



# **Neighbourhood Management: Development of an Assessment Framework**

## **Final report to the Welsh Government**

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*with a Preface by Professor Kevin Morgan*

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### **Preface by Professor Kevin Morgan**

Area-based regeneration policy was actually born in Wales in the inter-war period, when the coalfield economy went from boom to bust, leaving behind a spiralling problem of mass unemployment that had to be addressed by the Special Areas Act. Now, nearly eight decades later, we are still grappling with the challenge of how to regenerate the very same areas. The current review of the Communities First programme is a sobering reminder that regeneration policy itself needs to be regenerated from time to time to render it more effective and more responsive to national priorities and local needs.

Although we talk a lot about being “community-minded” in Wales, we have failed to provide our communities with the organisational capacity to articulate their needs, values and aspirations. Without such capacity, our communities will be unable to engage effectively with the wide array of service providers (in health, education, and social care for example) who can foster or frustrate quality of life at the local level.

We owe a great debt to Madeleine Pill because, in producing this report, she has helped us to remedy a big deficit in our communities - the deficit of organisational capacity at the neighbourhood scale, a scale crucial to the design and delivery of sustainable communities. Neighbourhood management (NM) is a process that brings the local community and local agencies together, at neighbourhood level, to tackle local problems and improve local services. This report considers what lessons can be learnt from the NM model for Wales, in terms of the development of outcome-based approaches to public service management and the future of neighbourhood-based initiatives such as the revamped Communities First programme.

The neighbourhood is a scale at which communities can interact with service providers, and service providers can respond in a more effective and accountable fashion. Why? Because the ‘neighbourhood’ is ‘where people live’ and where they consume many public services. Some form of governance at neighbourhood level provides an infrastructure that enables communities to influence service provision (and ‘bend the spend’ more effectively). Developing a community infrastructure has to be coupled with development of joint ways of working at different scales.

This report also gives us an assessment framework for neighbourhood working. The framework helps show how public service outcomes can be improved by connecting residents to their services at neighbourhood level. The research recommends that Welsh Government develops guidance on public service performance frameworks for local authorities and their LSB partners. To work, such a framework needs to be coupled with some form of neighbourhood governance (to enable communities of place to influence service provision) as well as a neighbourhood sensibility (in terms of how and what data are gathered to assess outcomes) to drive the processes of change.

The new Communities First programme will stand or fall on its capacity to nurture the energies and talents of our local communities. Dynamic communities need organisational capacity not just to articulate their views and values to external service providers, but also to potentially *provide* the services themselves. In other words, to engage in self-provisioning through social enterprises, the ultimate expression of community-based values.

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## **1. Research Background**

### **1.1 Research Aim**

The aim of this Welsh Government New Ideas Social Research Fund project is: *to develop and test a framework for use in assessing the scope for the neighbourhood management approach to better connect disadvantaged communities with local service delivery.*

### **1.2 Research Context**

‘Neighbourhood management’ (NM) is a process which brings the local community and local agencies together, at neighbourhood level, to tackle local problems and improve local services. Policy and academic communities have recognised the potential value of the NM approach in enabling better service co-ordination, greater service responsiveness to residents’ needs and priorities, and in assisting communities to take increased responsibility for their own well-being. The approach thus has the potential to significantly contribute to the Welsh Government’s (WG) policy areas regarding communities and public service performance and to build on the achievements of Communities First.

But there is a significant need for a robust, evidence-based assessment framework to assist policy development regarding the potential value of the NM approach in Wales and to inform decisions about its adoption. NM is a ‘way of working’, not a time-limited initiative linked to a funding regime. The approach’s costs involve core revenue funding. Key in deciding whether to pursue NM is the ability to assess the value-for-money that such additional spend can secure for service provider partners in securing better quality of life outcomes as identified with the engagement of the target communities. The need to consider this is heightened by a context of huge pressures on public spending. This research thus seeks to develop a framework that will attempt to capture the range of ways in which NM can contribute to securing better quality-of-life outcomes. The research is also of relevance to wider debates about regeneration, citizen empowerment, and service improvement.

### **1.3 Research Stages**

The first stage of the research resulted in an interim report (January 2011) which addressed the following two research questions:

- (i) What constitutes neighbourhood management?
- (ii) How should we assess the potential costs and benefits of the neighbourhood management approach?

The second stage of the research has resulted in this final report (July 2011). This involved selection of a case study local authority area (Torfaen) to enable an in-depth analysis of NM’s potential impact, which would be of relevance to other local authorities, their LSB partners and WG policies. This culminates by addressing the third research question which was posed in the initial bid:

- (iii) How can the Welsh Government assist?

## 1.4 This Report

This report presents all the research findings, namely:

### *Overview of Neighbourhood Working and Neighbourhood Management*

An initial desk-based research phase, comprising:

- a review of existing research and policy arrangements for neighbourhood management
- identification of the key elements of neighbourhood management.
- an overview of neighbourhood working in Wales.

### *Development of an initial assessment framework*

Given the role of NM in facilitating change in service provision through developing connections with communities, key is the need for an approach that can capture the full range of ways in which NM can provide added value in securing better quality-of-life outcomes. This framework was subsequently tested during the research's case study stage.

### *Detailed Case Study Investigation*

The aims of the case study were to analyse Torfaen and 'elite' WG respondents' views regarding NM and to test the assessment framework. This results in a set of findings and recommendations, for Torfaen and more generally, culminating in a set of research outputs, namely:

- Extended knowledge of what neighbourhood management constitutes
- An assessment framework for NM/ other forms of neighbourhood working
- Recommendations to the Welsh Government on positive, supporting action.

### *Acknowledgements*

Many thanks are due to all those who gave their valuable time to participate in the research. Thanks also to the study advisory team at WG - Sian Jones and Michael Curties - for their guidance and support throughout the process; and to Matthew Leismeier at CPlan for his assistance in report production.

## **2. Overview of Neighbourhood Working and Neighbourhood Management**

The need for clarity about approaches and to extend knowledge of what NM constitutes led to an initial desk-based research phase. As agreed at the research inception meeting, this was augmented by a brief desk-based survey of neighbourhood working in Wales on a local authority basis, in order to ameliorate confusion regarding NM versus broader neighbourhood ways of working and to help establish the potential for developing explicit NM approaches in Wales.

### **2.1 Existing research and policy arrangements**

#### **Policy Context**

The last 15 years have seen an increasing role for communities in renewing neighbourhoods and improving local services. In England, a focus on working at the neighbourhood level has been heightened with the recent publication of the Decentralisation and Localism Bill. In Wales, relevant mechanisms have included the creation of Crime and Community Safety Partnerships, Local Service Boards and Communities First Partnerships, all of which seek to link communities (of place, or neighbourhoods) with their service providers.

Within the broad suite of ‘neighbourhood policies’, four objectives or rationales can be identified (Benington et al, 2006), these being to:

- develop social capital and social cohesion
- tackle disadvantage and neighbourhood renewal
- deepen representation and participative democracy
- improve the responsiveness, accountability and value-for-money of public services to frontline users and to local communities.

Each of these rationales is encapsulated in a fourfold typology of forms of neighbourhood governance developed by Lowndes and Sullivan (2008), though these are not mutually exclusive:

- neighbourhood empowerment of citizens and communities
- neighbourhood partnership to take a holistic approach to an area
- neighbourhood government through new forms of representation and participation
- neighbourhood management in terms of more effective local service delivery.

The fourth type, neighbourhood management, is the focus of this research. NM stresses the importance of re-ordering and combining local services in accordance with an agreed strategy to meet the needs of a particular (sub-local authority) area. It ‘empowers front-line managers, enabling them to respond to citizens’ needs and so improve allocative efficiency by ‘joining-up’ separate services, developing new services and even abolishing outmoded modes of delivery’ (Lowndes and Sullivan 2008: 66). Such local or neighbourhood strategies often stress consumer choice and a greater emphasis on prevention and reducing higher levels of expenditure at a later date (for example through crime prevention, reducing drug dependency and teenage pregnancy, healthy living and measures to increase access to employment). Effective management approaches tend to be linked to having a committed, inter-disciplinary staff team based in the area. Residents in turn are not seen as “the clamorous public” but as experts whose knowledge and experience can make an important contribution

to policy and practice (Newman et al., 2004)<sup>1</sup>. The approach links well with the greater emphasis for deprived neighbourhoods in particular on the quality and appropriateness of public sector provision through ‘bending’ mainstream spending programmes.

In England, the NM process was identified by the Social Exclusion Unit’s Policy Action Team 4 (2000) as a tool to “enable deprived communities and local services to improve local outcomes, by improving and joining up local services, and making them more responsive to local needs”. This resulted in the establishment of the NM Pathfinder programme. The programme was intended to test the potential role of NM in promoting neighbourhood renewal and in ‘narrowing the gap’ between deprived and other neighbourhoods. The programme saw NM as “a way of encouraging stakeholders to work with service providers to help improve the quality of services delivered in deprived neighbourhoods”.

As of 2008, NM was being used in at least 27% of unitary or district level authorities in England (SQW for DCLG, 2008b). While the approach's spread was catalysed by central government special funds (such as the Pathfinder programme), the policy intent was to encourage the adoption of NM as an embedded process in which the relationships between communities and their service providers were fundamentally changed.

### **Defining Neighbourhood Management**

‘Neighbourhood management’ (NM) is broadly defined as a process which brings the local community and local agencies together, at neighbourhood level, to tackle local problems and improve local services. It seeks to facilitate changes in service provision that tangibly increase quality-of-life.

Overall, the pressures towards ‘localism’ and service modernisation have led many local authorities to introduce some kind of devolved structure (both political and managerial) for the design and delivery of services. Such ‘neighbourhood working’ may incorporate many of the features associated with NM. However, the term ‘neighbourhood management’ has become more generally and sometimes sloppily used. Local authority forms of ‘area working’ do not equate with NM, often tending to involve local authorities ‘reaching down’ to neighbourhoods at a larger scale, often comprising clusters of wards, to gauge resident priorities regarding service provision.

For the purposes of this research, it is important to ascertain the key elements that constitute NM so that it can be differentiated from broader neighbourhood ways of working. The different forms NM can take are then considered, before examining forms of neighbourhood working in Wales and the elements of the NM approach that these reflect. This exercise informed identification of variables for the assessment framework.

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<sup>1</sup> This links to recent debates about ‘co-production’ (Boyle and Harris, 2009), whereby service improvement is linked to equalising relationships between service providers and consumers.

## **2.2 The key elements of neighbourhood management**

The two defining and related characteristics of the NM process are community engagement and influencing services. However, approaches that have these features may not necessarily constitute 'neighbourhood management'. The core elements of the NM approach are that such initiatives:

- operate at neighbourhood level
- have involvement from several service providers (ie. not just the council or housing provider)
- have at least some community involvement; and
- have a dedicated manager, co-ordinator or team.

The most useful source to further refine these elements is '*A Rough Guide to Neighbourhood Management*' (SQW for DCLG, 2006: pp8-17). The seven key factors specified are set out in Table 1. These elements and the way they are put into practice can be regarded as success factors for the NM approach. Further detail on what tends to happen in practice in terms not only of the NM Pathfinder programme but other approaches is detailed in the second column. This derives from the final evaluation of the Pathfinder programme, and the '*Beyond the Pathfinders*' report which draws from survey data of local authorities (both SQW for DCLG, 2008a and 2008b respectively).



**Table 1: Key Elements of NM**

<b>Key Element</b>	<b>In (Best) Practice...</b>
1. A clearly defined target neighbourhood	The majority of NM initiatives cover areas of up to 15,000 population (the average for the NM Pathfinder programme was 10,500). Often ward-based.
2. Resident involvement and support for residents to get involved	Community involvement in partnership decision-making processes, supported by dedicated community development workers with the responsibility of involving a wider range and greater number of residents and building the capacity of those already involved. NM also should give residents the skills and knowledge to engage with strategic agendas (such as the Local Service Board).
3. A dynamic neighbourhood manager with 'clout'	A dedicated, full-time neighbourhood manager based in the neighbourhood and with a support team, enabled by core funding. Has the authority to take an overview of service delivery, to co-ordinate various activities, and to negotiate for change at both local and strategic levels.
4. A local partnership to provide strategic direction	A multi-sector local partnership including local community representation. Partnerships tend to be unincorporated with the local authority acting as 'accountable body' (employing staff and providing financial and legal systems). But some rely on third sector bodies such as a local housing association or community development trust to provide these functions.
5. Support and commitment from the local authority and Local Strategic Partnership (LSP)	This includes a clear relationship between the neighbourhood-level and wider area strategies. NM needs to be linked 'upwards and outwards' into the broader political agenda.
6. Quality information	Including tracked baseline data on neighbourhood conditions; evidence of residents' needs and priorities and local service performance; monitoring data on interventions; plus resident satisfaction surveys – all to review progress and inform future working.
7. Commitment of service providers	To focus resources on the neighbourhood; but also to make fundamental changes to engage with residents effectively and put in place the processes that make services responsive to residents' priorities and needs. Partners who have become particularly engaged in NM are the local authority, the police, health, and housing associations, as well as employment and training services.

