

## CABINET ITEM COVERING SHEET PROFORMA

### **AGENDA ITEM**

### **REPORT TO CABINET**

**26<sup>TH</sup> NOVEMBER 2009**

### **REPORT OF CORPORATE MANAGEMENT TEAM**

### **CABINET DECISION**

**ACCESS AND COMMUNITIES – LEAD CABINET MEMBER – COUNCILLOR D. COLEMAN  
REGENERATION AND TRANSPORT – LEAD CABINET MEMBER – COUNCILLOR R. COOK**

### **NEIGHBOURHOOD MANAGEMENT IN STOCKTON**

#### **SUMMARY**

- 1 To present information to Cabinet in relation to the various approaches to neighbourhood management that have been taken across the borough.

#### **RECOMMENDATIONS**

- 2 That Cabinet note the report.

#### **REASONS FOR RECOMMENDATIONS**

3. A number of different approaches to neighbourhood management have been applied in various places across the Borough since the implementation, in 2002, of the Neighbourhood Management Pathfinder in Parkfield and Mill Lane and a range of different outcomes realised. In addition national policy, guidance and assessment relating to community engagement and service delivery, key aspects of neighbourhood management has changed.

#### **MEMBER INTERESTS**

4. Members (including co-opted Members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (paragraph 8) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (paragraphs 10 and 11 of the code of conduct).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting considering the business is being held -

- in a case where the Member is attending a meeting (including a meeting of a select committee) but only for the purpose of making representations, answering questions or giving evidence, provided the public are also allowed to attend the meeting for the same purpose whether under statutory right or otherwise, immediately after making representations, answering questions or giving evidence as the case may be;
- in any other case, whenever it becomes apparent that the business is being considered at the meeting;
- and must not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (paragraph 12 of the Code).

Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc; whether or not they are a Member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting (unless the interest arises solely from the Member's membership of, or position of control or management on any other body to which the Member was appointed or nominated by the Council, or on any other body exercising functions of a public nature, when the interest only needs to be declared if and when the Member speaks on the matter), and if their interest is prejudicial, they must also leave the meeting room, subject to and in accordance with the provisions referred to above.

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**26<sup>TH</sup> NOVEMBER 2009**

**REPORT OF CORPORATE  
MANAGEMENT TEAM**

**CABINET DECISION**

**ACCESS AND COMMUNITIES – LEAD CABINET MEMBER – COUNCILLOR DAVID COLEMAN  
REGENERATION AND TRANSPORT – LEAD CABINET MEMBER – COUNCILLOR ROBERT  
COOK**

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**DETAIL**

Neighbourhood Management

4. Neighbourhood Management (NM) is about people, places and public services, with a focus on influencing mainstream service delivery through community engagement and improved local co-ordination of public services at the neighbourhood level. At its simplest level it is a process which brings the local community and local service providers together, at a neighbourhood level, to tackle local problems and improve local services. At a strategic level it provides a valuable model for taking an integrated approach to making a positive difference in relation to a specific place and promotes public service improvement from the clear viewpoint of the customer. It is also a powerful mechanism for promoting and improving community cohesion.

### Neighbourhood Management – The national context

5. As part of its commitment to Neighbourhood Renewal, in 2001 the Government funded the development of 35 pathfinder partnerships to develop and test neighbourhood management with a focus on deprived urban and rural areas. The intention was that the pathfinder funding was used over a longer term than previous area-based initiatives to stimulate a change in a way of working that would see sustainability embedded through mainstream budgets. The NM approach was in recognition of the fact that there are a number of characteristics common in many disadvantaged neighbourhoods:
6. The national evaluation of the pathfinders found that “neighbourhood management has clearly played an important role in facilitating a greater level and quality of community engagement and has successfully improved the relationship between service providers and residents.” It acknowledges that the engagement of service providers has been to varying degrees with the most notable successes in terms of outcomes in relation to crime and community safety, the physical environment and housing. A picture very much reflected in the PML pathfinder. It also acknowledges that the pathfinder model and approach was intensive and other ‘less intense’ models may be more appropriate for other areas of disadvantage with ‘light touch’ models for areas where disadvantage is lower.

