assess needs, draws up plans and agrees resources to tackle specific issues with individual family members who have been referred to the project.

The project workers receive referrals from the Family Support Panel through the Project Co-ordinator. Alongside the project co-ordinator each worker meets with their referred family to agree and assist them to implement the programme of support that will help them effectively regain control of their lives. This includes activities and special interest sessions for the children including after school clubs, one to one mentoring, out door pursuits or other group work activities designed to develop self-esteem. Parents/Carers are given support to sustain tenancies (transient tenancies are seen as a major plank in the problem). They are also encouraged to engage in a variety of activities designed to tackle social exclusion, such as Parenting Programmes, special interest groups, learning activities and social events.

In order to demonstrate to families that the scheme is not a soft option families are encouraged to confront and address problems of their children's behaviour and their impact on their neighbourhood. In some cases the adults of the families may be involved in anti-social behaviour themselves, or condone or deny any involvement by members of the household in anti-social behaviour. In these circumstances the Anti-Social Behaviour Officer works to ensure that breaches are dealt with through the appropriate legal channels for example Police intervention, Anti-Social Behaviour Orders and Injunctions obtained under various powers. This enforcement officer, who inputs 17.5 hours per week, has the additional responsibility of proactively engaging with the community such as attending residents meetings to raise awareness of the role of the anti-social behaviour unit and how it can help those experiencing problems. This is an important part of the project: not only advertising its presence but reporting how it has taken action.

The project coordinator is funded by the Youth Offending Service at a cost of almost £33,000 per year. The Youth Offending service also supplies funding in kind, in the form management attendance at meetings, office accommodation and support for administration, supervision and evaluation. The two support workers and the anti-social behaviour officer employed on the project are managed respectively by the Borough Council and Families First but are funded by the NDC at a cost of over £61,000 per year. Initially Children's Fund was to make cash contribution of almost £18,000 per year and provide support in kind in the form of ongoing case advice and chairing attendance at meetings for the first two years. However the initial success of the project has led to the Children's Fund extending its total funding to some £150,000 which will see the project through to 2008. Hartlepool Borough Council Neighbourhood Services contribute £10,000 per year to the project as well as supplying funding in kind, such as seconded workers, and the training and supervision of workers. The Local Education Authority, the Police, Hartlepool Borough Council Social Services, Connexions, and The Child and Adolescent Mental Health Team, also offer funding in kind in the form of management attendance at meetings and ongoing support.

Drivers and Obstacles

This project requires staff with specialist expertise and commitment. These qualities are not in great supply in the region. The key risks associated with this project are therefore the recruitment and retention of staff. The fact that support workers with the requisite skills and experience had been employed on the pilot project and were prepared to work on the current project was a major advantage; while the difficulties found in recruiting the part-time Anti Social Behaviour officer (only to be in post from April 2005) highlights the staffing problems which can be encountered in this type of project.

The integration of roles - of both statutory and voluntary agencies within this project - increases the likelihood of referred families engaging with project. Families that are alienated from statutory institutions are more likely to engage with them if voluntary organisations facilitate the connection. The involvement of statutory institutions however means that refusing to engage with the project is likely to leave referred families facing action by the statutory powers. The reductions in the number of children going through the youth courts are an indicator that this project is having a positive effect.

The securing of longer term funds has begun with extra funds having been made available from the Children's Fund to finance the project up to 2008 as opposed to its original completion of 2007. This funding is allowing the project to be extended beyond the NDC area to cover the whole of Hartlepool and it is expected that there will be some 150 families involved in the project by that time. There is cash contribution and contribution in kind from the statutory agencies and an expectation that the project will be maintained beyond its 2008 date by one of these. However there is tension between the needs of a worthy project and the demands made upon the statutory agencies in a town with multiple deprivation issues. One of the arguments put forward by the Youth Offending Team was that the cost of the project was small in comparison to the negative impacts on quality of life caused by anti social behaviour and the high cost of professional time (Social Services, Police, Legal teams, Housing staff etc) involved in dealing with the perpetrators. It may be that on value for money grounds alone, this project will be mainstreamed into the community safety strategy.

Issues and Lessons

This project is acceptable to NDC residents because it has teeth. The involvement of statutory agencies enables the use of sanctions in the last instance, and the families referred to the anti social behaviour panel are almost always alienated from statutory agencies and would not normally voluntarily liaise with them. Thus, the success of this project is dependent upon melding the roles of both statutory and voluntary agencies. However, this strength of the project is also one of its main weaknesses.

The different cultural and procedural practices found in statutory and voluntary agencies often creates tensions and therefore any project attempting to involve both types of agency is particularly dependent on the communication and negotiation skills of the project staff and their willingness to build new ways of doing business. Initially, there were difficulties in getting all the different agencies involved in the assessment panel to share the information they hold on children and their families. There were also problems in obtaining the necessary permissions from the families involved to do so. However these problems have been overcome and currently there are over 30 families involved in the anti-social behaviour programme and the project is being rolled out across the whole of the town.

NEWCASTLE: THE ARSON TASK FORCE

Background

The Arson Task Force (ATF) was launched in 1997, before the establishment of the New Deal for Communities Partnership, in response to the recent riots in the city. The project, designed to last for two years, was set up by the Tyne and Wear Fire Brigade, Northumbria Police and the Arson Prevention Bureau, and was the first project of its kind in the country. It aimed to adopt a multi-agency, multi-jurisdictional approach to investigating arson in the west end of Newcastle.

The need for the project was twofold. Firstly, the incidence of arson in the west end, an area of four square miles, was significantly higher than the rest of the city. 91% of fires in the west end at that time were arson related, which was 2.5 times the Tyne and Wear average. Secondly, the Fire Service has no statutory duty to investigate arson, therefore, any effort to reduce the rate of arson necessitated a special project.

The project originally focused on detection, investigation, and education. At the end of the first period of funding, the Association of British Insurers provided additional resources to fund the project for a further year, before an application was submitted to NDC, to set up a second ATF for the NDC area. The work of the NDC ATF was extended to include investigation, target hardening, prevention and victim support, and the Fire Service also looked into working with the mental health unit of the general hospital to look into the causes of juvenile fire setting. NDC funding for the project came to an end in 2004. Although NDC continues to fund the post of Arson Reduction Officer, the dedicated NDC ATF was disbanded, and now there is just one ATF covering the whole city of Newcastle.

Content

The ATF has proved to be a successful and innovative method of tackling the problem of arson. The results achieved by the project are such that the project has since been extended to cover the whole of Newcastle city, and four separate task forces have been established in the other four local authority districts in Tyne and Wear. However, none of the five ATFs are funded through the brigade's mainstream budget, but instead rely on separate, time-limited packages of funding. The Newcastle ATF, which includes the NDC area, is due to conclude on March 31st 2006.

Although the project itself has not yet been mainstreamed, many aspects of the project's work (prevention, detection, education) have been taken on board and funded by the brigade. Much of the prevention work is environmental, focusing on removing the material to start fires. Preventative work undertaken through NDC included the vehicle uplift scheme (removal of abandoned cars), boarding up void properties and cleaning up back lanes. Much of this work has now been rolled out across the city. It is the educational work of the ATF that has been most easily and successfully mainstreamed, including a good housekeeping leaflet, produced in the ten most widely spoken community languages in the city; and a confidential letter drop, whereby residents in areas where there has been an increase in arson-related incidents are contacted by mail, and are given a confidential form to fill in to report details of any incidents, which can then be returned in by freepost. One of the other successful projects is a pre-school booklet, rolled out via nurseries, Sure Start, A&E departments, hospital burns units and health visitors. This is targeted at parents, and explains issues around juvenile fire-setting. The ATF in Gateshead is looking to roll out a project which fits fireproof letterboxes to all social housing.

The project works primarily with Northumbria Police and Newcastle City Council. However, working with NDC and the Crime and Disorder Partnership has brought the ATF into contact with other key agencies, including Victim Support, the Youth Inclusion Programme, the Youth Offending Team, and NDC's Street Wardens, Litter Prevention Officer, Private Rented Project

and Community Police Team (specifically, NDC's Anti-Social Behaviour Officer). The ATF helped to train NDC's Street Wardens. The ATF also works very closely with the community, although it has been difficult to persuade the Tyne and Wear Brigade as a whole to adopt a more community-based approach. This community agenda is currently being driven by central government, and a number of new community fire stations have recently been built in Newcastle.

Drivers and Obstacles

The ATF itself has been keen to push for mainstreaming, in order to build on the results achieved over the last eight years. The ATF in Newcastle is currently in the process of developing an Arson Reduction Strategy for the entire Tyne and Wear Brigade, which will try to co-ordinate the work of the five ATFs, to formalise and, to some degree, standardise their working practices, in order to make them more robust and cohesive. The aim here is to make a case for mainstreaming, or at least to make the projects an attractive prospect for funders.