These elements of NM are echoed in the PAT 4 (SEU, 2000) report on neighbourhood management. However, the report's 'five principles' are more tightly specified, as befits its role in initiating the more prescribed NM Pathfinder programme. For example, the report stipulates 'the tools to get things done' as an essential ingredient.

The 'toolkit' suggested includes agreements with service providers, devolved service delivery and purchasing, and special resources for enabling and cross-cutting activities (SEU, 2000: 8).

Despite being able to clearly set out the key elements of NM, a crucial underpinning of the approach is that 'one size does not fit all'. NM needs to be tailored, in light of for example levels of deprivation, the nature and intensity of needs, and the institutional infrastructure already present at neighbourhood level. "Strong NM working takes into account the political, strategic and local context" (SQW, 2006: 8). This scope for variance given varying contexts is reflected in the range of forms of NM currently in operation. Comprehensive, reliable information about the extent of and form and function taken by NM initiatives is lacking. That considered here draws from English research, particularly the 'Beyond the Pathfinders' report prepared by SQW for the DCLG (2008b), as well as limited further scoping drawing from desk-based research into secondary sources.

A survey of 135 local authorities found that NM initiatives were operating in at least 27% of England's unitary or district level authorities, covering 4.2 million people, 8% of England's population, across nearly 500 neighbourhoods (SQW, 2008b). This survey will have underestimated NM activity as the sample was biased towards local authority-led (and funded through the provision of special funding by central government) NM, rather than approaches led by the third sector, or those that are mainstream-funded. But it does illustrate the wide adoption of NM approaches outwith the Pathfinder programme. It also assists in identifying key commonalities and areas of variance in NM practice:

### **Commonalities**

- Overall the NM approach and its basic organisational structure is largely the same (as set out in Table 1 above)
- It is primarily targeted on deprived neighbourhoods
- It has a clear focus on influencing mainstream public services to make them more responsive to local needs, rather than directly delivering services
- Initial NM activity tends to focus on 'crime and grime' ('grime' being environmental and streetscape issues) and may then move on to address other issues (for example, health, housing and employment and training) and to extend partnerships with statutory service providers once the approach has become established.

### **Differences**

But there is variance in NM reflecting differing contexts such as local authority type, the target areas' issues and needs, the scale of the approach, its funding, and its governance. These are explored below.

**Type of Local Authority:** While NM has most obviously been used as an approach by unitary authorities in urban areas, which can be said to lend themselves particularly to it given population densities and the relative proximity of service providers, there are rural examples. One is Fenland District Council in Cambridgeshire, which operates an area-wide NM system, with five NM Boards (one for rural communities and four for the area's market towns). The Boards comprise elected county and

district members, district council officers, and county, police and RSL officers. Parish councillors are members of the Rural NM Board.

**Scale of NM Approach:** While the principles of the NM approach could improve service delivery in all types of neighbourhoods, local authorities that have pursued NM have struck a balance between treating neighbourhoods equally in process terms, and treating their different needs equally (or what can be termed ‘equity of provision’ versus ‘equity of outcome’). Thus the scale of the NM approach can take the form of:

- a local authority-wide approach, aiming to improve services and to improve the responsiveness of services to local people
- a sole concentration on deprived neighbourhoods, where NM is seen as a tool not only for improved services but for neighbourhood renewal with the aim of ‘narrowing the gap’ between deprived and more affluent neighbourhoods
- an amalgam of the two, such as a local authority-wide approach with a particular focus on deprived areas via a more intense form of NM; or some form of local authority-wide area working combined with explicit NM in deprived areas.

An example of a blended approach is provided by activities in the City of Bristol. The local authority has introduced a city-wide system of 14 ‘neighbourhood partnerships’, each covering two or three city wards. While working at this scale does not constitute NM but broader ‘area working’, what is noteworthy is how existing NM initiatives (deriving from previous area-based regeneration initiatives) are being linked to these broader structures. The partnership bodies responsible for NM delivery in deprived areas are working with the Council to roll out broader neighbourhood working while maintaining enhanced provision in areas of greater need.

Approaches focused on deprived areas work in areas ranging in population from about 4,000 to up to about 20,000 people, with the most typical size being about 10,000 people (often single ward-based). Local authority-wide approaches generally work with larger geographical areas, from 10,000 up to 45,000 people, which tend to comprise multiple wards (ODPM, 2006). However, these are ‘areas’, not ‘neighbourhoods’ and activities at such a scale cannot be regarded as NM per se. Practice suggests that the population threshold beyond which the nature of the approach given the community engagement required alters significantly is about 15,000 people. This is where NM becomes area working. However, as explained above, some approaches combine working at both larger ‘area’ and smaller (deprived) ‘neighbourhood’ scales.

**Range of mainstream services engaged:** The range of mainstream service providers engaged varies, in part due to differing priorities. The local authority is always key, with the Police as the most common of other partner agencies, closely co-operating with most NM approaches in operation.

**Funding source:** In England, central government time-limited special funds for the Pathfinder programme were intended to act as a catalyst for the spread of the NM approach. The policy intent was that through such initiatives the relationships between communities and their service providers were fundamentally – and permanently – changed. Thus the policies sought to encourage neighbourhood management not as a time-limited initiative but as an embedded process or ‘way of

doing things' within the mainstream. This harks to previous previous policy emphasis on 'bending the spend'.

From the outset it was recognised that the approach required some form of ongoing revenue funding for the dedicated officer teams (plus the facilitation and support for community engagement) seen as essential ingredients of the process. It was stated that 'where neighbourhood management is implemented, it should receive core funding in the form of long-term revenue funding' (SEU, 2000: 10). Despite this, as is a common affliction of time-constrained area-based initiatives, 'there is an open question as to whether these initiatives will continue to be funded, and if so, how' (SQW, 2008a: 75).

The logic is that the benefits of the approach are such (in terms of 'joining up' at the 'frontline') that the additional cost is justified to the statutory service provider partners, and thus the approach is 'mainstreamed'. The extent of the adoption of NM does illustrate its acceptance as an approach, but this was pump-primed by the provision of special funds. But, particularly in a period of deficit reduction, are local authority and other statutory partners willing to support the approach in terms of core revenue funding for neighbourhood staff (whether new posts and/ or secondees from partner agencies)?

**Governance of NM:** Governance encapsulates the NM staff team, the broader partnership which links the neighbourhood and its residents with service providers, and the lead agency, or management ('accountable') body for the NM staff team.

The Pathfinders' final evaluation (SQW, 2008a) identifies a basic model for the operation and governance of NM, which echoes the key elements and best practice identified in Table 1, but provides more detail. This model comprises:

- A small professional team led by a Neighbourhood Manager, usually including community outreach, policy and administrative officers, all based in an accessible office within the target area.
- Team members usually employed by, and financial and legal matters dealt with, via an accountable body (in most cases the local authority).
- A multi-sector partnership, including public, private and third (voluntary and community) sector representatives, dedicated to the target area and to whom the Neighbourhood Manager is accountable. This is led by a board, but the partnership usually has a range of thematic working groups and forums involving a wider range of local stakeholders. The partnership is a voluntary association, not a legal entity. Ward councillors are often members of the partnership.
- Development of a programme set out in an annual delivery plan agreed by the partnership board. The plan sets out the partnership's aims and priorities and the range of activities it intends to pursue, usually including a mix of community development activities, work to influence local service providers and perhaps some direct project delivery.

One of the key elements defined for NM is a dedicated staff (comprising of at least a Neighbourhood Manager, ideally with a staff team) which is based in the neighbourhood. Staff can be directly employed (by the accountable body) as managers/ team members, or may be seconded from partner agencies. Agencies may

also co-locate staff with the neighbourhood team in the neighbourhood office to enable more ‘joined up’ service delivery.

The presence of a dedicated staff, along with the size of target areas, is likely to be the most contentious factor regarding whether neighbourhood or area working can be termed NM. For example, Cardiff has ‘NM Teams’, but these are groups of officers assigned to a geographical area, but not based there. Another example is in Nottingham, which has what it terms a ‘virtual’ rather than neighbourhood-based NM professional team. The extent to which flexibility is granted on this characteristic should be determined by both the presence of the other elements of NM, such as an appropriate neighbourhood size and broader partnership arrangements. It should also be determined in light of the officer teams’ extent of focus on the area, even if not based there. Are they solely responsible for that area or is their assignment to it additional to their main role? Such issues help determine whether a team is focused sufficiently (even if ‘virtual’ rather than neighbourhood-based) so that the approach can be regarded as NM, or if efforts are a less concentrated form of neighbourhood or area working.

**Lead Agency of NM:** Local authorities tend to be the lead agency of NM (as was the case for 29 out of 35 Pathfinder initiatives). However, the third sector has an important role to play in NM governance, not only as a partner as reflected in the constitution of NM partnership boards, but also as a ‘delivery agent’ or even lead agency or instigator of the NM approach. The lead agency role can and has been performed by housing associations (particularly given the links between housing and estate management approaches and NM); by bodies created to lead area-based regeneration initiatives; and by community development trusts.

Such variance in terms of NM’s lead agency makes sense as different bodies are best placed to perform this role in different areas. The key requirement is the body’s ability to do business both with local strategic partners *and* with the local community. The value of an organisation already active within the neighbourhood and thus with the credibility and networks with strategic partners and residents to perform the role is recognised. Therefore it is important to stress that while NM initiatives tend to be local authority-led, and that local authority support is vital in all cases, third sector bodies can and do lead NM. This obviously relates to the presence and capacity of third sector organisations at neighbourhood level. Just as NM acts as an intermediary between services and residents, third sector bodies, themselves intermediaries used to joint working with residents and statutory partners, are extremely well-positioned to facilitate NM.

### **The Future of NM**

As NM is a process it can be perceived as a way of enabling continuance of neighbourhood targeting in the absence of initiative funding. This in part has made it attractive for inclusion in the ‘forward strategies’ of area-based initiatives which initially arose as a result of previous time-limited funding regimes (such as the New Deal for Communities initiative). There is significant scope for knowledge transfer to Wales about NM. For example, would it be a useful approach for Communities First partnerships to consider, enabling the sustenance of neighbourhood-based efforts, capitalising on the capacity that has been built by the partnerships and the community engagement that has been engendered? But a lack of understanding of the ongoing

revenue implications of 'proper' NM (such as the need for neighbourhood-based staff) is apparent. NM costs in terms of securing additional resource for the deprived areas in which it is used. Are these additional costs justified in terms of the benefits it secures?

Most recently, greater policy emphasis on the 'self-management and responsabilisation' of communities (Cochrane, 2007: 52), paired with the need for deficit reduction, has culminated in the notion of the 'Big Society' in English policy (linked to the 'neighbourhood empowerment' form of governance). In part, this agenda seeks the transfer of responsibilities for services to local communities and intermediate third sector agencies. Its promotion of social enterprise models contrasts with NM's primary approach of seeking to influence other service providers, rather than to engage in direct service provision. What is the scope for existing or new neighbourhood-based bodies to adapt or be created in light of these changes, for example by developing social enterprise models for direct service delivery contracted by local government and other agencies? This also has implications for Wales.

### **2.3 An Overview Of Neighbourhood Working In Wales**

Consideration of the neighbourhood as a scale for intervention and action nests within other levels of governance operating at different scales within Wales, including:

- Neighbourhood or sub-local authority governance structures (such as Cardiff's six 'neighbourhood' areas; Communities First partnerships and community councils<sup>2</sup>)
- Local authority area structures, particularly Local Service Boards and Community Safety Partnerships
- Regional governance structures, such as the seven Local Health Boards (and the emerging development of local government regional working arrangements), as well as the four Welsh Police Forces
- The Welsh Government.