### Neighbourhood Management – The local context

7. The Parkfield and Mill Lane (PML) Neighbourhood Management Pathfinder was one of partnerships in Phase 1 of the national programme. It was allocated £3.5 million between 2002 and 2009, alongside some additional support from the Neighbourhood Renewal Fund (NRF).
8. A summary of some of the successes of the NM pathfinder can be found at Appendix 1. In terms of the long term intention of NM relating to mainstreaming of provision through innovative approaches, one of the most popular and effective of these interventions was the NMP sponsored ‘Village Style Policing’ initiative, which introduced a neighbourhood policing model to Parkfield and Mill Lane over four years before this approach to policing was adopted and rolled out nationally. Others include; Private Landlord liaison work, the development of patch-dedicated Anti-Social Behaviour Officers, and geographically targeted enforcement support officers. All of which have been NMP sponsored projects that have gone on to be mainstreamed by SBC and rolled out to cover other parts of the Borough. In addition, the PCT’s current Community Health Champions initiative, was also developed using best practice arising from the NMPs Community Health Trainers intervention, an initiative which has also gone on to be rolled out and delivered Borough wide.
9. The St. Ann’s Partnership Neighbourhood Element was established in 2006 and has been allocated £1.4million funding over the 4 year period 2006-2010, through the Neighbourhood Element of NRF. The neighbourhood element approach has similar overarching aims and objectives as the PML pathfinder. The Council is the accountable body for the funding, with the Board developing and setting priorities for funding to be spent within the areas of Portrack and Tilery with Mount Pleasant. Some of the successes of St. Ann’s Development Board are captured in Appendix 2.
10. The various activities of the Area Partnerships are another approach to community engagement and patch-based service delivery. Intervention funding for the Area Partnerships comes from Communities Fund. The Area Partnerships are accountable to the Council as the legally and financially accountable body.

11. There are a number of other initiatives that take a focussed approach to problem solving that endeavour to shape service delivery either on a locality basis or in relation to specific vulnerable groups, for example the Joint Action Groups in relation to achieving community safety objectives and targets.
12. The development and implementation of Integrated Service Areas is focused on service provision at a locality level shaped by a robust understanding of the needs of the locality.

#### Current National Policy Context

13. Involving and empowering communities has been a consistent theme running through a number of national documents published by DCLG. These include, 'Creating Strong, Safe and Prosperous Communities (October 2007), the Community Empowerment Action Plan and the new Place Survey (December 2008. An outcome of the White Paper is the new 'duty to involve' which came into force in April 2009. This requires the local authority and other public agencies to establish positive relationships within our local communities, to deal with problems to the satisfaction of residents, particularly in our most disadvantaged areas where satisfaction with local services and participation levels are often low. Audit Commission guidance on partnership working promotes the principles neighbourhood management.
14. The Use of Resources assessment for Councils and Fire and Rescue Services and the Area Assessment aspect of CAA place a stronger emphasis on community engagement and empowerment, and an assessment of how all public services are working together to make a positive difference to local communities and specific vulnerable groups.
15. There has been a significant shift in tools, resources and systems available nationally and locally to help Councils and their partners have a stronger insight into the needs of their local communities, which draw on a range of national and local data and information sources. Locally, Stats@Stockton and its further development into a Local Intelligence Framework are very much aimed at strengthening our collective understanding, supported by a robust evidence base, of our local communities through the development of community profiles at both a spatial and population group level.