NDC is currently undertaking negotiations with partners as part of their forward strategy (the 2010 Group), and the Crime and Community Safety Programme Officer is considering NDC's needs in relation to partnership working and sustainability once the programme has run its course. NDC feels that their ATF project demonstrated tangible results in reducing the rate of arson, and is pushing for the Fire Service to recognise the achievements of this project and to mainstream it. Although the partnership has a good relationship with the Fire Service, they are not convinced that the "pull factor" of the project's success will be enough to convince the Fire Service to mainstream it, without a "push" from central government.

Local residents are also taking an interest in the work of the ATF. The level of provision in the NDC area has dropped since the NDC-specific ATF closed. There has been a noticeable decline in the area, in terms of littering of back alleys that the ATF used to clear, and residents are now mobilising against the decline. If sufficient residents get involved, this could prove to be a driver for mainstreaming the project.

Issues and Lessons

Although certain elements of the project's work have been mainstreamed (for example, the nursery leaflet), the Tyne and Wear Fire Brigade has not as yet given any indication as to whether or not it will mainstream the project itself. This is a risky strategy, as the Brigade could lose staff who are on short term contracts. This is a particular risk for non-uniformed staff, who will not be reabsorbed back into the Police or Fire Brigade, and whose expertise will, therefore, be lost. The loss of the ATF could also prove an embarrassment to the service, given that other brigades nationally have set up ATFs on the back of the Newcastle example.

There is a need for a culture shift in the brigade as, at the moment, there is a feeling that the work of the ATF is viewed as 'social work', and therefore not within the brigade's remit. However, there is a sense that this attitude within the brigade is changing, although it remains to be seen whether a culture shift will happen quickly enough to save what has proved to be a very successful project, before key personnel are forced to leave to find work elsewhere.

HACKNEY: SHOREDITCH TRUST SUPPORTING REGIONAL PARTNERSHIPS

Background

Supporting the development of businesses, and facilitating public-private partnerships to develop vacant sites and buildings for commercial and community benefit, is a significant strength of the NDC programme in Shoreditch. This approach also means that the Trust can broker deals that benefit local people and make meaningful partners of developers and the private sector.

The Trust's Forward Strategy relies significantly on the idea that social enterprises will be the trading arm of the Shoreditch Trust and its surpluses will be used to fund projects run by the charitable arm. The Succession Strategy relies on the premise that social enterprises in the NDC area can be a success because of their proximity to the City. It is therefore imperative that the partnerships that can draw Shoreditch further into the economic life of London are nurtured. To this end the Trust has developed partnerships with a range of organisations including IBM, Corporation of London (CoL), London Development Agency (LDA), Greater London Assembly (GLA), Places for People, Capital and Provident Regeneration Ltd, Metropolitan Housing, City & Hackney Primary Care Trust, National Consumer Council (NCC), Shoreditch Business Network, HBV Enterprise, Invest In Hackney, Training for Life and Hoxton Innovatory et al. A number of these partners are London wide, national, or even international bodies who are locked into Shoreditch projects through ongoing funding or more often through investment which makes them unlikely to pull out at the end of the programme.

Content

The Trust is working closely with the Corporation of London, Invest in Hackney, and Hackney Council's Planning Department to ensure that the growth of the City northwards is managed so that it brings benefits to businesses currently located in Shoreditch, and that it also enhances the local environment. The Trust is also represented on the LDA Pathways to Jobs group, which facilitates discussion and therefore has the opportunity to influence plans at a regional level (the LDA is also a funding partner in a number of projects). Establishing these relationships with regional bodies has allowed the Trust to access networks of organisations and contacts that have proved to be beneficial to the NDC.

The effect of developing relationships with partners who can lever public and private funds into the programme can be seen throughout the area:

- the transformation of 16 Hoxton Square, from a derelict school into an award winning restaurant and community training facility
- the development of the disused Gaumont Cinema in Pitfield Street
- a new, four floor, healthy living centre is being built
- the development of social and private sector housing

In the financial year 2004-05 alone over 10,000 square metres of new commercial business space has been acquired, 172 businesses were advised, 17 new businesses were set up, 310 jobs were created and 197 jobs preserved. These outputs were achieved with NDC investment of £750,652.98 enabling private sector leverage of £4,437,471.

Other examples of successfully raising external finance include:

- Securing funding of over £3,000,000 for the redevelopment and acquisition of 16 Hoxton Square including £600,000 LDA capital grant, £750,000 NDC, £375,000 Corporation of London, £450,000 ODPM capital grant, £750,000 private sector loan, £500,000 private sector sponsorship

- 8-14 Orsman Rd has raised £2 million investment from Corporation of London and over £1.3 million from the Regional Development Fund
- 55 Pitfield St has spent £1.45 million on the acquisition of the site that has levered nearly £2 million private sector finance and over £1.1 million from European Regional Development Fund
- £2.1m further European funding was confirmed in February 2005 for workspace initiatives in Orsman Road and the Pitfield Street Cinema to further develop a centre of excellence for creative industries

Property development is the anchor for sustainability, but other project partnerships indicate a level of ambition and innovation that few NDCs can demonstrate. The Shoreditch Wired Network for example will be a high-speed network delivering online services to residents and businesses. It will create the largest ICT literate broadband community in Europe, covering 20,000+ residents and 1000+ businesses. A partnership has been established with IBM plc to roll it out to households and businesses in Shoreditch. The key to the sustainability of the Network is that residents and businesses will pay a subscription to access services. This will generate revenue and ensure that, unlike other 'Wired Up' projects, the Shoreditch Network is self-financing and scalable outside of Shoreditch across London and beyond. Linked into this is the Shoreditch Consumer Community (SCC). The Trust is piloting an online service that will identify the best deals for residents and negotiate on their behalf with suppliers. This 'consumers' collective will remove the time and effort costs of finding the right supplier and provide substantial discounts due to this collective buying power. It is also believed that the discounts that residents gain from SCC will off set the costs of the subscription to the wired network offering an incentive to subscribe.

Drivers and Barriers

The Trust first identified the agenda and has been pushing it for some time. Of course there were substantial barriers to overcome. The perception that ABI's have little to offer in partnerships was widely held. Partners like the LDA and the Corporation are seeing more and more benefit in the Trusts approach. Also, they have invested in NDC projects and enterprises and so now see a need for the partnerships to work well and succeed.

It has taken 'a great deal of effort' to make this kind of progress. The Trust has developed a labour intensive methodology that builds partnerships around projects instead of the other way round. They draw partners into projects where there is mutual benefit. In effect this means 'courting' partners, engaging in extensive background research in order to learn about prospective partners, their business activities, their strategies and their goals. Thus when partners are brought to the table, the Trust knows what the partners need, and provide them with opportunities to achieve their goals and objectives, whilst also providing benefit to the NDC. However, success could not have been achieved if the Trust did not have the correct foundations in place:

- an organised and empowered board that can reflect the needs of the community and willing to work together to achieve sustainable change
- professional and determined team who are prepared to go the extra mile or work the extra hours to get results
- a team who are prepared to 'bang' on doors that appears to be shut (for example, HM Treasury)
- a team who are prepared to spend as long as it takes to explain what they want to do and get people on their side
- strategies that are based on extensive data on 'real' world conditions, that can be accurately monitored and evaluated for effectiveness

- perseverance in building relationships with partners, particularly the LSP, which has acted as a useful tool to gain access into other networking opportunities

Issues and Lessons

It would be easy to say that much of what has been achieved is due to their almost unique location, being next to the City of London. If the City had not been expanding would the programme have been so successful? This misses the point since whilst growth has supported these initiatives, the lessons are that Shoreditch has made the most of the opportunities that have arisen. It has engaged with the wider regional agenda, and has been proactive in making sure that the area benefits. When there have not been opportunities they have had the skill, knowledge and determination to create them.

Some of the lessons that can be drawn are:

- know who is in your area and what they are doing - Shoreditch did not wait to be approached. They found out what the plans and policies of prospective partners were and homed in on sections that could help them. They approached partners with ideas and offers. They did this in the public, private and voluntary sector
- know what you want to do, why you want to do it and how you are going to achieve it. Worthy ideas are all very well, but are they sustainable?
- sometimes it's OK to 're-invent the wheel' if you can prove it is an improvement
- property ownership confers power. It may not be a popular concept but it is true in this context. Owning land and property has enabled the NDC to bring powerful partners to the table that would not otherwise have come. It has given them bargaining power to deal on an equal basis with developers and other private sector companies and to develop networks with people from whom they would otherwise have been excluded

Recruit very carefully. By having professional staff who understand the needs of partners the Trust has managed to develop partnerships that have tangible mutual benefits.