#### **Review of Relevant Policies**

The Welsh Government's One Wales agenda seeks to improve the quality of life for all, especially the most vulnerable and disadvantaged, in part through the regeneration of communities and the enhancement of citizenship and community cohesion<sup>3</sup>. Its vision is of "a fair and just Wales, in which all citizens are empowered to determine their own lives and to shape the communities in which they live".

NM acts as a conduit between deprived communities and their service providers, engaging citizens in shaping their services. It thus has potential in terms of the following policy areas:

- *Communities*: area regeneration; Communities First
- *Local Government*: democracy and partnerships
- *Public services and performance*: efficiency and innovation in public services; partnerships and collaborative working; performance measurement and management; citizen engagement; outcomes-based approaches to public service delivery.

In terms of Communities First, research has previously documented the challenge for the partnerships to gain service provider responsiveness in terms of reshaping services or changing resource allocation at a local level (Adamson and Bromiley, 2008; WAO, 2009). While this may have in part been ameliorated by the creation of the Outcomes Fund, the NM approach is also of great potential relevance here.

NM also has potential when considered from the perspectives of statutory service providers. For example:

**Police:** NM is a natural adjunct to the neighbourhood policing model pursued in (England and) Wales. The 'integrated service delivery' model followed the Flanagan Review of Policing (2008) which identified the need for neighbourhood policing to be more closely integrated with NM approaches. The 'Safe and Confident Neighbourhoods' strategy (2010) included support to enable communities to negotiate

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<sup>2</sup> In Wales, community councils, as the most local form of elected body, provide a potentially good institutional infrastructure for neighbourhood working, with scope for service delivery as well as service influencing. Their range of powers relates to their budgets (precept raised through the Council Tax System). Some larger Town Councils are responsible for such things as street furniture, with relevance to NM approaches.

<sup>3</sup> WG (2007) *One Wales: A progressive agenda for the government of Wales*

and sign neighbourhood agreements on how their local services, not just policing, will keep their neighbourhood safe in twelve pathfinder areas (including Flintshire).

The NM approach is of particular potential value to PACTs. For example, in one case previously reviewed by the researcher (Pill and Bailey, 2010), the Neighbourhood Manager chaired the equivalent meeting, ensuring that community intelligence and priorities were fed to service providers, while providing assurance to service providers (the neighbourhood policing team, environmental services, housing providers) that these were representative community comments. This demonstrates the notion of the neighbourhood management structure as a credible intermediary between the community and service providers.

**Environmental Services:** Given that issues of ‘crime and grime’ are especially pertinent at the neighbourhood level, local authority environmental services as well as policing are key to the NM approach, and some Councils have reorganised to group services on a neighbourhood basis (see below).

**Health:** The benefits of neighbourhood level engagement for health are increasingly being realised. All Local Health Boards are in the process of developing ‘locality working’ by identifying ‘locality clusters’ of GPs/ community networks. The Welsh Government’s Primary and Community Care Strategy includes the establishment of ‘Community Resource Teams’. These bring together primary, community and hospital services to support patients and their families to remain at home. The scope of NM to add value to efforts to improve health and well-being will be explored with respondents.

### **Current Neighbourhood Working**

A brief desk-based survey of ‘neighbourhood working’ was conducted. The survey included forms of citizen consultation used to inform service delivery on a specific service or geographic basis as well as more holistic neighbourhood-focused efforts.

This review could not be comprehensive as it was reliant on the ease and logic of the search facilities on local authority and other statutory service provider websites. But it does reinforce the prevalence of neighbourhood forms of working in Wales and thus the potential of explicit NM approaches.

In addition to the Communities First programme, the common thread throughout Wales was a focus on the neighbourhood as a scale for working in terms of crime and community safety, as expressed in terms of Neighbourhood Watch, Neighbourhood Policing, and the associated PACT meetings held at neighbourhood (ward) level to enable communities to highlight concerns and identify priorities for their Neighbourhood Policing Teams and other partners.

Other examples were less prevalent, but included:

- Neighbourhood wardens – eg. the Flintshire Neighbourhood Warden Scheme, “to promote community safety and achieve wider engagement between the Council, its partners and local communities”, and Newport’s Community Safety Wardens.



- Neighbourhood officers – for Council/ social housing stock, dealing with issues such as anti-social behaviour (eg. as part of Swansea’s Neighbourhood Support Unit for Council tenants).
- Area forums – officer and/ or member attended events where local residents can ask questions about local services and raise local issues. These were either conducted as a regular programme (eg. Newport’s Neighbourhood Committees for each of its wards convened three times a year, and Carmarthenshire’s Community Networks, which also involve other service provider partners) or were more ad hoc (eg. Denbighshire’s Community Forums).
- Other forms of authority-wide consultation:
  - Citizens’ Panels - a representative group of residents who have agreed to offer their views and opinions on services delivered by the Council and other partners via surveys and occasional other activities such as focus groups (eg. Cardiff, Ceredigion, Pembrokeshire).
  - Tenants’ Groups (area-based) and Panels (authority-wide) – for Council tenants (eg. Pembrokeshire, Carmarthenshire tenant networks).
  - Problem reporting systems – online, dedicated phone numbers for streetscape and environmental services concerns (eg. Wrexham, Caerphilly).

There was also cross-over with other policies, such as:

- Housing Renewal Areas, which, though focused on housing physical improvements, also include ‘joined up’ approaches to tackle social and environmental issues and seek community input into management and implementation (eg. Flintshire, Ceredigion, Bridgend and the Vale of Glamorgan).
- Regeneration Strategies with action plans for targeted sub-local areas (eg. Gwynedd, with area plans for eight targeted areas, and Cardiff’s Neighbourhood Improvement Programme, with Local Action Plans for eleven priority regeneration areas – below).

Some Councils have reorganised the way they provide services, moving from service ‘silos’ to a more ‘joined up’ model:

- eg. Swansea’s Neighbourhood Environment Action Team (NEAT), and Torfaen’s Neighbourhood Services
- Caerphilly’s StreetPride scheme (which is also seeking volunteer ‘StreetPride Champions’ amongst residents)
- Cardiff’s ‘Neighbourhood Management’ model, a city-wide approach with six neighbourhood teams (below).

The links between NM approaches and community safety are evident, with what is termed ‘neighbourhood management’ in both Cardiff and Bridgend stemming from the work of their respective Community Safety Partnerships. However, the way in which the term is used does indicate a lack of clarity regarding the key elements of the NM process as set out above.

### *'Neighbourhood Management' in Cardiff*

Cardiff provides the most prominent example of the adoption of NM in Wales. In 2008, the 'Neighbourhood Management' system was established 'to provide the city with a network of agencies and communities who could look at specific identified issues affecting quality-of-life and develop a 'joined up' approach'. This 'multi-agency neighbourhood management model' is seen as a method of ensuring authority-wide compliance for the Council's community safety responsibilities, and as a delivery mechanism for co-ordinated multi-agency responses to community concerns.

The city has been divided into six 'Neighbourhood Management areas' with associated Neighbourhood Teams (and a 'Neighbourhood Officer' or warden for each based in the area). Representatives include senior police officers and PCSOs, senior council officers and managers, and the Chief Fire Officer. The teams meet regularly at community locations and discuss issues of concern for the area as well as PACT and Communities First priorities. The representatives on the team 'will use their own organisational networks to find possible solutions to the problem' and the Neighbourhood Team will agree on the best course of action.

In addition, the Council's Neighbourhood Improvement Programme identifies eleven disadvantaged regeneration priority areas. It is planned that the Council, local members, the community and key stakeholders will work together to develop Local Action Plans for these areas, which will be delivered through partnership working. The approach is holistic, with priorities of improving housing, increasing economic activity and learning provision, reducing crime and the fear of crime, improving community health and well-being, and providing accessible facilities and services.

While containing elements of the NM approach, the Cardiff model is not NM as such for several reasons. These include the fact that the 'neighbourhood' areas, at 3-8 wards, contain populations much larger (with the smallest at over 30,000 residents) than that identified as the best scale (of up to 15,000 residents) at which to use the NM approach. Secondly, the neighbourhood teams are 'virtual' as they are not based in the area with the exception of the officer, and the 'Neighbourhood Managers' are operational managers not solely dedicated to the area. Finally, there is a lack of an explicit neighbourhood-based formal governance structure with community as well as other partner representation, and a lack of a dedicated neighbourhood action plan.

However, this city-wide form of neighbourhood working, combined with the Neighbourhood Improvement Programme, can be regarded as containing many of the key elements of an NM approach. In particular, the fact that the Neighbourhood Improvement Programme identifies those neighbourhoods in greatest need and focuses the delivery of improvements on these priority areas, contains the essence of the NM approach. It is also a pragmatic approach given the need for fiscal prudence.

### **3. Development of an initial assessment framework**

As explored in the previous section, while an appreciation of the importance of the neighbourhood level as a scale for community engagement in service provision is widely held, and various forms of neighbourhood or area working have become widespread, the specific NM approach is not widely-pursued standard practice. The context of huge pressures on public spending highlights the need to be able to assess the potential impact and added value of the NM approach, to enable a more informed debate about its potential adoption.

This section draws on evaluation methodologies to develop a draft framework to assess the potential impact and value-for-money of the NM approach. The preceding section's identification of NM's key elements informs development of the variables for the assessment framework. It is intended that the framework be used to inform decisions about whether the NM approach should be adopted. The framework could also be used to evaluate the effectiveness of the NM approach should it be adopted. The framework was tested in the field in the subsequent stage of the research.

#### **Methodology for Assessing NM's Value-for-Money (VFM)**

Thinking in terms of cost-benefit, it is fairly straightforward to assess the costs of an NM approach. The principal cause of variance in unit costs is the size of the area covered (assuming a neighbourhood manager and staff team are based in the neighbourhood as specified as a key element of the NM approach). In 2006, the running costs (teams and overheads but excluding any special project funds) per head of local population for approaches targeted at deprived areas (including the Pathfinders), were found to be around £19-27 per head per year, with the most typical cost being about £23 per head (ODPM, 2006). For local authority-wide approaches, the unit costs were estimated at £2-5 per head per year.

But how to consider the benefits of NM? The most typical benefits cited are:

- the stronger co-ordination of services
- the brokering of resolutions to specific local issues<sup>4</sup>
- community development and capacity building.

But how can these be captured and assessed in terms of value-for-money? The key challenge in developing an appropriate assessment framework is that it is widely accepted (eg. SEU, 2000; Johnstone, 2008) that NM is characterised by benefits that tend to not be directly attributable to it. This is due to NM's emphasis on *influencing* services in line with residents' needs and priorities rather than engaging in direct service delivery. Existing evidence on the 'cost-benefit balance' of NM thus remains relatively limited and tends to be more qualitative than quantitative, especially with regard to benefits.

Thus there is a need for a methodological approach which has been formulated specifically for NM approaches and - importantly - is tailored to take into account the nature of NM practice.

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<sup>4</sup> Research in the City of Westminster (Pill and Bailey, 2010) found that those engaged (residents, neighbourhood staff and statutory service partners) saw NM as about getting the detail right - making sometimes small changes in service provision that tangibly increased quality of life.

The basis of the methodology adopted derives from Johnstone (2008). This provides a useful methodological critique of how to assess NM value-for-money (VFM). The methodology's three core notions are explained below. In sum, these are that:

- NM's VFM derives from its effectiveness as well as efficiency
- NM's VFM derives from its contribution rather than attribution
- NM lacks service data and financial evidence.

**NM's VFM derives from its effectiveness as well as efficiency**

To assess VFM entails consideration of:

- **Economy:** minimising the **costs** of resources needed
- **Efficiency:** how well resources are used in generating outputs, in terms of quantity (eg. numbers benefiting) and quality (eg. user satisfaction).
- **Effectiveness:** this relates to the extent of success in:
  - achieving intended strategic outcomes (such as those set out in the Community Strategy prepared by the LSB)
  - in bringing about changes in organisations, institutions and people. This 'strategic added value' encapsulates NM's ability to target resources, engage partners, identify synergies and leverage additional resources. The key dimensions of this are summarised in Table 2.