#### **THE WAY FORWARD**

16. The information provided in the Appendices is evidence of significant success and progress of varying degrees across the range of approaches from the more intense NM model in PML to the less intense models of Neighbourhood Element and Area Partnerships and acknowledging some models have been deployed over a longer period than others.
17. Both the NMP and Neighbourhood Element approaches to Neighbourhood Management can evidence that providing intensive neighbourhood level support to disadvantaged communities, makes a significant contribution to tackling issues that impact on the quality of life, and life chances of residents in those communities.
18. Lessons have been learnt from the Pathfinder approach, particularly in the final two years of the initiative when project funding resources have diminished, and also from the work of the Neighbourhood Element in Portrack and Tilery, which has also generated local improvements with funding and staffing levels on a smaller scale than the NMP. It is clear that much activity has already been mainstreamed into locality based provision, with more in the process of being implemented, coupled with a national assessment focus on identifying and meeting the needs of localities/vulnerable groups to which services are responding. There is still a need to continue to identify and address residual and emerging needs but in a way that does not require significant injections of project/intervention funding and that takes full account of what has already been embedded into practice and current

plans and strategies that relate to meeting the specific needs of local communities and/or vulnerable groups.

19. There is therefore an opportunity to consider the scope and benefit to be gained by introducing smaller scale intensive neighbourhood support approaches into other disadvantaged areas of the borough, based on the best practice that has been developed to date, and also to determine in what ways an intensive local support approach can support services and achievements against local targets, for the Council and its partner agencies, linked to the implementation of the recommendations in the EIT review of Consultation, Communication and Engagement.
20. It is therefore useful to identify what Neighbourhood Management has been good at, and what it has been able to offer (aside from intervention funding, which cannot be sustained at the levels we have experienced in the past), focusing on the NMP's activity over the last few years. It is also important that we identify the benefits that might be gained from the application of this best practice in other areas, identifying key links to other integrated approaches to provision such as the ISA's.
21. In order to implement an intensive neighbourhood support approach outside of Parkfield and Mill Lane or the St Ann's Partnership area, consideration needs to be given to the links with other strategic approaches and recognising where local delivery at a neighbourhood level has been embedded into mainstream practice e.g., neighbourhood policing, ISAs.
22. The EIT review of Communication, Consultation and Engagement recommends the bringing together of the engagement functions across the Council. Coupled with the development of a Local Intelligence Framework for Stockton, in conjunction with key partners, it provides a strategic opportunity to embed neighbourhood management principles into all service delivery.

## **CONCLUSION**

23. A number of approaches to 'neighbourhood management' have been taken and delivered since 2002 across the Borough, with varying degrees of financial input, different accountability models, staffing and accommodation needs. There have been a number of notable successes from the different approaches and some systemic issues remaining. Locally and nationally neighbourhood management is seen as improving outcomes for residents on a localised basis through community engagement and influencing mainstream service delivery. Community engagement is a key aspect within the EIT review programme and is included within the scope of the Communication, Consultation and Engagement Review which is a Year 1 review being carried out by the Corporate Adult and Social Inclusion Scrutiny Committee.
24. The development of the Local Intelligence Framework will provide profiles of communities at a spatial level i.e., Borough, local area and neighbourhood and at a population group level i.e., particular vulnerable groups. This intelligence can be used to inform and shape mainstream service delivery and provide an evidence base for identifying neighbourhoods that would benefit from intensive local support facilitated through the bringing together of the engagement functions.

## **FINANCIAL IMPLICATIONS**

25. None arising directly as a result of this report.

## **LEGAL IMPLICATIONS**

26. None arising directly as a result of this report

## **RISK ASSESSMENT**

27. The likelihood of funding coming to local authorities to support neighbourhood management in the future is extremely unlikely in the current climate. The approach outlined in this report will ensure that a focus is given to supporting those communities most in need of intensive support, within a framework that is flexible enough to respond to changing circumstances.

## **COMMUNITY STRATEGY IMPLICATIONS**

28. All Sustainable Community Strategy themes.

## **EQUALITY IMPACT ASSESSMENT**

29. N/A

## **CONSULTATION INCLUDING WARD/COUNCILLORS**

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### **Background Papers**

N/A