SHEFFIELD: EDUCATION ADVANCING TOGETHER AGREEMENT

Background

The background to the Education Advancing Together agreement between Burngreave New Deal for Communities (BNDfC) lies in a previous and very similar agreement that was signed between Sheffield City Council (SCC) and BNDfC. This original Advancing Together Agreement was signed in June 2003 and was considered to be a key milestone for the Partnership. A key feature of Burngreave and Sheffield as a whole is the levels of deep mistrust amongst the community of statutory agencies. There were therefore misgivings amongst residents about the use of BNDfC funding to fund additional activities and services from statutory agencies. Concerns centred around levels of additionality and the quality of services.

The Advancing Together Agreement was designed to address these concerns. The Agreement bundled together a range of Council services in two areas: a cleaner, greener, safer Burngreave (covering projects that would make an immediate impact on improving the environment, better street lighting, introducing neighbourhood wardens and a maintenance improvement programme for home owners) and Transforming Burngreave (covering three major physical projects - Spital Hill, Vestry Hall and Sorby House) that would have a transformational impact on the area.

For the services provided for the cleaner, greener, safer Burngreave elements of the Agreement NDC funding is being used to buy enhanced or additional services, which will be overseen by BNDfC. For the transformational projects, the City Council would act as the agent on behalf of BNDfC to ensure effective delivery. As part of the agreement the City Council has committed to maintain funding at least at current levels for the next three years, to cover any management overheads so that BNDfC funding goes straight directly into additional services and will recruit staff locally. The Council also committed to continually review how services are organised to best meet the needs of the community.

It was expected that the Advancing Together Agreement would provide the basis for further agreements with the Statutory Sector in order to guarantee levels of funding and services. The Agreement was widely regarded as being successful and a means of forging a more formal and productive relationship with the statutory agencies. The Local Education Authority (LEA) subsequently approached the Partnership Board with a proposal to develop a similar agreement for Education. The Board signed up to the initial proposals for Education in December 2003.

Content

The Agreement essentially covers a set of eight projects and a set of 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 rationale for the projects is that schools need to engage with parents and local communities if they are to succeed in raising the attainment of the most vulnerable young people. The suite of eight projects are:

- Firvale Business Enterprise Centre
- Celebration of Success
- Language Learning in Schools
- Bi-lingual Classroom Assistants
- Community Education Co-ordinators
- Reducing Exclusions

- Half term Holiday Clubs
- Breakfast and After School Clubs

The eight projects are underpinned by a set of Agreements with the LEA. The Agreement essentially commits the LEA to maintain or increase existing levels of funding and services for schools for the next three years and includes an assurance that all of the BNDfC funded projects are additional to current mainstream services. Running costs for the projects are funded by BNDfC. Other management costs are either absorbed by the schools or are contributed by the schools/LEA as part of their in kind contribution. There is a commitment to recruit locally to the posts created through the projects. In addition it commits LEA officers and schools to work with BNDfC to identify good practice in service delivery that can be incorporated into mainstream provision. The full key principles of the Agreement are set out below.

The Education Advancing Together Agreement - Key Principles

- All projects are additional to current mainstream services
- The City Council (LEA) will maintain or increase existing levels of funding and services for schools for the next 3 years
- Schools will absorb management costs for projects funded by BNDfC
- All posts funded by BNDfC will be advertised locally, in addition to usual recruitment sources
- A nominated BNDfC representative will be entitled to a place on the recruitment panel
- Staff employed in posts funded by BNDfC will be supported by the partnership
- Together we will identify good practice in service delivery that can be incorporated into mainstream provision
- The City Council (LEA) will provide BNDfC with evidence to demonstrate the added value achieved through BNDfC funding

The Board signed up to initial proposals from the LEA in December 2003. The projects have now been fully developed by an LEA secondee working with the Education Theme Manager, and have all been approved and are in various stages of implementation. Project management arrangements have been agreed with the LEA. A Project Steering Group is in the process of being established. It was originally envisaged that the Steering Group would comprise school Heads and the LEA, as well as representatives from the community based provision. The exact membership of the Steering Group has yet to be agreed.

Drivers and Barriers

Key **drivers** to the development of the Agreement include:

- the apparent success of the initial Advancing Together Agreement with the City Council
- poor educational attainment levels within Burngreave
- the need to forge a relationship between BNDfC and schools in order to enable direct BNDfC investment
- the need to link community-based education projects with schools
- pressures on school Heads meant that it was difficult for individual schools to work directly with BNDfC. The agreement meant that the LEA could effectively broker the relationship between BNDfC and schools

Key **barriers** to the development of the Agreement include:

- the relationship between BNDfC and the LEA has at times, particularly at the early stages, been stressful. These may be due in part to perceptions of the statutory agencies within the community, linked to historic concerns within community about the quality of the education service within Burngreave, as well as the culture of partnership working within the LEA.
- uncertainties around the education institutional framework within Sheffield, in particular the creation of the new Children's Services Authority

Issues and Lessons

Key lessons that may be identified from the development of the Agreement include:

- the need to engage all parties within a proper consultation process. Whilst the first Advancing Together Agreement was a bi-lateral agreement between the City Council and BNDfC, the Education Advancing Together Agreement is effectively a tri-partite agreement between the schools, BNDfC and the LEA. There were concerns that schools were not sufficiently consulted about the proposals, resulting in a lack of ownership of the Agreement, and importantly a lack of clarity about what the proposals would mean in practice for schools
- the Partnership Board signed up to outline proposals and projects very early on in the process. In hindsight it is felt that the proposal should have been better developed and thought through before going before the Board. In addition at this stage the projects had not followed the normal project development processes through the Theme Group Structure. This caused problems later on in the process as more details emerged as the full project proposals were being developed

The Agreement also raises a number of key issues:

- the extent to which projects are sustained in the longer term. The Agreement is relatively weak in terms of actual commitments from the LEA to sustain projects. Children's Services in Sheffield are undergoing major restructuring with the creation of an Integrated Children's Service to take effect from 2006. The new Service will merge key agencies that provide children's services. The uncertainties surrounding these changes has meant that the LEA was effectively unable to enter into a stronger agreement with BNDfC. It is hoped that as projects are delivered over the next three years, some of these issues will have been 'worked through' and that good practice developed through the projects will be incorporated into mainstream delivery
- how the Agreement can be used to change the nature of engagement between schools and the community, and how this change can be sustained in the longer term
- the extent to which, as a result of the major NDC investment in education in Burngreave, BNDfC can get a 'place at the table' as part of the significant cultural and structural changes likely to take place in education in Sheffield

A number of other positive spin-offs may be identified from the development of the Agreement:

- encouraging schools to develop closer links with some of the community based education projects within Burngreave, for example community based study support projects
- the development of more positive working relationships with both the LEA and schools. This has opened the way for the NDC to work more effectively and closely with local schools

ISLINGTON: DEVELOPING SPOKEN COMMUNICATION SKILLS IN SECONDARY AGED CHILDREN

Background

It is well understood that the development of adequate spoken language and communication skills is vital to children's academic achievements, their ability to interact appropriately with other children and adults and their future employment opportunities. There are also strong links between some types of language and communication difficulties and mental health difficulties. In addition, up to 70% of children who present with emotional, behavioural and social difficulties also have communication difficulties. A substantial body of research shows that spoken language development underpins literacy development and if difficulties are recognised and targeted appropriately the rate of school drop-out is significantly reduced.

It is a stated aim of LB Islington Secondary School Strategy to "Promote inclusive schooling and improve the continuum of provision for children with special educational needs (SEN) so that progress and standards achieved by children with SEN will improve, and more children may have their needs met in local provision."

Islington PCT, CEA@Islington (the management consultant responsible for Islington's education service), and Camden LEA had previously completed a 2-year pilot of a speech and language development project in 35 primary schools across Camden and Islington. The evaluation of the pilot indicated that it had a positive impact at institutional, classroom and individual pupil level, with many of the systems and practices developed being adopted by the LEA's. However the level of support available at primary school level is not reflected at secondary level. This is particularly relevant in an area like Islington where 70% of secondary school pupils are from minority ethnic backgrounds. Minority ethnic pupils form the majority of each secondary school's roll and 43% of secondary school pupils have English as an additional language. BME pupils (especially those from the Turkish and Somali community) perform comparatively badly at KS3 and 4.

Content

In 2003 the PCT brought a proposal to the NDC that a similar project should be implemented in the local secondary schools that are most relevant to the NDC. It was felt the project should particularly support the key New Deal Education Strategy priority of "Specialist support to schools including curriculum support, social inclusion and extracurricular activities."