**Table 2: Neighbourhood Management: Forms of Strategic Added Value**

<p><b>Strategic leadership and catalyst:</b></p> <ul style="list-style-type: none"> <li>• Making things happen that would not otherwise happen</li> <li>• Acting as a spur to local partners to give higher priority to improve neighbourhood services and outcomes</li> <li>• Stimulating innovation</li> <li>• Initiating research/ improving the evidence base on effective means of neighbourhood services and outcomes.</li> </ul> <p><b>Strategic influence:</b></p> <ul style="list-style-type: none"> <li>• Encouraging local partners to think differently about resource allocation and multi-agency working</li> <li>• Mainstreaming neighbourhood renewal and community engagement in partner organisation policies and practices.</li> </ul> <p><b>Leverage:</b></p> <ul style="list-style-type: none"> <li>• Leverage of resources for action to improve neighbourhood services and outcomes</li> <li>• Developing shared priorities with the local authority and partner agencies</li> <li>• Leverage of knowledge: sharing and developing knowledge in neighbourhood renewal and community engagement across partner organisations, including front line staff in agencies and the third sector.</li> </ul> <p><b>Engagement:</b></p> <ul style="list-style-type: none"> <li>• Ability to engage communities (neighbourhoods and communities of interest) in recognising the need for action and mobilising resident effort to make a difference.</li> </ul> <p><b>Synergy:</b></p> <ul style="list-style-type: none"> <li>• Helping partners manage resources at neighbourhood level in ways that generate value-for-money gains</li> <li>• Using neighbourhood level budgets as a means of making collaborative action happen</li> <li>• Enabling partner organisations achieve and exceed their own targets.</li> </ul>
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Source: Johnstone, 2008: 6

### **NM's VFM derives from its contribution rather than attribution**

Thinking in terms of 'contribution' rather than 'attribution' makes sense as the NM approach is predominantly characterised by its influencing and facilitation of the actions of other agencies, rather than its direct provision of projects or services. The 'contribution analysis' of evaluation methodology seeks to identify and document change, for example through tracking relevant indicators (such as via repeated household surveys). A key element of such analysis is "plausible association", ie. whether "a reasonable person, with knowledge of what has been delivered and the outcomes that have actually occurred, would agree that the intervention contributed to those outcomes" (Hendricks, 1996). Such an approach thus relies on qualitative research, such as semi-structured interviews with relevant stakeholders. While in the case of an evaluation such interviews can be conducted, thus constituting an evidence base about the *contribution* of NM to outcomes, in the course of this research it is intended that such interviews will assess the views of stakeholders as to the *potential* contribution of the NM approach.

### **NM lacks service data**

Service data and financial evidence are notoriously hard to come by, not least because data tend to be kept on the basis of a service or business unit, and not by neighbourhood. Often the onus is placed on the neighbourhood-based staff to 'justify' the existence of an NM approach. Emphasis is indeed needed at this level on the gathering of 'quality information', as recognised as one of the key elements of the NM approach (in Table 1).

But NM partners also have a significant role to play in providing the necessary evidence – not just to evaluate the approach, but as a crucial element of its operation. This is because NM works by identifying and prioritising the most important problems affecting the quality-of-life of residents, and working with the key service providers and other partners needed to bring about change in the area. Good quality service data drives the NM process (Tyler et al, 2008), as set out in Table 3:

**Table 3: Neighbourhood Management Process**

- |   |
|---|
| <ul style="list-style-type: none"><li>● Understanding local needs and priorities</li><li>● Engaging with service providers:<ul style="list-style-type: none"><li>○ Mapping the role of services in relation to local priorities</li><li>○ Assessing existing cost, level and quality of service delivery</li><li>○ Exploring potential for improved service delivery that will make a difference</li><li>○ Understanding key performance drivers influencing service providers</li><li>○ Negotiating the 'win-win': helping service providers to meet their objectives <i>and</i> meet neighbourhood priorities</li></ul></li><li>● Making the case for service improvements</li><li>● Improving local conditions and outcomes.</li></ul> |
|---|

The move from a 'service silo' to a 'joined up', more geographic sensibility, especially when targeting disadvantaged areas, generates the need for better information on service provision at neighbourhood level. Lack of emphasis on joint outcomes has been identified as a significant barrier to greater collaborative working at a local level (HMSO, 2009: 37) as benefits accrue to a wider set of organisations than the one which funds the intervention. Recognition of this led to the creation of the Outcomes Fund for Communities First, which provides matched funding for

projects that can demonstrate clear ‘bending’ through partnership and statutory agency joint working. In turn, keeping data on a neighbourhood basis would assist subsequent development of Total Place<sup>5</sup> style mapping of public investment, and indeed participatory budgeting involving mainstream services<sup>6</sup>. Service provider NM partners should seek to gather data regarding both costs and joint outcomes on a neighbourhood basis<sup>7</sup>.

At a broader level, the nature of NM practice implies a need to think differently about ‘efficiency’ in terms of the use of resources. The following elements in particular are key to developing the assessment framework as they encapsulate the added value of the NM approach:

- **Resource saving:** NM may save resources in the long-term given its preventative benefits (through its role for example in reducing crime or ill health).
- **Resource releasing:** NM may also release resources that would otherwise need to be allocated (through its role for example in providing a resident consultation infrastructure that does not need to be replicated by individual statutory bodies; or by it facilitating the ‘joining up’ of agencies).

### **Assessing the Potential Value of NM**

This methodological approach informed development of a draft framework (which was included in the interim report, January 2011). There were two elements to this. The first was the assessment framework itself (at appendix 1, following minor amendment in light of the case study research). On its own, the framework is more suited to an evaluation of an existing NM approach, during which the table could be populated. However, in the context of this research, focused on considering the potential value of adopting an NM approach, this table, populated with examples drawn from previous NM evaluations, acted as a prompt to stakeholders interviewed in the subsequent stage of the research. The intention was that it would frame data gathering during this case study stage by developing understanding of the way in which the NM approach can potentially add value. Thus, it was combined with a semi-structured interview guide (at appendix 2) tailored for different sets of stakeholders. Combined, these research tools enabled exploration of the potential value of the NM approach, drawing out ‘elite’, service provider and neighbourhood level respondents’ knowledge and opinions as well as heightening awareness of the NM approach.

Given the nature of NM practice, not all of the aspects of its potential added value lend themselves to ready quantification. However, these tools were intended to provide prompts to respondents to consider all aspects of the potential value of NM to their organisation. The tools were also intended to enable consideration of how the benefits to different stakeholders may vary. This research thus sought to develop a framework that could capture the range of ways in which NM can contribute to securing better quality-of-life outcomes.

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<sup>5</sup> The ‘Total Place’ initiative was launched in England in 2009 to investigate how a ‘whole area’ approach to public services can lead to better services at less cost. It is being tested in Wales.

<sup>6</sup> In England, the coalition government is piloting place-based or ‘community budgets’.

<sup>7</sup> This may also assist in providing evidence for the Wales Audit Office Local Government (Wales) Measure which has ‘citizen-focused’ assessment.

The importance of assessing the availability of information on service provision, use, need, satisfaction levels and impact/ outcomes in the primary data gathering stage was also recognised. It was intended that any information which was available would be used to further populate the assessment framework for discussion with stakeholders. The methodology was thus intended to be an iterative process, with previous interviews informing subsequent ones.

### **Assessment Framework**

In the assessment framework (appendix 1):

- The first column sets out the potential *contribution* of the neighbourhood management entity, with examples in terms of the activities organised, facilitated or funded. In the case of an evaluation, this could be presented by neighbourhood action plan theme (the example themes used here are: crime and community safety, environmental services, streetscape, housing, health and well-being, and training and employment).
- The second column posits the ‘resource saving’ or ‘resource releasing’ *efficiencies* which can result.
- The third column posits examples of the *effectiveness* of NM, in terms of its contribution to the outcomes sought (by LSB partners); and in terms of NM’s strategic added value (its influence on mainstream agencies, for example through changing ways services are provided or policy shifts, as explained in Table 2 above).
- The fourth and final column contains comments on the likely financial data/ evidence available. This highlights, as captured in the ‘quality data’ key element of NM (and explored in Table 3), the need for partner commitment to have an NM-appropriate approach to gathering and tracking data.

The framework is arranged by themes which correspond to the key services on which NM mechanisms tend to focus (and thus framed discussions with representatives of these services – ie. the police, local authority and health - at interview stage). It should be noted that concerted NM efforts often include other themes in their neighbourhood delivery plans, such as community cohesion, economic development, and children and young people.

The framework should be viewed as an initial attempt developed as a prompt to consider the potential contribution of the NM approach. Key is that instead of focusing on *output* data (which can be said to encourage an unhelpful programmatic view of NM), this research attempts to change how NM’s contribution is viewed to one more appropriate to its core ethos of reconnecting residents to influence their local services and improve *outcomes*.

#### **4. Case Study Investigation: Torfaen**

The second phase of the research involved selection of a case study local authority area to enable an in-depth analysis of NM's potential impact, which would be of relevance to other local authorities, their LSB partners and WG policies.

The aims of this phase were to:

- analyse respondents' views regarding the scope of NM to improve the quality of service delivery, gain better value-for-money, and improve relationships and understanding between the statutory sector and residents.
- test the initial framework and refine it in light of:
  - the extent of data available to populate the framework (highlighting further data needs); and
  - the views of potential NM stakeholders including statutory service deliverers and neighbourhood-based bodies.

#### **Case Study Selection**

Torfaen County Borough was selected following discussion with the study's advisory team at the interim research meeting. It was selected:

- In part because its character – part urban, part rural, Valleys communities – was felt to provide credible insights for stakeholders in other Welsh local authority areas.
- It also has a strong heritage of neighbourhood working, with four local authority run Communities First (CF) partnerships as well as two other major (non-CF) 'community regeneration partnerships' in operation.
- In addition, the Torfaen County Borough Council (TCBC) led work on a 'Public Service Framework' (PSF, discussed below), also recommended it as an insightful case study. This is due to the PSF constituting an emergent mode of working which could potentially enable communities of place to influence their service providers. Development of the PSF is being supported by WG's European Social Fund Local Service Board (ESF LSB) Project to support innovation in public service delivery.

#### **Research Approach**

The approach involved:

- data gathering from secondary sources, such as reports, evaluations, policy statements, strategies and plans; plus any existing service data
- primary source semi-structured interviews with key potential NM partners (interview guide at appendix 2). Respondents were selected from a structured sample to include LSB statutory service partners (for a 'top down' view of neighbourhood working), supplemented with ('bottom up') neighbourhood perspectives (from community partnerships). Respondents included (a full listing is at appendix 3):
  - local authority officers
  - other statutory service providers such as the Police and Local Health Board
  - existing neighbourhood-based partnerships (CF and non-CF).
  - In addition, some 'elite' interviews were conducted with WG officials regarding both the case study local authority area and broader policy issues.



## **Overview**

The first phase of this research established a (strict) definition of NM (section 2.2), important to understanding what the approach is (and what it is not). This second, case study, phase provided an opportunity to be less strict and consider how the model of NM applies in Wales and what can be learnt from it. More specifically:

- how can NM be factored into consideration of the future of the CF programme?
- what lessons does the NM model hold for public service performance?

As implied above, one of the challenges of the research lay in combining what transpired to be two different themes and their associated stakeholders, namely:

- those at or concerned with the neighbourhood level (the ‘bottom up’ respondents to this research), who were principally focused on the CF programme; and
- those at the more strategic level (the ‘top down’ respondents, drawn from Torfaen’s statutory partners and WG), who were principally focused on public service performance (either from their agency’s perspective or in terms of general policy).

The essence of this research is about how these two themes can be combined. To state this another way, the research is concerned with how to engender a neighbourhood sensibility in service delivery and ensure that citizens/ communities of place are influencing their services. In the course of the research, it became very clear that the project has the scope to become a much more extensive endeavour in light of Torfaen’s PSF framework. The brief for this research is concerned with NM, but the context in which the findings need to be presented is crucial to understanding how neighbourhood-level practices are framed by approaches being pursued at higher spatial scales, and in turn the value of the neighbourhood scale to achieving the outcomes sought by service deliverers.

The following sections set out:

- current neighbourhood working in Torfaen
- joining up via the PSF approach
- bringing the neighbourhood in
- Torfaen’s current and emergent neighbourhood-relevant approaches are then compared to the NM model as a way of framing the research’s key findings and the recommendations which result for Torfaen.

## **4.1 Neighbourhood Working**

### **Neighbourhood-Based Partnerships**

#### **Communities First**

There are four Communities First areas within TCBC: Trevethin; Penygarn and St Cadocs; Thornhill; and Blaenavon. As ‘Grant Recipient Body’ (GRB), the Council has responsibility for their performance, financial management and auditing (as per the ‘accountable body’ of English area-based initiatives). Support is provided by the Council’s Community Regeneration Service. The Partnerships have the typical three core staff of co-ordinator; development worker; and admin support. Good co-ordination is evident amongst the CF partnerships (for example, all bids to the Outcomes Fund have been cross-CF) and between the CF and non-CF community partnerships. This is brokered by TCBC’s Community Regeneration Manager, who

has been entrepreneurial in developing new approaches and project ideas (for example, with WG's ESF LSB Project team). Each of the CF Partnerships is in the process of establishing a separate social enterprise. Despite this, there were concerns about sustaining CF, recognised as "a failing of the CF programme in general, not of Torfaen". Those engaged directly with CF were frustrated, "CFs are beavering away doing great things... but not adding all the added value together and getting the message across... how can it be evidenced?" An attempt to do so – setting out funding secured by community regeneration 2009-11 – is at appendix 4. Other respondents commented that "CF has created its own silo".

### **Community Regeneration Partnerships**

The Council's Community Regeneration Service also supports (and employs the managers) of the Garnsychan Partnership (Abersychan ward) and the Co-Star Partnership (in Cwmbran). The Garnsychan Partnership is seen as the "flagship" model for the CF social enterprises. It is largely financially self-sustaining. Though the Council's support, not least in employing the manager, is crucial to this, it has developed a range of service delivery projects in partnership, for example with Torfaen's largest social housing organisations, and with JobCentre Plus. It also has an agreement to provide a veg box service TCBC-wide (about 9,000 boxes at present). The manager commented, "work in isolation you're doomed".

### **Neighbourhood Policing**

As is required, Gwent Police follow a neighbourhood policing model (with associated ward-based PACT structures, introduced in 2007). In Torfaen, policing is divided into two 'neighbourhood policing teams', in the north ('Pontypool') and south ('Cwmbran'). Each team comprises about 10 PCs and 10 PCSOs (or 1 PC and 1 PCSO per ward), with additional funding for PCSOs provided by TCBC.

In Torfaen the development of 'integrated service delivery' (joining neighbourhood policing with NM) is particularly advanced if 'roll out' occurs inspired by the 'exemplar site' of Thornhill (Cwmbran, also a CF area). This was one of twelve so designated for 'joint service delivery solutions' by the National Policing Improvement Agency (NPIA) and Local Government Improvement and Development for 2009-10. The key issues to be addressed in the area were anti-social behaviour (ASB) but the police respondent explained, "Thornhill is not an ASB approach but an NM approach". Problem areas were identified, using methods including the PACT meetings and street surveys. Partners - including social housing organisations, councillors, the Youth Offending Team, Education, the Youth Service, and the Probation Service - developed a varied range of approaches, including multi-partner, client-focused problem-solving meetings, and 'Youth PACT'. This resulted in reduced ASB levels. The emphasis then shifted, inspired by the 'broken windows' notion, to an environmental focus, engaging Keep Wales Tidy, PCSOs and volunteers (plus Thornhill Tenants and Residents' Association, social housing organisations and the Council, as well as community councillors) and making use of mechanisms such as 'environmental visual audits' and litter picks.

*"Although there is no neighbourhood manager in post, the partnership works effectively – especially in tackling youth anti-social behaviour through data sharing, diversion and a range of enforcement measures. The focus is very much on identifying and working with individuals to support them in developing themselves,*

*using enforcement opportunities where necessary. This has only been made possible thanks to phenomenal partnership working and a strong culture of intelligence sharing. Thornhill has seen great successes in resident involvement and satisfaction”.*  
<http://www.idea.gov.uk/idk/core/page.do?pageId=9566181>

Since the end of its exemplar site designation, work has continued and a year-on-year reduction in ASB has been maintained, demonstrating the approach’s continued impact. The police respondent regarded Thornhill CF as the ‘hub’ of the NM approach. Other respondents expressed concern about the ability of the approach to be sustained given uncertainty (at the time of the research interviews) regarding the CF programme, combined with the recent promotion of the police inspector who had developed the approach. This raised questions about the extent to which approaches can become embedded (or create strategic added value in terms of changing ways of working) or whether they depend on the commitment of individuals. The police inspector who led Thornhill’s NM efforts is now leading development of the ASB approach for Gwent Police, drawing on learnings from Thornhill (for example, by developing ‘tactical options’ – see appendix 5). This therefore has the potential to be an example of ‘rolling out’ the approach.

### **Neighbourhood Care Networks (NCNs)**

These are in the process of being established by the Local Health Board (LHB), Aneurin Bevan LHB. Such ‘locality working’ derives from the NHS Strategy “Setting the Direction” (WG, 2010) regarding primary and community services. Generally the Welsh model is envisaged as being a ‘Locality Care Network’ at local authority level. The Torfaen ‘Locality Director’ (explained below) stated that in Gwent, “we’ve taken it down a layer” to create ‘Neighbourhood Care Networks’ (NCNs). Two NCNs are planned for Torfaen, to be aligned with the two neighbourhood policing areas: “if I can align with something that’s already happening that makes sense.” The allocation of GP practices to these two areas has commenced. TCBC is in the process of realigning its children’s social care team according to these areas, though the likelihood is that there will be more than one team per NCN, and it is intended that adult services will also be realigned in this manner.

In terms of governance, the NCNs will be clinically-led, in line with WG strategy to place healthcare service delivery “in the hands of primary care practitioners”. Lead GPs are being appointed with management support from assigned LHB officers. In addition, NCN membership will comprise “operational members” such as nurses, therapists, and social workers, plus voluntary sector representation provided by the Torfaen Voluntary Alliance (TVA). The respondent commented that “the membership enables the reality check that I want... I’m all for primary care-led, but that doesn’t mean medically dominated.”

At the time of the research it was rather early in the NCN development process, “this year’s about getting them established, getting them thinking differently”, though the respondent thought it was important that bodies such as CF boards be briefed on NCNs’ role and remit. It was recognised that “there’s synergies there in terms of particular population groups, those ‘hard-to-reach’ groups, it should be easier to get right down to where you need to on a grassroots basis”. The respondent commented:

*“If we only use those NCNs to look at NHS priorities we’ve wasted an awful lot of energy and potential. We’ll start them off in the areas that they know about, but*

*for me it's much more about what else is happening in this neighbourhood and is there something different we can do... It's top down and bottom up. What is the government telling us we must do, what is the LHB telling us we should prioritise, what are the Council's corporate priorities. I've got to somehow manage those with what's emerging coming up from the ground, whether it's a CF area, through the NCNs."*

Amongst other respondents confusion and lack of information about this emergent approach was evident. 'Bottom up' respondents commented that they found the process to be "enclosed" and in general LHB engagement had been hard to gain since its restructure, with support to CF partnerships described as "patchy".

### **Bron Afon Community Teams and NM Service**

Bron Afon Community Housing Ltd (the community-based housing organisation which is the landlord for homes previously owned by TCBC) is restructuring its entire staff (of nearly 500) along a 'community teams' model:

*"These cross-departmental teams will be at the heart of community engagement, acquiring local knowledge and framing their service plans around this."*

Report to the Bron Afon Community Housing Board Meeting, 14<sup>th</sup> April 2011.

The approach is being rolled out alongside the organisation's capital investment programme and associated environmental works, recognised as providing an opportunity to engage communities and establish a community-based infrastructure. Each (of the 17) community teams will be headed by a Community Housing Officer (CHO), who will, with an assistant, comprise the 'core team'. Associated team members will be derived from other functions across the organisation. A 'community toolkit' (summary at appendix 6) has been developed to guide the community team approach. This includes development of a community profile, conducting a community survey, walkabouts, developing community forums and action planning. The intent is that ultimately CHOs will get a commissioning role with responsibility for devolved budgets, managed with input from the community forums.

Related to the development of community teams, Bron Afon has been piloting an 'NM' estate-based 'caretaking' service. This is seen as adding to its standard grounds and facilities services, given the degree to which the caretakers have engaged with residents and been pro-active in addressing their concerns. This 'NM Service Team' approach will be rolled out across the 17 community team areas. Each team is envisaged as comprising 1.5 staff, with an additional 0.5 person allocation from shared services (such as highways inspection, voids refurbishment and community safety) which make more sense to be delivered across rather than solely focused within community 'patches'.

Overall, the approach has much in common with the standard NM approach, both of which draw from estate management models. The CHO is essentially the Neighbourhood Manager. The two pilot teams (in Blaenavon and Pontnewynydd) have undertaken community surveys, including 'walkabouts', and events; followed up on the key issues identified; and delivered environmental and capital works projects. The pilot in Blaenavon has developed close working links with the area's CF partnership (for example, Bron Afon staff working out of the CF office), a principle included in the toolkit for the approach's roll out. In turn, the CF team described

Bron Afon as “a key stakeholder and very supportive”, for example assisting with the establishment of a local youth club.

Key principles which have been identified, and which have significant read across with the key elements of the model NM approach (Table 1), include:

- The ‘NM service’ will assist the CHO to drive deeper engagement and involvement in the community, in the community development process, and in the process of developing the walkabout and community forum; in working with other partners to develop other service improvements; and in enabling the growth of local ‘ownership’ models.
- The service will develop to be responsive to each community’s concerns and priorities, which will in itself encourage greater involvement in the community as it is able to recognise the impact of its involvement.
- The service can vary locally according to local priorities, local capacity and development options, so for example if a relevant local community enterprise supply service exists, then the service would not try to compete, but would act as a signposting/ referral agent to that community enterprise.
- We are working towards an operational service that is ‘commissioned’ by the CHO. For this reason all activities should adopt a ‘fine grain’ costing approach per area to support the development of ‘community’ accounting and commissioning.

*Bron Afon Discussion Paper: Towards a NM Service, 3<sup>rd</sup> November 2010.*

However, what is distinctive about this approach compared to the NM model is its ambitions to enable devolved budgeting and service commissioning at community level, as well as its explicit recognition of/ enabling approach for the development of social enterprises. This has potential read across with the related endeavours of Torfaen’s CF partnerships, the social enterprise operations of which could comprise the ‘relevant local supply service’ mentioned in the third bullet point above.

In these developments, Bron Afon is seeking to transition from being a housing provider to a ‘neighbourhood services’ provider. This has caused some friction with TCBC. Respondents variously described Bron Afon as the Council’s “sister organisation” and as “the teenager that’s left home... challenging the way that the LA does business”. However, this respondent went on to say, “move on, it doesn’t matter who does it, it’s who can do it best.” Certainly, there is significant initial scope around the core NM business of ‘grime’ for improved collaboration with TCBC. Latterly, the community team model could provide a basis for a Torfaen sub-local community infrastructure, though this would not be geographically comprehensive. But for this to work it would need to be operationalised via not only Bron Afon but other service partners, in particular fellow LSB members, and Bron Afon would need to be open to shared as well as internally generated priorities.

## **4.2 Joining Up**

The mode by which ‘joining up’ is sought in Torfaen is via its emergent Public Services Framework (PSF). The PSF seeks to “establish common ground for delivery of services across public services”, by:

- Joining up strategy/plan production
- Establishing shared outcomes, planning activity and commissioning
- Monitoring success (performance management) using an outcomes-based accountability (OBA) approach
- Research, consultation and engagement and partnership administration
- Workforce development and planning.

Torfaen’s PSF is supported by WG’s ESF LSB project (2011-14) to assist organisational learning about collaboration and citizen-focused service delivery.

The Public Services Support Unit (PSSU) reports to the TCBC Chief Executive, but its role is to “work across public services on behalf of the LSB and within the PSF to support and coordinate the identification of ways to:

- Eradicate duplication in service delivery and therefore improve cost effectiveness
- Promote a collaboration agenda across public services
- Develop and promote innovation and efficiency in the delivery of public services
- Ensure effectiveness in planning services around the needs of citizens
- Measuring improvements for the people of Torfaen in relation to quality of life
- Enable plan co-ordination and support across the three partnerships that contribute to LSB priorities (ie. the Health, Social Care and Wellbeing; Community Safety; and Children and Young People’s Partnerships)”.