Developing Spoken Communication Skills in Secondary Aged Children, is a 3-year project running in 2 local secondary schools Central Foundation Boys' School and Elizabeth Garrett Anderson Girls School. The two schools were chosen as they provide schooling to approximately 45% of the secondary students in the NDC area. The project employs 1 speech and language therapist for 3 days per week and a teacher in each school for 1 day per week. It supports students in Key Stage 3 (11 - 14 years old), although there are discussions taking place to extend to the project to those at Key Stage 4.

The objectives of the project are to improve the social educational, educational and prospective work opportunities for children from the EC1 New Deal area by:

- supporting schools in improving their practice in developing spoken language skills
- running speaking and listening groups so that individual children with particular difficulties can develop their skills in a supportive situation

It was felt that due to the level of service that was available to local schools, that there was a limited understanding that communication difficulties led to other difficulties such as low self

esteem, poor attention, poor grasp of abstract concepts, difficulty accepting criticism and slow work pace. This is compounded by the fact that those who have difficulty communicating are also those who are more likely to suffer social exclusion.

New Deal funding was agreed for the first 18 months of the project in May 03 and the legal agreement was signed in August 03. The total cost of the pilot is £88,146. £70000 is provided by the NDC and £18146 provided by CEA and the PCT.

The speech and language therapist began work at the beginning of December 03 and the teaching staff were in post by Jan 04.

The project has a 3-tiered approach:

- whole school level: Training school staff across all subjects how to promote spoken language skills and adapt lessons for pupils with difficulties, supporting the development of relevant school policies and procedures such a screening tools for children entering school
- subject level: Team teaching with subject teachers, advising about differentiating topics and providing a range of practical resources such a learning intentions
- student level: Running speaking and listening groups so individual children with particular difficulties can develop their skills in a supportive situation

Since December 2003, 7 sets of speaking and listening groups have been run in each school. The speech and language therapist and project teacher have also taught jointly with subject teachers in History, English, Maths, Music and Art. Several INSET sessions to develop methodologies have taken place at both a departmental and whole school level.

Drivers and Obstacles

Much of the delivery and management of the project is carried out via the PCT. The project functions and provides additionality to the existing Language and Communication Team services in schools provided by the PCT in partnership with CEA.

Initially the schools involved appeared to lack motivation and did not feel that this kind of language support was a priority. Three schools were contacted initially but only two agreed to take part. Over the last year, both the remaining schools have made significant changes to their practice to provide more emphasis on speaking and listening skills and are actively including the speech and language therapist in strategic planning meetings. All of the partners involved have made favourable comments about the achievements so far. However the fact remains that there are only 90 speech and language therapists available to cover the whole of Camden and Islington and there is a national shortage of speech and language therapy staff, particularly for this age group. So in order for there to be a wider roll out it, is likely to be more dependent on teaching staff. This will require additional resources from CEA, the PCT or from the schools themselves. Both the PCT and CEA partners that sit on the NDC board have expressed interest in mainstreaming the project but as yet no agreements have been made.

Issues and Lessons

Some of the initial evaluation information from different aspects of the project has been analysed and indicates that the project is already having a positive impact at all levels. It has also been proposed that the NDC will jointly fund a similar project at Islington Green School with Shoreditch (NDC) Trust.

Monitoring indicates that the project is currently exceeding its agreed outputs.

| Outputs | Agreed Output Level Sep 03 - Dec 04 | Actual Output Level Sep 03 - Dec 04 |
|--|--|--|
| No of students participating in groups | 65 | 117 |
| No of students receiving certificates | 30 | 40 |
| No of students with improved language skills | 30 | 45 |
| No of school staff receiving training | 35 | 41 |

Feedback has also been positive from participants and teachers.

“Students who have had individual help & group work have shown improvement continuously through this initiative.” - Deputy Head Teacher

“The EC1 project has made a vast improvement in key areas such as self esteem, motivation, organisation & attention span. Many of the targeted pupils have a new approach to their learning.” - Teaching Assistant

“The small group withdrawal lessons proved to have a big impact on the pupils. They have gained new skills to take back into their mainstream lessons. The INSET was very effective. New strategies were learned.” - Teacher

The pilot has had some success at mainstreaming. Embedding good practice within each school has been a key consideration from the outset. The project has been designed to ensure that as many school staff as possible are involved. In addition, there is time built in to liaise, work jointly and provide training. Each school has seconded an existing member of teaching staff to work on the project and this has been a very effective way of ensuring skill sharing takes place.

- there is already evidence that the project is becoming embedded within each school
- the project features in one school's new whole school literacy policy
- termly project INSET is now incorporated into the whole school training plan
- increasing numbers of requests from different departments for team teaching
- the speech and language therapist attends Literacy Management Team meetings

The programme is being evaluated and the initial results will be available at the end of the academic year 2004/5.

Once the evaluation is completed in August 05, it is anticipated that it will provide clear evidence about the effectiveness of the project. The report will then be used as the basis for discussions with the participating schools, Islington PCT and CEA@ Islington regarding longer term funding possibilities.

LEICESTER: ADOPTING A PHILOSOPHY FOR CHILDREN CITY-WIDE

Background

The NDC programme in Braunstone is being delivered by the Braunstone Community Association (BCA). In 2003, BCA underwent a fundamental review and restructuring known as the Revival Plan process, culminating in a new Delivery Plan in January 2004. As part of this process a new staff structure was implemented leading to a greater role for Theme Managers and Theme Groups.

Within the Education and Family Learning (E&FL) theme, projects have been developed impacting on Key Stages 1, 2, 3 and 4. Most are delivered through, or in partnership with, schools. At secondary level, Braunstone pupils attend a number of schools all located outside the NDC area. At primary level there are 3 infant, 3 junior and 1 primary school.

At KS 1 and 2 the Child Development Project has established nurture groups in schools addressing social, emotional and language development and has piloted the **Philosophy for Children** project. This project was introduced by the BCA Programme Manager and piloted in 2 primary schools. A consultant was engaged for 1 day a week to run 1 hour philosophy classes in each school. The classes encourage pupils to discuss and ask questions around a particular stimulus - story/music/object. Following good feedback from teachers on improvements in children's behaviour in mainstream classroom activities the project was extended and rolled out to more schools.

At KS 3 and 4 the **Learning Mentor** project works in the main secondary schools serving Braunstone and in the community with children not attending school. It complements the mentor programme across the city run by the LEA through Excellence in Cities. **Skills Force** is a Ministry of Defence (MOD) programme that works with potentially disaffected pupils in Yrs 10 and 11 (14-16). A programme of skills based activities is provided which form part of an alternative curriculum. The project worked in three secondary schools and the Post 14 curriculum project in one with children at risk of dropping out of education.

Content

There is a strong involvement of partners in the theme at both strategic and operational levels. Formal links have been established with the Leicester Learning and Skills Council through reciprocal Board membership. The Education Theme Manager was a member of the West of City Task Group (now disbanded) and the Chief Executive is a member of the West of Leicester School Improvement Group. There is strong complementarity between BCA priorities and the main priorities identified in the LEA Education and Lifelong Learning Strategy.

BCA partnership reorganisation, the reinvigoration of the Theme Groups and the appointment of Theme Managers have helped to consolidate activity across the NDC programme by bringing partners together and providing a structured approach linked to the revised Delivery Plan. **The Education and Family Learning Theme Group (E&FLTG)** is seen as dynamic and consists of 18 representatives, including the LEA, LSC, Lifelong Learning and residents. The Theme Group meets monthly to identify priorities, develop projects and allocate resources; in addition it fosters collaboration and joint working. There is clarity between the role of the theme group and the theme manager and particularly around the role of residents on the group whose contribution is recognised for its drive and enthusiasm.

Over the life of the programme, strong links have been developed with **local schools** who have been involved in the delivery and evaluation of projects. The Education Theme Manager has maintained a lot of personal contact with Heads of Schools asking their views, building good working relationships and taking a flexible approach in recognising that each school is different.

There are also good links between the programme and relevant LEA services such as the Special Needs Teaching Service.

These links have been strengthened through the E&FLTG where the schools are well represented by the 2 Heads from the biggest secondary schools serving the area and 2 Primary Heads. Other theme group members often fill a dual role such as Chair of Governors and this way the input from local schools is maximised.

The value of joint working with schools can be illustrated by the example of an E&FLTG sub group, consisting of Head Teachers, Connexions and others, which was set up to develop work around KS4 and staying on rates. This group identified the need for a vocational option for young people and that changes in the curriculum were necessary in order to support a vocational skills base. This work is now under development.

Joint working with **agencies** is facilitated through the E&FLTG where agency members provide links into wider networks in the city. In addition there is a foundation of multi-agency and collaborative working on which to build due to the former presence in the area of other initiatives such as the Education Action Zone (EAZ), the current mini Action Zones and Network Learning Communities (which encourages collaboration between schools and links with other agencies). Sure Start is represented on the E&FLTG and some resident TG members are on the Sure Start Board.

There are mutually supportive links between BCA and **Leicester Learning Zone** (LLZ). When the EAZ came to an end in 2003, LLZ was set up as an income generating consultancy, backed by business organisations and charitable trusts, with the aim of working on new innovative ideas and getting them mainstreamed. As LLZ has grown out of work that has already taken place in the area it is well placed to work with BCA on delivery eg University of the 1st Age, Family Learning Coordinator (research stage) and Broader Horizons (under development).

Building an **exit strategy** for current projects is a key concern for the E&FLTG who try to ensure that means of sustainability are built into every project e.g. by tapering salary costs to encourage take up by schools; by investing in staff to embed and maintain particular approaches such as Philosophy for Children. However external factors are not all predictable and schools are running on a number of temporary funding streams. Much of the money that schools have available for NDC projects comes from short term funds which cannot be guaranteed into the future.

Skills Force has now been established as a company with ex-MOD staff. It is no longer financed by BCA but funded through schools and the LEA because it has proved so successful in retaining pupils.

Feedback from schools on the **Learning Mentor** project is positive and BCA has identified the need to continue the project. The Learning Mentors project is hard to sustain as it is reliant on additional funding. One approach being considered is to start tapering payments for salaries in order to encourage take up by schools. The plan for sustainability written into the original project envisaged Excellence in Cities (EiC) taking up the schools based work and Connexions the community based. However, these relationships were not negotiated and have not materialised. EiC is due to end in March 2006 and BCA is working with the Leicester Education Business Company (LEBC) to develop a new mentoring project that includes volunteers and peer mentoring. LEBC is a grant funded organisation that makes extensive use of volunteers and has a track record of running large scale mentoring projects; they also undertake work to connect businesses to schools. BCA hopes that working with LEBC (who are not a short term funding initiative) will provide more sustainability for the project in the longer term.

A new Philosophy for Children project has recently become operational and includes the delivery of training to teachers. This additional element is designed to sustain the approach

within schools beyond the life of the project. All the staff in the 2 initial pilot schools have been trained (Levels 1 & 2) and the new project also intends to deliver training at Level 3 which will enable teachers to become consultants.

Drives and Barriers

Key **Drivers** to developing the work around mainstreaming include:

- focus from BCA on exit strategy and sustainability: The BCA Delivery Plan highlights the fact that the problems facing education in Braunstone have developed over generations and require both long and short terms interventions spanning more than the lifetime of the NDC programme. The ethos underpinning the work of the E&FLTG is to intervene with preventative measures designed to reach children at an early age
- good relationships and collaborative working: This has been significant in winning trust and engagement from school Heads. Good working relationships between individuals have been built up over time. Partners have built on previous work such as the EAZ and other govt initiatives eg Excellence in Cities. These positive relationships have been embodied around the E&FLTG table which is characterised by enthusiasm
- success and effectiveness of the projects: Positive feedback from teachers involved in the Philosophy for Children project was spread primarily by word of mouth and has been instrumental in stimulating the takeup of this approach in schools across the city. The success of Skills Force in increasing pupil retention has attracted funds from the LEA. These projects can clearly demonstrate 'what works' with school children which in turn generates a positive takeup from schools and the LEA

Key **barriers** to developing the work around mainstreaming include:

- lack of coherent policy: Although strategic integration is now being encouraged by government through developments such as the Children's Trusts, there has been a proliferation of initiatives and partnerships around education that have not been sufficiently related. Different parts of government are not always sufficiently aware of the value of working with NDC; for example in consultation over the design of new schools. In Braunstone proposals for designs did not provide accommodation for the work that has been developed through the Child Development and Mentoring projects
- changes in external context: issues such as the amalgamation of local schools have taken up a lot of time in Braunstone. City wide debates regarding the prioritisation of education resources have a local impact. The lack of mainstream resource for education leaves schools reliant on short term funding which undermines long term planning

Issues and Lessons

The key lesson that emerges is the need to take the work a stage further through a more coherent strategic approach - both from the BCA partnership and from partner agencies and external stakeholders. The progress made by BCA on influencing the education mainstream so far is based on the success of individual projects and the strength of working relationships between individuals. Government has a role in ensuring that policy is framed to promote mainstreaming and that agencies are alert to the potential offered by NDC partnerships. Work in the City around the agenda of 'Every Child Matters' and the introduction of Children's Centres provides an opportunity to mainstream by integrating the BCA strategy with city wide strategies and agencies working with children and young people. In order to make these connections, it may be necessary to complement the role of the theme group with a dedicated strategic function that could make the connections between the rationale and design of BCA projects and a strategic fit in the wider policy context.

WOLVERHAMPTON: EDUCATION STRATEGY

Background

What is the education strategy?

The Education Strategy comprises a Children and Young People Strategy and an Adult Strategy (in this note 'Education Strategy' refers to both the Children and Young People Strategy and the Adult Strategy). The Strategy identifies gaps in provision for children, young people and adults, and emphasises the need for greater educational achievement and attainment, less truancy and the formation of a learning community. Innovative projects will be funded through the Education Strategy that will focus on providing better educational resources, supporting teachers, and developing informal provision and a vocational curriculum for children.

Origins of the Strategy

In December 2003 a meeting was arranged by ABCD (the Wolverhampton new Deal for Communities scheme) with the portfolio holder for lifelong learning at the Council, and the LEA's Director of Lifelong Learning and strategy manager. This discussed how the NDC and Council could work together to move the agenda forward in terms of educational achievement in schools and broader education issues. It was agreed that the LEA's strategy manager would be commissioned to write an education strategy for ABCD.

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What exactly is the new approach?

The Education Strategy was designed as a 'programme' rather than a series of projects. Unlike many other strategies (that are written to justify existing projects or people's pet projects) the Education Strategy was primarily developed by identifying the issues relating to improving achievement, with reference to city and national policy agendas. This not only develops into projects relating to the Key Stages, but influences practice by moving the debate forward and finding new ways of addressing common difficulties.

The principle focus is on improving the joining up of priorities and actions, rather than identifying difficulties. Projects have tended to individually address particular aspects and life stages of educational underachievement. Their failure to be joined-up has meant that they often work in an uncoordinated way, thereby reducing their efficacy. An important example is that of children's formal educational achievement and the relationship with parental educational achievement. Children of individuals that do not succeed in education tend to have poor levels of achievement. Unless you find mechanisms for addressing their parents' attitudes to education, given that parental influences are key to children achieving in schools, it will be difficult to raise children's educational achievement. The focus of the Education Strategy is on having individual projects that break into this vicious cycle but which are part of a much broader strategic framework which seeks to address all aspects of the vicious cycle, and in reference to city and national strategies.

The Strategy developed as a relatively flexible and agent sensitive framework in which actions and perspective could be situated. This ensured that individuals could take ownership and feel at an early stage that the Strategy was starting to deliver in terms of additional resources and having an impact on measures attached to the Strategy, while providing the context for further discussions. In part this approach was a response to a history of drawn out consultation and lack of action in the area.

What's new about it?

The Education Strategy highlights that Wolverhampton City Council and the LSP recognise that "the importance of the ABCD area as being a 'test-bed' for educational developments in the city." The Strategy goes on to indicate that "this paves the way for the ABCD area to become a

venue development and application of educational attainment and best practice.” In practice, the new approach means broadening out the objectives of projects by linking them with other projects both within and beyond the NDC, and with city wide agendas that are inevitably derived from national agendas. This approach is intended to facilitate large project proposals with specialist fields and areas of activity.

There are many other strategies that cross into the area (e.g. Excellence in Cities). The NDC is attempting to add value through activities that would otherwise not be in operation. Key Stage 1 has been agreed as a particularly important for the NDC, with a focus on language development. NDC work is providing additional support in classes and linking this to the wider city strategy. The ABCD area will develop expertise in language and this will complement specialism elsewhere. This approach is replicated through the various key stages.

Within the Children and Young People Strategy it was decided early that primary education would be targeted because it has important lasting effects throughout future education. For example, education psychology team are going to identify those people in primary school that might go off the rails, and subsequently working with them. This is something that NDC funding permits and is in contrast to existing funding arrangements that are more concerned with responding to problems as they arise. This aspect of the Strategy seeks work in partnership with headteachers and other partners that can support initiatives. Headteachers have been asked to take forward the four strands in the Children’s and Young People’s Strategy in partnership with organisations and projects.