<http://www.torfaen.gov.uk/CommunityAndLiving/PSSU/Home.aspx>

The approach stems from a report made to WG’s ‘Making the Connections’ Board. As the PSSU respondent explained, the report was based on the principles of reconnecting with the public and re-establishing “a sense of a workforce public value... if you don’t make a difference then you shouldn’t be doing it”. This was followed by analysis of the major plans of relevance to the local authority area (those of the three partnerships above, plus the Community Strategy, Local Development, Housing, Supporting People and Substance Misuse plans) which resulted in the identification of about 20 overlapping rough “outcome areas”.

This work has culminated in the identification of seven outcomes as expressed in TCBC’s recent Corporate Plan (2011), regarded as the *de facto* Community Strategy:

1. Supporting families and children living in poverty to get through the recession
2. Preventing Torfaen residents becoming homeless
3. Safeguarding children, especially those with additional (special) educational needs and supporting positive attitudes towards education
4. Protecting the most vulnerable adults and supporting those with disabilities and other long-term conditions
5. Targeting support to deprived communities and families suffering from crime and anti-social behaviour
6. Using resources wisely, to include maintaining the highway infrastructure and reducing energy consumption and waste

7. Supporting initiatives which generate employment and training for work opportunities.

<http://www.torfaen.gov.uk/CouncilAndDemocracy/ImprovingTorfaen/CorporatePlan/Home.aspx>

While the PSSU respondent admitted these outcomes “come across as ‘motherhood and apple pie’”, he explained that:

*“Underneath it, the activity of a number of organisations contribute towards that overall outcome. Whether we’re doing the right things in the right way and using the right structures and methods, tools. There was that hook to hang everything on. How do we then identify what it was people wanted to do, how they wanted those services to be provided, and how do we go back to them to actually show it was either working or it wasn’t, and what else did they want us to do? These principles we agreed we had to take account of in anything we were planning.... The model is what is it we need to do together that will support individual organisational activity and collaborative activity.”*

Senior TCBC respondents framed the PSF approach in terms of the Simpson Review of Local Authority service delivery (2011), which considered the best scale at which services could be delivered and accordingly encouraged collaboration and integration amongst service providers. At TCBC level, the largest Council departments are those concerned with education, waste and social care. Education is considering a consortia approach with other local authorities, and waste functions are also being considered jointly with other local authorities. Social care is regarded as the most advanced of these services in terms of both collaboration and integration (for example, the adoption service already being run on a cross-three local authority basis). The Gwent-wide Frailty Programme (focused on service co-ordination to enable independent living) also involves much of the TCBC adult care functions. This process has been assisted by the creation of a joint post between TCBC and the LHB of ‘Locality Director’, responsible for the Council’s social care function and the LHB’s health functions in Torfaen. This respondent commented, “my main job is about managing all that complexity – some things we’re doing nationally, some regionally, some Gwent, some sub-Gwent.”

### **PSF Progress**

At Torfaen level, the PSF approach is seen as an adaptation given the fundamental change in “what [functions are] left for the Council”. These functions are set out below, along with progress as envisaged in the PSF to bring the other service provider stakeholders into these processes, “it should become part of everybody’s business”:

**A duty to assess community need:** the PSSU respondent commented that the commitment to shared needs assessment was in place, “the more consistency around the assessment the better, and if you could pool resources to achieve it the better.” The TCBC/ LHB respondent explained partners in the Complex Families approach had committed to use a common assessment framework. The ‘logic’ is that the assessment should also reflect WG outcomes. The challenge lies in “translating the commitment into how the needs assessment influences commissioning and activity.”

**A duty to plan for it:** TCBC’s Corporate Plan expresses the seven outcomes envisaged for the people of Torfaen. A ‘suite of plans’ comprising those of the three core partnerships (Health, Social Care and Wellbeing; Community Safety; and

Children and Young People's) has been produced (2011). This is seen as initial joint planning between the partners, "an amalgam rather than a creation". The intent is that eventually one plan will be created, a proposal currently being explored with the WG LSB and Public Service Improvement Teams.

**Service commissioning** (from existing public services, or from the private or third sectors): the intent is now to embark on joint commissioning, "identifying the resources for who delivers... if these are the outcomes that people want, they shouldn't be dependent on grant, they should be dependent on core budget. So how do we shift core budgets around?"

**Monitoring performance, outcomes and VFM:** common performance measurement is also in the process of being developed by the PSSU, with suggested outcome indicators being prepared for discussion with partners (a draft 'report card' is at appendix 7).

The PSF is essentially a 'behavioural change' amongst service providers, and thus can be seen as seeking to engender the strategic added value explained previously (Table 2). The dangers of 'projectitis' rather than achieving systemic change were highlighted:

*"I love best practice, looking elsewhere, new ways of doing things, but we've got to embed it pretty quickly into what we're doing already. Otherwise it loses momentum, becomes someone's pet project rather than a real piece of work that's going to change behaviour".*

The PSSU itself faces challenges in operationalising this, in part given its institutional role as "change agent" – "some people love us and some people hate us with a vengeance". A supportive respondent commented that "the PSSU has got the potential to be more than it is", adding:

*"It is a risk. As resources get tighter I will be watching carefully that resources don't get sucked into that unit that don't give me the added value that I need... So a good example of something I'm going to try and use them for is proper population needs assessments and surveys of service users".*

## **Governance**

The associated governance structures bringing together the various partners were also changing. Currently the LSB is made up of an Executive Group (which meets quarterly), comprising the Chief Executive and Leader of the Council; the Chief Executive and chair of the LHB; the Chief Constable; and the chair of the voluntary sector umbrella group, the Torfaen Voluntary Alliance (TVA) (along with a WG representative). There is also a Strategic Group (which meets six-weekly), seen as "the 'bringing the strategic into the operational' group", comprising senior officers from partner organisations (including representatives of the two largest social housing organisations, Bron Afon and Melin Homes). Now the suite of plans has been prepared, the intent is that one partnership group (the Strategic Group) will suffice to "concentrate on delivering the outcomes... resolve the blockages and do the empowerment to do so."

However, governance at Torfaen level, especially due to the ongoing service integration and collaboration occurring with services in other areas, is nested within



emergent governance structures at higher spatial scales. A WG respondent commented:

*“My feeling about Torfaen LSB is that the partners’ focus is on Gwent. The LSB is doing some really good work, bringing the partners together, but there is a slightly different agenda between the police, health and TCBC which is about... regional partnership working, trying to get over some of this duplication for the larger agencies. That is a fantastic opportunity, but it also saps a bit of the energy from the LSB...”*

At the time of the research, TCBC/ LHB respondents accepted that the emergent Gwent-wide LSB would be established. However, they felt strongly that some form of LSB-style partnership (the Strategic Group?) would still be needed at Torfaen level, commenting:

*“You still have to have a vehicle for core council business: assess, plan, commission, review, and have a sense of place... So you could have a Gwent-wide public service model LSB, but you have to have a means of addressing that within a locality.”*

*“Something similar to an LSB at an LA level could perform a very useful local scrutiny function. LAs are still responsible for the statutory delivery of their services, and the budget. Even if I merged everything with my colleagues in Gwent, I still have to account for what’s happening with Torfaen money and Torfaen people. We can’t just ‘mush it up into a great blob’.*

These respondents regarded development of governance at the sub-Torfaen, neighbourhood scale as something which would be subsequently resolved. The Strategic Group or its equivalent at Torfaen level was seen as “where the things that get done at the neighbourhood level will be aggregated up to a Torfaen level”, and as the mode which will “create a joint link to Strategy and to community delivery”. A WG respondent commented that until the emergent Gwent-wide LSB was sorted out, “then perhaps some of the other issues about is this a neighbourhood? How do we work with CF? won’t actually be solved.”

### **4.3 Bringing the Neighbourhood In**

It is clear that the PSF is an ambitious approach which is persuasive – in theory – in offering an overarching solution to joining up service delivery across services and geographies. The two key respondents who focused on the PSF approach were very committed and could clearly see ‘the logic’, though one commented that joining up was “in some respects easy to do at a strategic level”. This was echoed in turn by a WG ‘elite’ respondent:

*“Torfaen has worked to rationalise partnership support structures, get all that going in one cohesive unit, and then that is slowly dragging the partnerships together, working much more cohesively, reducing duplication, reducing the number of meetings. And from that I think they’ll be more powerful in terms of going out to neighbourhoods and engaging, because they’ll do it once, they’ll do it for everybody. Because what you had before was 2 or 3 sets of needs analysis being done, 2 or 3 sets of meetings taking place, some parts of communities having a stronger voice than others, so it’s getting that consistency across the whole”.*

But to operationalise the PSF effectively there must be mechanisms for neighbourhoods and strategy to ‘meet in the middle’ (as captured in the fifth key element of NM, ‘a clear relationship between the neighbourhood-level and wider area strategies’). The ‘logic’ versus the challenges of this are illustrated by respondents’ comments regarding the Complex Families initiative:

*“This is about us thinking differently, going back into those communities and families and taking a bit more of a collective approach. And saying, what else is out there? What CF resources are there? Are we using them as well as we might? That’s where the neighbourhood level planning and service delivery lends itself. We start breaking down those different funding streams and organisational barriers and professional silos and start thinking community.”*

*“If you take the policy agenda from WG, Families First, Complex Families, Integrated Family Support, there’s 3 or 4 different components that all require an alignment... an ethos and a consistency in terms of what it is we want to achieve, and a toolbox. We’re going to fall all over each other... The reality is we’re the same organisations that would commission those services, where are we going to commission them? We did a little analysis on the Trevethin estate. We brought CF, social workers from child protection, outreach youth service, the Youth Offending Team, sat in a room and said what family support services are in this area? And we listed them, half of them didn’t know that they were there. So does that mean we’ve commissioned doubly, are we being effective, are we targeting different people, are the right people getting the service in the right way? They just didn’t know.”*

### **‘Neighbourhood Approach’**

The elements of what can be termed the ‘neighbourhood approach’ envisaged by Torfaen PSSU as part of the PSF were explained as set out below:

- A ‘people and place operational panel’ or ‘virtual team’ [at neighbourhood level, scale to be determined]: to share information, intervention, and activity
- Key partner sponsors for particular neighbourhoods: responsible for forming relationships with other partners/ stakeholders. The particular partner agencies mentioned in this regard were Bron Afon, with its 17 community team areas, and the police given their ward-based PACT infrastructure: “as long as people buy the concept and the means, it does allow whoever’s fit for purpose to do it.”
- Empowering staff to be self-initiating: to “work without the boundaries”
- Sharing intelligence via a daily conference call: “common sense conversation”
- Governance: the [LSB] Strategic Group or equivalent is seen as providing the means to resolve conflicts and blockages: “they are people that are responsible for those services”.

It should be stressed that this approach is very much in its early stages of development. At this stage, it is unclear what would be the lowest spatial scale at which a ‘virtual team’ would operate but a multi-ward basis is likely, as is the case in Bristol and Cardiff as previously explained. A respondent commented, “the logic would be if you could take it down to a ward level, but with the resources we actually have, probably not”.

The approach does not comprise the dedication of specific resource for neighbourhood-based staffing essential to a strictly-defined NM approach. As such, it is more about augmenting the community-related infrastructures already in place by empowering staff to work across service boundaries and influence partner

organisations in how they deliver services. The key agencies are TCBC-wide service partners, though not just the statutory services given the inclusion of Bron Afon, a third sector body. It is noteworthy that CF partnerships were not mentioned as ‘key sponsors’ for the neighbourhood approach in the places in which they operate, though they would comprise a partner in those areas. Of course, this may in part reflect uncertainty about the programme’s future at the time of the research. There is read across from the place-focused nature of the approach to the increased use of the key worker methodology in person-centred approaches (as per Complex Families) whereby one key agency member of staff acts as a facilitator to help a particular family “through the system”. The TCBC/ LHB respondent recognised that Bron Afon’s community teams could be a source for such key workers, though governance issues would require careful consideration. Such developments would signal the bringing together of place and person-centred approaches.