The focus of the Adult Strategy is on access to existing provision and improving working relations between providers, rather than creating new provision, unless there are gaps. The approach is characterised by using NDC money to act as an initial bridge for residents to access existing learning, since there is no shortage of provision. This approach is based on the understanding that there is a tendency for parents that have not had success in education (because of insufficient access to and use of education) to have children that are not achieving. ‘Learning hubs’ will be created in each of the NDC’s areas as part of the Adult Strategy. The aim is to engage adults and breakdown the barriers to access learning, in partnerships with the Learning Partnership which is acting as the co-ordinating body; other partners include the Adult Learning Service and City of Wolverhampton College.

Block and pool arrangements and streamlining of appraisal etc.

GOWM have endorsed the Strategy and its main themes. The Government Office has signed over £2.3million until March 2007 to the NDC and its partners to spend on projects that are situated within the Education Strategy. All appraisals of project proposals below £250,000 will be undertaken by the NDC and its partners, thereby reducing bureaucracy involved in the appraisal process and speeding up implementation of projects and the Education Strategy.

The Strategy sets out a clear framework of NDC priorities and action. Its dissemination to partners ensures that they have a understandable framework in which to work within and through, thus making it possible for these organisations to develop coterminous priorities and project proposals.

Issues and Lessons

Process for roll out across city

The emphasis of the NDC and its partners is on a Strategy that has a two way relationship with city wide strategies - the Strategy is partly derived from but also informs city wide strategies. The Strategy has not been in place for long, (indeed, the Adult Strategy has only just gone to Board for approval) and, as such, formal agreements around the operational detail of spreading activities and best practice across the city are yet to be in place. One problem is that replicating best practice can be difficult because it is often the components beneath the practice that are important, and these are complex and vary across space. The NDC has held meetings

with senior management at the Council to discuss the process of possibly rolling out projects and best practice across the City. Interview comments suggest that because the Education Strategy has coterminous priorities with city wide strategies, and if projects have a measurable impact on educational achievement, then the NDC is in a good position to have projects mainstreamed.

COVENTRY: THE EDUCATION CONFERENCE

Background

History: The education theme of Coventry NDC has been very successful in developing and implementing various projects in an area characterised by low educational achievement and attainment. Projects have included capital funding for two additional community buildings (learning centre and community centre) at two new primary schools in the area; learning mentors which will have some mainstream funding when the project is completed, but which is the responsibility of schools rather than the LEA; parental outreach service which supports parents and children with special needs; outreach workers that have responsibility for reducing exclusions and improving attendance at local schools; 'Lets Create' which promotes art and creativity at four local schools; and the 'Children's Resource Centre' which is a local venue from which play resources can be borrowed and courses and training for parents can be hosted. The success of the NDC's education projects and their growing maturity has brought to the fore the need to discuss their future mainstreaming with partners.

The main reasons for an education conference include:

- the NDC has consistently sought to get mainstreaming on the agenda with partners but has been unsuccessful with progressing this. The principle reason for the education conference stems from the belief amongst NDC managers and partners that the mainstreaming of the most successful projects requires a strategic framework that all agencies are working within, which has an established definition of mainstreaming and covers the whole city. This framework will ensure coterminous priorities and actions between the NDC and its partners, with the former developing projects with aims that are consistent with service providers. Without the conference the NDC has no cohesive long term strategic agenda on how to mainstream. The Partnership presently has project by project discussions about mainstreaming, which require them to "go through a battle each time by working through the [mainstream service providing] organisation and up through [central governments] funding stream arrangement"
- NDC managers believe that NDC projects have shown an impact on educational achievement which warrants their mainstreaming, either through their internalisation within mainstream services or the adoption of best practice. This has happened to some extent with the Children's Resource Centre which is taking on maintenance costs from the NDC but not, however, the part time worker. Running an education conference that will lead to a strategic framework between the NDC and partners could lead to qualitatively better forms of mainstreaming
- certain NDC projects have already had three years funding and are receiving funding for a further three years, but with incrementally declining annual funding levels. This means that partners will have to provide greater levels of commitment
- from the experience of the last three years there is a realisation that mainstreaming is a difficult and time consuming task, often requiring detailed discussions through complex and multi-faceted management structures and systems at partner agencies. Often there are initial difficulties with the project implementation team and middle managers which can make progress to more senior management levels difficult. The conference will act as a springboard to promote more networked arrangements between managers which will mean being able to get key decision makers together rather than having to go to them individually. It conference also permits the NDC to identify the most important people to talk with in the future, rather than struggling to identify who are the relevant people
- the NDC requires a mechanism whereby they can disseminate their ideas and the success of their projects. If there is a project that has been successful but the department cannot afford to fund it, or it refuses to send it to senior managers, there needs to be somewhere

to take it and show them a better way of working which is not being taken on board by the department. The conference presents the possibility of developing such an instrument

- many organisations across Coventry are undertaking similar projects but are not very good at sharing information on what works and does not work. For example, Excellence in Cities learning mentors are in two parts of the city, the NDC also has learning mentors, all of which follow national training programmes
- it is one important way in which to further engage with the schools which is a difficult task. This problem is particularly acute with schools because they have the autonomy to dip in and out when they choose. The NDC requires schools to take on potential projects such as learning mentors and children's workers. They have the willingness to make it work but they are not sure how, nor are they legally allowed to use any of their delegated money, and this is why they are looking to the NDC for funding. Given these constraints the NDC believes that it is important they spread best practice on activities that have worked elsewhere in the city

To summarise, an education conference is viewed as an important mechanism in which to bring agencies together from across the city, with the purpose of developing a strategic framework for all organisations, foster more networked partnership arrangements, influence mainstream service providers, spread best practice and ideas, and further engage partners.

The stated intention of the conference is to have an opportunity to:

- develop a shared understanding of mainstreaming
- explored and identified good practice in mainstreaming
- identified the barriers and possible solutions to mainstreaming work in education programmes
- identified possible people who we can work with to resolve issues in the future
- have some ideas that can help with individual issues of mainstreaming
- have information about services and agencies that operate within the city to support education programmes

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Given the range of activities undertaken across the city, the conference is concerned with the whole of the city, rather than just regeneration areas, or the NDC area. This means the involvement of a large number of organisations and management tiers. The focus of the conference is to bring these organisations together to discuss issues around mainstreaming, developed partnership working, spread ideas and practices, and develop an action plan that will inform the future development of a more strategic framework. Plenary and small group discussion will address issues around the mainstreaming debate with the intention of highlighting four main actions. The main questions for discussion include:

- 1) What are the mainstreaming issues in Coventry?
- 2) What could we possibly do to resolve these issues?
- 3) Which four possibilities would make the biggest impact on improving mainstreaming in the city?

It is recognised by the NDC that it will be a challenge to keep people tuned to this agenda, since they are likely to have different issues, such as the constraints arising from limited budgets. The emphasis will be on groups thinking about what they can do as a whole (e.g. if mainstreaming involves changing policy how could that be done).

The Director of Education and Library service will reflect on what has happened during the day based on feedback from the morning sessions, and will also talk about how the LEA wants to commit to mainstreaming. Following this presentation there will be small group discussions on working together and individual support, which will involve some of the following issues:

- what are the issues we are working on individually?
- how could we possibly do to help?
- what are the barriers to mainstreaming in education?
- what could we possibly do to resolve them?
- which four would make the biggest impact?

The working group is also discussing the possibility of using fake case studies based on different practitioners and issues, such as early years, young people etc. with the purpose of highlighting issues and barriers to mainstreaming.

The purpose of the conference is to produce an action plan that commits service providers to learning more about projects and mainstreaming, rather than getting them to commit to mainstreaming projects per se. It will have four main action points. Each discussion group will be asked to produce four action points, from this it will be possible to choose the four most common points, and these will become the main points in the action plan. The plan will use language around 'possibilities' rather than 'problems', and will emphasis the ways that organisations can affect change rather than the hindrances organisations face. One aspect of this will be identifying the LEA issues that projects should be working towards. The action plan will be focused on the city because "if you do not have one at this level what chance have we got to get on the mainstreaming agenda."

Beyond these stated intentions the working group is unclear about how to take the agenda forward. Indeed, this is one of the major reasons why the conference was postponed from November 2004 to summer 2005. The NDC hopes that the major players (e.g. NDC, Coventry LSP, LEA, Schools Federation, EYDP, FE colleges, and two local universities) will join together to take the agenda forward.

Drivers and Obstacles

Mainstreaming consistently came up as an issue within the education strategic group meetings that reviewed the education theme of the 2004-07 Delivery Plan. This group included the Director of Connexions, heads of local schools, LEA, and the head of a local college. Partners tend to have different views on what mainstreaming involves, but there is a general belief that embedding this concept within organisational thinking, both strategically and operationally, is crucial given the intentions of central government. The natural question arising from this was how can the NDC and its partners bring organisations together across the city to discuss these issues and gather people's views on mainstreaming, highlight what organisations were doing and spreading ideas through interaction. The last half-hour of education strategic group meetings tended to be free discussion time and the idea of an education conference came out of one of these sessions. Permission was granted by the NDC to progress with this issue after the Delivery Plan had been completed. This was taken forward through a conference working group which meets every six weeks.

The NDC's education theme has been very successful, due in part to the strong levels of involvement from the LEA, FE college and local schools. These and other organisations, such as Excellence in Cities, provide considerable levels of support to the conference through the working group. As highlighted above, the LEA has strong levels of involvement in the NDC and the education conference. The Director of Education and Library Services is presenting at the

conference, and management and admin support has been used in the organisation of the conference.

Issues and Lessons

The conference is an important route in which to initially engage service providers in the mainstreaming agenda. It brings a large number of organisations together under one roof to discuss one particular issue. From this position it is possible to gather the views and experiences of many different officers/managers, both at the operational and strategic levels, identify what activities are taking place and spread ideas and best practice. The conference does however require considerable levels of organisation and support from key partners, such as the LEA and local schools and colleges. In the case of Coventry NDC they have this level of support but it still remains a challenging task (for any organisation) to take the agenda forward beyond an initial conference. The key issues are how partners can develop coterminous priorities and agendas, and galvanising organisations to discuss and take forward the mainstreaming agenda.

This is a large agenda and it is not possible to regularly run a conference of this size. It may be the case that the NDC has just this one opportunity to bring all these organisations together to develop a strategic way forward. As highlighted above, the conference organisers require a conference framework that permits the identification and initial nurturing of a strategic way forward. However, as with most conferences, the agenda is based on their own individual experiences and views, which inform discussions within the conference working group, rather than much wider consultation. The organisers have to be careful that they produce an agenda that is relevant to all, yet focused on developing a strategic framework for mainstreaming.

HACKNEY: RANGE OF INNOVATIVE STRATEGIES FOR SUSTAINABILITY

Background

"It is now clear that partnership sustainability and mainstreaming will form the core of the organisation's approach to any project funding until the end of the programme".

This extract from the current Shoreditch Trust (formerly ShOW) delivery plan highlights the emphasis the Trust places on bringing sustainable change to the area. The Trust has had to take the long-term view more or less since its inception. In 2000 at the beginning of the programme Hackney Council was going through a turbulent time, with accusations of financial mismanagement and perceptions that they were ineffective at providing services for the people of Hackney. The position is improving, but financially the borough will continue to struggle as all of its wards are in the top 10% deprived. It was clear in the first years of the programme that Hackney Council would not be able to be the driving force for sustainability, nor would it be able to pick up and mainstream projects in any significant way. The other major factor in the Trust's sustainability agenda is its ability to exploit its context. The Trust is aware that the proximity of the City of London offers lots of opportunity for Shoreditch both in terms of job opportunities and also in the creation of local businesses. The Trust has deliberately employed highly skilled and experienced staff to run its enterprise and investment programme - people who understand planning and business and have worked in and with that sector before.

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"We know that the grant funding from the Government, which pays for the work the Shoreditch Trust does, will run out in 2010. We also know that it is unlikely the Government are going to extend this funding. So we face a challenge: how can we raise funds, in a way that supports our vision, to continue our work?" 2005/2006 Delivery Plan

The Trust's Succession Strategy is well advanced and has been agreed by the Board. The budget will be re-profiled around it in autumn this year. The strategy is based on the idea of a charitable trust that has a trading arm. The trading arm will consist of a range of social enterprises. Social enterprises are organisations that operate as normal companies except that they have social as well as commercial objectives. In this context, potential Shoreditch Trust social enterprises would be committed to supporting the goals of the delivery plan and re-investing any profits in charitable activity in the area. Although social enterprise is not intended to fund all activity, it would make a major contribution, significantly reducing the funding requirement for projects. This gap could then be met through fundraising from trusts, foundations and specific Government funds. This would enable projects to be financed and outputs to be delivered, in the long term, in a sustainable way. There are already examples of projects in the area that could become social enterprises. One example is Shoreditch Development and Management Ltd (SDM). SDM is the property management company set up to develop and manage properties in the area by the Trust, which now holds assets of around £15 million, offering an excellent track record in developing and delivering buildings for public use. The transformation of 16 Hoxton Square, from a derelict school into an award winning restaurant and community training facility was commended by the Deputy Prime Minister. The disused Gaumont Cinema in Pitfield Street is about to be restored with a new, four floor, healthy living centre being built. The Independent Newspaper featured Shoreditch as a model of urban renewal, stating, "The results of regeneration can be seen everywhere." There are a range of Social Enterprises that Shoreditch Trust are planning to initiate, from delivering ICT support and maintenance to ones engaged in community recycling that access the incentives on offer for 'green' activity.

Through its Enterprise and Investment Strategy, aimed at creating sustainable and ethical small businesses in the area, the Trust has gained a lot of experience in setting up and running social enterprises. Where they have been innovative, is in the way that they involve partners.

Partnerships are built around projects, not the other way round. The Trust has made sure that partnerships are effective and focussed, and has never used partnerships as a talking shop. They are strictly to do business. They draw partners into projects where there is mutual benefit.

The Trust offers opportunities for businesses and bodies such as the Corporation of London and the LDA to invest in a deprived area. However this is not based on a 'begging bowl' approach. The business benefits case runs as follows:

- Financial (investors will get a return on their investment in the long term)
- Business (city sprawl can be managed to some extent by supporting the kinds of businesses needed on the edge of the City or by creating a specialised centre of excellence – in this case Creative Industries - that can support City businesses)
- Employment (local people will have a personal investment in the area and less travelling means a less tired workforce who can work more flexible hours. Also, educational attainment is improving in the area so they hope more and more to be able to deliver a well educated and trained workforce)
- Social (The Corporation of London can more easily meet government social targets within the Shoreditch catchment area than it can in its own fairly restricted context)
- Economic (improving the area around the City will have a knock on effect on businesses within the City and, in the strategic context, for the LDA)

The Trust also encourages an integrated approach. Many of its projects, and certainly the larger and newer ones, cross over many different themes and by doing so, they lock in public and private sector partners. For example, the cinema project (55 Pitfield Street) is capital funded from the NDC, ERDF and the private sector (bank). There will be rent from the cinema and from the workspaces on the upper floor that will give a return on the financial investment and keep the private sector partner tied in. The cinema operator will bear the cost of fitting out the cinema so, again, will have a financial interest in staying for the long term.

Another example is that of 168 Pitfield Street which, in partnership with Capital and Provident Regeneration, City and Hackney Primary Care Trust and Metropolitan Housing Trust, has been turned from a derelict property on Hackney Council's disposal list, to a to a mixed-use development consisting of a new health and community centre, social housing and housing for sale at full market value.

Drivers and Barriers

The Trust Board originally drove the idea of sustainability, but the development into a coherent strategy is largely due to the commitment of the Chief Executive and his senior staff. As partnership enterprises develop, the 'contagion' has spread and now the partners are also starting to drive the process as they have a vested interest.

A big barrier has been government rules on 'claw back'. The Treasury's claw back policy meant that organisations such as NDCs that were funded by government departments to run revenue-generating schemes, for example by acquiring property, could be obliged to return any profits from such schemes to the funder. Shoreditch have been arguing the case against this for many months at Government level. But a radical overhaul of the rules means that, from this summer, departments will be able to allow organisations to retain the profits - provided they can show that the profits will be used for the purpose for which they were awarded the original grant. A view from within Hackney Council that as the accountable body it somehow still has a claim on the assets seems unlikely to prevail. This change will mean that Shoreditch can borrow against its assets and with more money to put on the table will be able to attract bigger investment partners.

Issues and Lessons

Sustainability is now at the heart of everything Shoreditch does. No project is considered for funding now unless it can demonstrate a clear and robust business case for continuing after the Trust funding ceases. This might be in the form of secure funding from other sources like European funds or funding from mainstream agencies, or, often in the form of social enterprise. Key to sustainability is effective monitoring and evaluation. Evaluation is now built into the lifecycle of all Shoreditch funded projects and is either conducted independently, by the implementing agency, or internally. In order to assess attribution, they intend to commission a programme evaluation.