In practice, the initial focus of NM efforts on ‘crime and grime’ is evident, “the police have been one of the easier ones to win – this is common sense to them.” In terms of ‘grime’, the intent is to identify an ‘operational panel’ pilot area with TCBC’s ‘Neighbourhood Services’. This department combines ‘frontline’ service areas core to neighbourhood working<sup>8</sup>. But it is also clear, for example given the Complex Families approach, that social care is a service area which has the potential – gives its links with place as well as people – to be at the forefront of neighbourhood-related multi-agency working in Torfaen. Developments in neighbourhood policing and the (primary-care driven) NCNs were described by one respondent as “creating virtual neighbourhood public services”.

Overall, the approach was explained as operating within the context of and under the aegis of the PSF:

*“We can create the structures whereby we can say, you’re responsible for X, there’s your peer group for communication, we can make some suggestions for how and what but we don’t want to neuter you. What we have to have confidence in is that the resources that are deployed to make a difference do so.”*

However, the mechanisms by which communities would be able to influence these services are less clear. How is it envisaged that existing community governance structures such as Torfaen’s CF partnerships fit into this ‘neighbourhood approach’ proposed within the PSF? The TCBC PSSU respondent explained:

*“As long as you define the need within it, then the CF resources play a part in those areas which are entitled to it... I think CF feel alienated from the centre of the LA, and partial involvement at partnership level. When they could have significant influence if they can show how they influence inequality and sustainability by engaging communities on those outcomes. And all we need to do, I think, is to work with them to be able to create the conditions for that to occur”.*

The logic is again seductive, and echoes the Welsh Audit Office’s (2009) recommendation in its review of TCBC’s Communities First that “increasing integration of Communities First within the Council would be mutually beneficial”.

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<sup>8</sup> For example, technical services (waste management, street scene, and transportation); leisure and culture (leisure centres, libraries, arts and culture, allotments, and parks and open spaces); and property and highway maintenance.

However, those engaged directly in TCBC's community regeneration endeavours, particularly at the time of the research given uncertainty about the CF programme's future, were in 'case-making' mode and expressed frustration about their attempts to demonstrate impact (an example is at appendix 4). A sense was clear that those who are involved 'get it' but it was a challenge to get the message 'higher'. Joint working – as yet – with the PSSU to express their impact in terms of the PSF was not evident. In the meantime, Torfaen CF partnerships were acting as Wales-lead in working with WG to streamline CF monitoring procedures (focused on 'added value'). This endeavour was separate to development of the PSF's outcomes-based accountability (OBA) methodology.

### **Using Outcomes-Based Accountability (OBA)**

The PSSU respondent did recognise that the OBA process is not 'joined' up with other endeavours, such as the CF teams' work on needs assessments and action planning as well as monitoring. Bron Afon is also intending (and a 'toolkit' has been developed for staff, tested in the pilot areas – see appendix 6) to undertake 'community profiles', needs assessments and action planning in their 17 community team areas. He commented that while the:

*“creation of the one [Strategic] Partnership should strip some of that out... that complexity is not going to go away. And I'm pretty sure we'll never get a perfect model. What we have is a framework and a series of overarching outcomes that bind us together which we didn't have previously”.*

Suggested outcome indicators are currently being developed by the PSSU for discussion with lead officers. The intent is that sponsors will be assigned to the outcomes as they are determined. A report card methodology will be used (a work-in-progress sample is at appendix 7), which:

*“We'll use to engage and feed into a whole host of different statutory reporting, WAO, community – but it'll be report cards: stats, analysis, data, experience, what it's felt like, what are we going to do about it?... There's an outcome, this is the difference we're making or we're not, this is policy or change elements that are coming through that we need to take into account”.*

It is intended that a sub-local area (scale to be determined) report card will be produced, which sets out, for the seven outcomes, “assessed level of need; activity; indicators; an analysis of what's actually worked and what didn't; and proposals for change.” As is understandable at this early stage, the data that would be ideal at neighbourhood level to support the proposed 'neighbourhood approach' have yet to be determined, as has data availability or the resource that would be needed on whose part to make it available:

*“It comes back to how we present it. We could go as low as ward level, or agreed areas, Upper SOAs, however we salami slice it, we can do so. **Once we've got the information being reported in that way** how we present it and how we use it becomes a matter of... yes there needs to be a degree of consistency... but people should begin to use that process themselves, for engagement... When we produce that report card, we can tailor it to whatever it's required to do, **as long as we have the information**, and we have means to analyse and the research to do so” [emphasis added].*

The ability of the PSF to facilitate a ‘neighbourhood lens’ in Torfaen is therefore contingent upon how the PSF process evolves given the extent of partner commitment to neighbourhood responsiveness in service delivery. In social care, the ‘lifecourse approach’ has been adopted as a “deliberate ploy” to get agencies to not design services around themselves, but with regard to service delivery to their client groups. Similar behavioural change is needed to mainstream the ‘neighbourhood approach’ amongst service providers. This requires understanding of the ‘added value’ to achieving shared outcomes that a neighbourhood perspective, facilitated by governance which involves the community with service providers, can bring. Indeed, the PSSU respondent commented that “it may not be that it’s cheaper, but it may have a better outcome.”

In sum, the PSF requires some form of governance at neighbourhood level (to enable communities of place to influence service provision) as well as a neighbourhood sensibility (in terms of how the PSF is structured and data gathered to assess outcomes) to drive the processes of change.

#### **4.4 Torfaen: Links with the NM Model**

How do current and emergent neighbourhood-relevant approaches in Torfaen compare to the NM model? The comparison set out in Table 4 below draws from the comments of both ‘bottom up’ and ‘top down’ respondents. ‘Top down’ perspectives on neighbourhood working tended to be made in light of the PSF. ‘Bottom up’ views include those of ‘elite’ WG respondents regarding the CF programme.

**Table 4: Key Elements of NM in Torfaen: ‘Top Down’ and ‘Bottom Up’ Views**

‘Top down’ views	‘Bottom up’ views
<p><b>1. A clearly defined target neighbourhood:</b> The majority of NM initiatives cover areas of up to 15,000 population. Often ward-based.</p>	
<p>Torfaen total population is 90,000. A north and south split is “still too big” [the neighbourhood policing teams and NCNs]. North and south each divided into 2 “still slightly too big” [eg. children’s social care teams]. The areas covered by the “virtual teams”, given resource constraints, are likely to be multi-ward.</p> <p>“If a CF becomes part of a wider area, fuzzier boundaries, if it’s based on the assessment of need, then CF will still get its resources, but the benefit of having that wider approach will outweigh any dilution. And all this back to account so they can have the reassurance to do it.”</p>	<p>CF areas have a smaller population size (2-4,000 average) which may be cross-ward. Garsychan Partnership is ward-based.</p> <p>Bron Afon’s 17 community team areas “reflect the communities people identify with”.</p> <p>A WG respondent commented that “one of the obstacles that has hindered the effectiveness of CF partnerships has been the sheer number of partnerships and the scale at which they operate... working at a slightly bigger scale certainly has a lot of advantages in terms of critical mass and effective use of resources.” However, “if you want people to engage”, understanding “their sense of where they live” is very important, “get much bigger than [10-15,000] and maybe you can’t take people with us on this journey”.</p>
<p><b>2. Resident involvement and support for residents to get involved:</b> Community involvement in partnership decision-making processes, supported by dedicated community development workers. NM also should give residents the skills and knowledge to engage with strategic agendas (such as those of the LSB).</p>	
<p>Lack of clarity – as yet – about community engagement in ‘virtual teams’, though engagement is evident in terms of the approaches adopted by likely ‘key service partners’ who will sponsor the ‘operational panels’ (in particular, Bron Afon’s community teams). Engagement with strategic agendas does not seem to be envisaged except via the PSF.</p>	<p>Explicit in CF partnerships given the programme’s community development focus. A CF Co-ordinator stressed the need to “start with the individual and identify gaps in people’s lives”. Links with strategic agendas lacking, “there’s no come out of the box”, though in turn “service providers haven’t felt it was worthwhile”.</p>
<p><b>3. A dynamic neighbourhood manager with ‘clout’:</b> A dedicated, full-time neighbourhood manager based in the neighbourhood and with a support team, enabled by core funding. Has the authority to take an overview of service delivery, to co-ordinate various activities, and to negotiate for change at both local and strategic levels.</p>	
<p>Staff teams are envisaged as virtual, with no dedicated, neighbourhood staff and no core funding. Any clout would relate to the extent to which staff are empowered, and the extent to which the virtual teams are linked, via the PSF,</p>	<p>The CF co-ordinators and non-CF partnership managers have some commonalities with neighbourhood managers. However, their clout (with the Council rather than other LSB partners) is</p>

<p>to the LSB.</p> <p>Bron Afon's CHOs are quasi-neighbourhood managers, their clout bolstered by the intent to have devolved budgets, though the extent of their influence outwith Bron Afon services is unclear.</p>	<p>derived from TCBC's head of Community Regeneration, and the Assistant Chief Executive (Communities). "The problem with having neighbourhood managers with serious clout at assistant chief officer level is the cost".</p>
<p><b>4. A local (neighbourhood) partnership to provide strategic direction:</b> A multi-sector partnership including community representation. Partnerships tend to be unincorporated with the local authority (or perhaps a third sector body) acting as accountable body.</p>	
<p>Different service providers have different mechanisms in place (eg. Bron Afon's 17 emergent community teams are intended to have associated 'community forums'; PACTs at ward level). Emergent idea of neighbourhood 'operational panels' to 'share information, intervention, and activity' between service providers, though community engagement mechanisms are unclear.</p>	<p>CF Boards are seen as fulfilling this function, for which TCBC is the grant recipient body.</p>
<p><b>5. Support and commitment from the local authority and LSB:</b> This includes a clear relationship between the neighbourhood-level and wider area strategies. NM needs to be linked 'upwards and outwards' into the broader political agenda.</p>	
<p>At the time of the research, respondents were 'looking upwards', with development of a Gwent-wide LSB. It is intended to retain some form of Torfaen-level structure. Linking neighbourhoods into this via the 'neighbourhood approach' regarded as a subsequent action once NCN, Torfaen and higher governance structures clarified, with the TCBC-led PSF seen as enabling this via its 'neighbourhood approach'.</p>	<p>Clear support from TCBC's Community Regeneration Service. Clear links with the LSB not evident, but individual partnerships have strong links with some service providers (eg. the police and Thornhill CF; Bron Afon and Blaenavon CF).</p> <p>A CF Co-ordinator commented that the partnership does have direct, but not explicit, links with the LSB given crossover between partnership and LSB membership, and that an effective feedback loop existed between the Board and the statutory partner organisations via their representatives.</p>
<p><b>6. Quality information:</b> Including tracked baseline data on neighbourhood conditions; evidence of residents' needs and priorities and local service performance; monitoring data on interventions; plus resident satisfaction surveys. All to review progress and inform future working.</p>	
<p>WG respondents commented favourably on the quality of TCBC's data observatory and its GIS capabilities.</p> <p>PSF in theory driven by information, with its</p>	<p>At CF level, much is recorded but extrapolating it was a challenge. A "raft of examples" but how to evidence these systemically rather than anecdotally to show 'added value' and gain strategic</p>

<p>emphasis on needs assessments, satisfaction surveys and performance in terms of the OBA methodology. But lack of clarity as yet, with needs assessments still to be conducted, and indicators for the OBA approach to be determined.</p> <p>Lack of clarity particularly with regard to neighbourhood-level data. Comment that there are options about how the data is sliced, “we could go as low as ward level, or agreed areas” but this is dependent on “the information being reported in that way” and a lack of knowledge evident about the geographic possibilities given the data that is – or could be – available.</p> <p>Other neighbourhood-level data endeavours underway, eg. Bron Afon undertaking ‘community profiles’ and needs assessment for community team areas; plus CF partnerships’ work on needs assessments, regarded as “pretty good, they were doing them anyway, so they had a sense of what they were doing”, action planning and monitoring.</p>	<p>understanding? – felt the link missing. Work ongoing with WG CF team piloting a streamlined CF monitoring methodology focused on ‘added value’. CF monitoring efforts not – as yet – integrated with emergent PSF approach.</p> <p>A partnership manager highlighted the challenges of evidencing outcomes and the potential usefulness of live ‘tracking’ of projects.</p>
<p><b>7. Commitment of service providers:</b> To focus resources on the neighbourhood; but also to make fundamental changes to engage with residents effectively and put in place the processes that make services responsive to residents’ priorities and needs. Partners who have become particularly engaged in NM are the local authority, the police, health, and housing associations, as well as employment and training services.</p>	
<p>TCBC, police and the LHB have been ‘looking upwards’ but an emergent commitment to neighbourhoods, for example TCBC’s lead on the ‘neighbourhood approach’ to be piloted with regard to ‘grime’; scope for police roll-out of Thornhill ASB approaches and police as a possible ‘key service partner’ to sponsor virtual teams; and the as yet still higher scale NCNs with links to lower scales to be determined. But fundamental change, via the PSF, and its processes for community engagement, still to be determined.</p> <p>Social housing organisations have been engaged in neighbourhood efforts. Bron Afon’s developing community teams approach a fundamental change in service organisation orientated to residents.</p>	<p>Service provider commitment very variable in CF and non-CF partnerships. The Council and police are the principal partners, along with Bron Afon and Melin Homes, and some employment and training services, though a community partnership manager commented that a challenge had been to get the support of operational, as opposed to senior, staff. All respondents commented that the LHB had been hard to get engaged since its restructure.</p> <p>A WG respondent commented, “unless we have willing partners [in CF], especially in these straightened times, it won’t work, that’s the reality”.</p>



## **4.5 Torfaen: Findings and Recommendations**

The aims of the case study were to analyse respondents' views regarding NM and to test the initial assessment framework.