There is much to be learned from the achievements of the Trust. Firstly it is key to have the right executive staff in the right positions. By having professional staff that understand the needs of partners the Trust has managed to develop partnerships that have explicit and tangible mutual benefits. Secondly the Trust has been very proactive. It has not rested on its laurels. They have demonstrated innovation and determination in bringing groups together in a way that other NDCs appear to struggle with. The Trust is committed to increasing its involvement with City partners. For example, ELBA (East London Business Association), UBS, Linklater, Deutsche Bank and the Trust are joint funding a person to look at relationships and opportunities for collaboration between the parties. Thirdly the Trust has had the courage to challenge the local authority and central government in order to achieve its objectives, e.g. the change in the rule regarding claw back.

Crime and Housing remain the biggest challenges for the Shoreditch Trust and it is currently engaged in looking at the most effective partnership solutions. There is an awareness that something significant must be done and there remains much to be done, particularly around housing where little progress has been made to date.

PLYMOUTH: THE JOINT COMMISSIONING BOARD (JCB)

Background

The Devonport Regeneration Company (DRC) has ambitious plans for the long term physical regeneration of Devonport. These proposals are for development requiring substantial non-NDC funding and continuing beyond the life of the NDC. Much of what is proposed revolves around the release of land (approximately 40 hectares) that is currently part of the Naval Dockyard and owned by the Ministry of Defence. The Devonport Development Framework (DDF) is the strategic document that provides the overall framework for this process, and DRC has played an important part in the preparation of this framework.

For some time it has been recognised that these ambitious plans would require the involvement of key mainstream agencies, for these agencies to work together and to make considerable funds available to support the redevelopment process. Getting the commitment of stakeholders is important to all aspects of the NDC programme, and initially it was hoped that this would be achieved by involving key stakeholders in the Partnership Board. However, the physical redevelopment programme involved additional challenges because of the scale and complexity of what is planned. An early response to this problem was to set up a 'sub-group' known as the Stakeholder Group (SG) to try and address the issue of Devonport's long term physical regeneration from a strategic perspective - to identify what would happen, when it would happen, the funds required and the source(s) of those funds.

At the same time, mainstream agencies continued to be involved in the main NDC Board, which for a time proved to be a less than ideal forum for the discussion of complex long term strategic issues - in part this was because the Board had become preoccupied with the day-to-day operation of the DRC and its activities, leaving relatively little time to reflect on strategic issues and how to deliver the programme as a whole. This led to a lengthy and thorough going review and reassessment of the Board's role, taking over a year and supported by an NRA, which resulted in the creation of a Governance Handbook that contained within it a scheme for restructuring and streamlining the entire structure of the DRC. This process overlapped with the drawing up of the DDF.

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As part of the review of structures it was decided to create a new body attached to the Partnership Board - the Joint Commissioning Board (JCB). The creation of the JCB was thus part of a wider overhaul of DRC's structure and a decision that the Partnership Board should take on a more strategic and commissioning role rather than be closely involved in every aspect of DRC's activities.

The JCB is intended to drive forward the planned long term (i.e. up to 2016) scheme to bring about the physical regeneration of the area contained in the DDF. The redevelopment programme will largely be delivered through the JCB which will act as the key coordinating and funding mechanism. It contains all the major partners that will be involved in the delivery of the DDF. The JCB is composed of:

- the DRC Executive Director
- DRC Board Members
- a Senior Officer from PCC
- a PCC Cabinet Member
- a Senior Officer from English Partnerships
- a Senior Officer from the South West of England RDA
- a Senior Officer from the GOSW
- a Senior Officer from the Housing Corporation.

The primary purpose of the DDF is to "...ensure that each and every initiative within the [physical] regeneration programme is fully integrated." It also updates and takes forward earlier decisions contained in the Devonport Urban Village 'Urban Framework Plan' published in September 2002. The DDF looks beyond 2011 to 2016 and functions "...as a long term milestone to tie in with Plymouth City Council's (PCC) emerging City-wide 'Local Development Framework' (LDF)". It is thus important to note that the DDF is the key document in the forward thinking of DRC designed to carry forward to 2016 the physical and environmental renewal envisaged by the DRC. DRC aims to ensure that the DDF, or the relevant elements of it, is integrated with PCC's LDF. This is seen as a key aspect in winning the long-term commitment of major partners/stakeholders and ensuring the long-term sustainability of this aspect of DRC's ambitions for change in Devonport. The JCB is the key body that will 'make this redevelopment happen'; it is a key body not only in terms of delivery but is also central to the process of partnership working.

Although the JCB has existed for over eighteen months the last year has seen an important development in determining its role and objectives through the signing of a Memorandum of Understanding (MoU) between the partners. The MoU describes JCB's overall purpose as being "To oversee the delivery of the Devonport Development Framework on behalf of the Devonport Regeneration Company Board." Its Guiding Principles state that:

The members of the JCB have agreed to commit themselves to work together sharing knowledge and expertise, solving problems and undertaking a number of essential strategic tasks within a partnership that recognises the community as a full and equal partner.

An early example of the types of action that it is hoped will emerge from the JCB is the commitment by English Partnerships to take forward the purchase and development of the 'Stores Enclave' in the South Yard of the Naval Dockyard. The combination of the DDF, and its acceptance in principal by PCC, combined with the fact that the JCB is beginning to operate as a fully functioning body should mean that more substantial progress on the physical regeneration of the area can be made in the future.

Drivers and Barriers

A key driver in the process of setting up the JCB was therefore the so-called Governance Review. Another key driver in this process was GOSW's recognition that despite its ambitious plans DRC was not delivering at a pace which was commensurate with those plans; GOSW recognised the need to create a more streamlined process that would allow a single body to oversee and deliver DRC's ambitious plans for the physical redevelopment of Devonport. In addition the DRC Board seems to have developed a much clearer recognition of the scale of its physical redevelopment plans and that the associated finance and expertise need to deliver them necessitated a much closer engagement of key public sector agencies in DRC's structures. Furthermore, the decision to implement a corporate reorganisation of PCC may have helped push the process forward as the city council began to reassess how it could best support DRC's plans in the light of its own commitments to the wider city.

Nevertheless problems remain. If the major physical regeneration projects that are a key part of the DDF and of DRC's plans for the area are to succeed, funding streams from a number of agencies need to be combined and each brings with it different rules/regulations, targets, etc, that are set by national bodies, raising issues about timing and flexibility of action by the partners. Whilst the JCB provides a forum in which these issues can be addressed often it can be very difficult and time consuming to resolve issues arising from the different rules and requirements associated with funding streams and it is not always within the JCB's power to do so. For example, for one project an arrangement was reached that the RDA should take a lead role, but only after considerable negotiation between the GOSW and central government. For

another project (the 'Stores Enclave') English Partnerships took a similar lead role. Despite this progress it remains unclear whether such arrangements will extend beyond these particular projects.

If the JCB is to be an efficient and effective means to implement the DDF then its partners ideally need considerable freedom to commit funding to particular projects in response to locally agreed priorities. Currently those involved assume that because central government has given approval for the financial arrangements associated with these two projects then the problem has been resolved. However, we have seen no evidence that suggests a general arrangement allowing the combination of different funding streams into a 'single pot' under the control of a lead agency has been put in place; we still suspect that each new project may raise further issues about how much room for manoeuvre partners have.

The MoU is clearly an important step forward in clarifying the way in which partners will work together to deliver DDF proposals. However, it remains to be seen how effective the JCB will be in the long term and how its internal working and relationship with DRC will develop. The JCB brings together partners who will need to find effective ways of working together to fund, commission and control complex projects. The MoU describes the JCB as "a sub-group of the DRC Board that has been established to deliver the physical regeneration of Devonport", but the exact nature of the JCB's relationship with the Board remains somewhat opaque. To put it rather bluntly: is the relationship a hierarchical one in which the Board can instruct the JCB or, in the context of partnership working, is it one in which the JCB is independently able to take decisions over the implementation of aspects of the DDF that might contradict decisions taken by the Board? Given the make up of the JCB it is possible that the agencies represented on it may feel compelled to take decisions about funding and the timing of spend that reflect their rules/needs rather than those of DRC. Whilst issues of this type are in the very nature of partnership working it would seem sensible to clarify the nature of the relationships within the JCB and between JCB and DRC to avoid any future problems.

Issues and Lessons

In terms of process the JCB represents an important, although still largely untested, element in engaging mainstream agencies with a particular aspect of DRC's work and ensuring their integration into its structures and decision-making processes. It is also, alongside the MoU, a key mechanism for winning their commitment to this aspect of its long term aims. Equally important is the JCB's key role as a delivery body that will operate under the auspices of the Partnership Board to deliver the DDF. Thus the JCB holds out considerable promise for 'mainstreaming' key elements of the NDC programme in Plymouth. It sits alongside the other changes made following the governance review, which aim to enhance the Board's strategic focus. As a result of this review DRC has stepped back from being a company - a move taken partly because it appeared that company status was not helpful in establishing the partnership with key agencies which is necessary to the programme as a whole.