**Table 5: Views on NM/ Neighbourhood Working**

<p>“NM is about re-engineering what you already have at neighbourhood level.”</p> <p style="text-align: right;">Senior TCBC Officer</p>
<p>“NM is about identifying wants and needs, showing the community these are understood, and problem-solving in and with the community. Every agency should do this”.</p> <p style="text-align: right;">Police Inspector</p>
<p>“The way I see neighbourhoods working is about operational delivery, those resources on the ground, the frontline practitioners, can we marshal them in a better way?”</p> <p style="text-align: right;">TCBC/ LHB Senior Officer</p>
<p>“A lot of LSBs, local authorities, organisations, still work on the basis of communications through a loud hailer outwards and not inwards. A lot of them don't realise there's a cost but also a benefit to hearing what those communities have to say, and actually converting it into a form of intelligence they can use. Which is where some of the neighbourhood stuff comes in... The biggest obstacle is getting middle management across all of the organisations on message and seeing this as being a positive step, with a big upfront investment but huge benefits further down the line”.</p> <p style="text-align: right;">WG Senior Officer</p>
<p>“It's an invest to save decision. Not necessarily in terms of cashable savings, but in terms of better delivery, better satisfaction with services, better understanding on both sides. It's cost avoidance in the future, rather than cost saving.”</p> <p style="text-align: right;">WG Senior Officer</p>
<p>“What is the point of NM?... You create neighbourhoods to maximise your service delivery... you can really make a difference to people's experience of public services”.</p> <p style="text-align: right;">WG Senior Officer</p>

The challenge for 'bottom up' respondents was in taking a 'broader' view and seeing the strategic needs of service delivery partners. With 'top down' respondents, the challenge was in considering the neighbourhood perspective on service delivery. Respondents could see 'the logic' provided by the PSF but an appreciation of the 'nitty gritty' – in particular the data needs and associated community-engaged governance structures to drive citizen-focused service delivery - was lacking.

### **Testing the Assessment Framework**

Quality information is a necessary prerequisite to drive the processes and practices of both NM or broader neighbourhood working (as explained in Table 3) and the PSF's outcomes-based accountability approach. A WG respondent commented that information flows “within and between all levels enable better informed decisions about resources and their allocation”. What neighbourhood governance structures enable are “feedback loops up – how can 'bottom up' inform strategy?” as well as “feedback loops back down, which are crucial... how to go back to people and tell them what has happened”. Such governance structures could comprise the 'operational panels', if supplemented with appropriate community engagement structures, potentially for example provided by Bron Afon's community forums or CF partnerships.

A key element of the case study approach was envisaged as assessing available existing data on service provision, use, need, satisfaction levels and impact in order to populate the draft assessment framework (at appendix 1). In fact, these were not forthcoming. Overall, respondents expressed much less interest in the ‘nitty gritty’ of the data needed to drive neighbourhood approaches and it was hard to pin respondents down on the detail of the draft framework.

However, in discussing the framework with respondents, the methodological approach was validated. ‘Top down’ respondents’ corroboration of the framework is demonstrated given their understanding of NM as set out in Table 5 above, for example in terms of resource saving. As can be seen, several respondents stressed the value of neighbourhood-level *information* to service providers.

‘Bottom up’ respondents faced the challenge of capturing the ‘added value’ of their endeavours, particularly in terms of CF monitoring. Pent up demand for a methodology suitable to enable this was evident. TCBC Community Regeneration commented on the usefulness of the assessment framework to the work underway with WG on streamlining CF monitoring<sup>9</sup>. Demonstrating ‘added value’ was seen as a case-making tool to get the strategic commitment of service deliverers to neighbourhood approaches. Much interest was also expressed in the concept of strategic added value (as set out in Table 2 above) in terms of changing the behaviours of service delivery partners. The police respondent focused on and approved of the assessment framework’s crime and community theme approach, and also saw read across between the assessment framework and the emerging Gwent-wide ASB strategy, which is also driven by information/ intelligence (see appendix 5).

Overall, the assessment framework is valid given its methodological fit with an outcomes-based (or what WG term a ‘results-based) accountability approach. Going to the specifics, TCBC’s PSSU respondent commented that “each of those themes in the framework relates to one of our seven outcomes”. The framework was deemed to “fit absolutely perfectly” with the PSF’s OBA approach:

*“Where this fits for us is that we can use it as a sense of place [neighbourhood], bringing together in terms of outcomes identified by people, and shared by public service organisations. We’ve got a model... [the framework] fits very nicely within it. The proof of concept – it fits.”*

### **Incorporating the Assessment Framework within the PSF**

It is notable that the emergent PSF approach draft documentation kindly provided by the PSSU (which shows development of the outcome indicators for the shared outcomes) sets out space for ‘data available’ (for example, appendix 7). As yet, these columns are not populated. It is very important that a geographic sensibility is adequately incorporated into the emergent approach. The PSF methodology needs to be developed to enable neighbourhood intelligence which can drive a neighbourhood approach to service delivery (as explained in Table 3).

As explained previously, the neighbourhood is a key spatial scale for the delivery particularly of ‘crime and grime’ services, but also in relation to social care (aided by

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<sup>9</sup> Torfaen is the Wales-lead for the new ‘workplan’ exercises: developing a 6 (rather than 54) page quarterly monitoring return for CF with WG.

initiatives such as Complex Families and the emergent NCNs) and housing services (aided by Bron Afon’s community team work). This means that the PSF requires data on need (from the joint needs assessments), use (from service providers), and satisfaction levels (from surveys) at a neighbourhood level to enable consideration of outcomes at neighbourhood level – which in turn enables adjustments and innovations in service delivery. As the PSSU respondent noted:

*“There needs to be a transparency that actually shows that what we’re doing makes a difference... if we’re going to be successful in this for this community you need to evidence what you do makes that difference.”*

Provision of neighbourhood-level data requires concerted work by the PSSU with partners. Key partners are the police, TCBC’s Neighbourhood Services, the NCNs, and Bron Afon (whose draft ‘community housing toolkit’ – a summary is at appendix 6 - includes ‘recording and noting impacts’). CF partnership engagement is also crucial given their existing knowledge and data regarding their areas, and their ability to facilitate engagement. Possible neighbourhood data sources are set out in Table 6 below. Such working should occur at least initially regarding those areas where the ‘neighbourhood approach’ of ‘operational panels’ is to be piloted. In sum, it is recommended that this research’s assessment framework (at appendix 1) is used to inform development of the PSF’s neighbourhood approach.

**Table 6: Neighbourhood Data**

<i>Service</i>	<i>Main Partner for data</i>	<i>Sources of Community Data/ Community Engagement Regarding Services</i>
Crime	Police	PACTs, CF partnerships, Bron Afon community teams
Grime	TCBC Neighbourhood Services	CF partnerships, Bron Afon community teams
Social care	TCBC/ LHB Locality Team	NCNs; CF partnerships, Bron Afon community teams
Housing	Bron Afon, Melin Homes	CF partnerships, Bron Afon community teams

**Torfaen: Recommendations**

Three main recommendations result for Torfaen (which are also of broader relevance):

- The commitment of service providers is needed both to the PSF approach (to ‘join up’); and to the neighbourhood as a scale at which engagement via existing or new governance structures can enable responsive service delivery.
- In turn, CF (and non-CF) partnerships and other forms of community-based infrastructure (such as Bron Afon’s community teams) need to engage with the PSF in terms of seeking to influence service delivery and to demonstrate the ‘added value’ they can bring.
- Finally, the PSF needs to engage with CF and other neighbourhood infrastructure and develop such that it enables service providers, both individually and in partnership, to have a ‘neighbourhood lens’ (assisted by using this research’s assessment framework to inform development of the PSF’s neighbourhood approach).

## **5. General Findings and Recommendations**

In this section, we return to the questions posed at the outset of the case study (section 4):

- how can NM be factored into consideration of the future of the CF programme?
- what lessons does the NM model hold for public service performance?

The answers to these questions are inter-related. This is due to the importance of the neighbourhood as a scale at which communities can interact with service provision, and service providers in turn can respond. This is because the ‘neighbourhood’ is ‘where people live’ and where they consume many public services. It is also the level, in theory, at which more accessible, responsive and accountable decision-making is possible, which can be facilitated by community-based infrastructure such as CF partnerships. It is also a scale at which there is scope for social enterprise approaches whereby communities can engage in service delivery.

### **The Future of the Communities First programme**

The ‘new look’ CF programme has yet to be determined, with the very recent release by WG of a consultation document on its future (WG, July 2011). This research has resulted in findings and recommendations pertinent to these deliberations.

It is first useful to return to the rationales identified for the neighbourhood as a scale for intervention and action (Lowndes and Sullivan, 2008, see section 2.1) to frame the purposes of CF:

- neighbourhood empowerment of citizens and communities
- neighbourhood partnership to take a holistic approach to an area
- neighbourhood government through new forms of representation and participation
- neighbourhood management in terms of more effective local service delivery.

These are not mutually exclusive and elements of all these rationales can be identified within the multiplicity of approaches taken by partnerships supported by the CF programme. This variance makes sense in terms of the approach being locally responsive and relevant (‘one size does not fit all’). But in broad terms, a shift can be discerned from an emphasis on empowerment and partnership, to management and partnership. This can be conceptualised as a shift along a continuum, between at one – theoretical – end, what one respondent described as a “fortress mentality” of self-determination, ‘going it alone’; and at the other extreme, a community infrastructure completely integrated into service providers’ delivery infrastructure, ideally while still retaining a community advocacy function rather than being ‘co-opted’.

This shift can be detected in the cultural change within the CF programme in 2006 from an emphasis on developing capacity to one of performance management. The CF Outcomes Fund can also be regarded as an attempt to encourage CF partnerships’ role as a mechanism to influence service providers’ service delivery or ‘bend the spend’. Moving forward, it was recognised by ‘top down’ and ‘elite’ respondents that the emphasis of the CF programme should be on engaging with and influencing the mainstream, an approach which the Outcomes Fund has sought to support but which, ironically as a separate process, is perhaps not best designed to enable. CF partnerships, like the NM Pathfinders, are vulnerable because they are gaining ‘special’, programmatic resource over and above ‘normal’ levels, which can be seen

as a separate process outside of the mainstream. The community infrastructure which CF constitutes therefore faces the risk of being de-coupled from what is perceived as 'normal', mainstream service delivery.

Key to the ability of CF to be more about 'influencing the mainstream' rather than perceived as a separate programmatic approach is its adoption of neighbourhood ways of working which are 'joined up' with activity at higher spatial scales. Mechanisms for this may include:

- Extending boundaries and making them 'fuzzier': which in turn circumvents some of the challenges of CF areas' population size being 'too small' for NM or broader neighbourhood working approaches; and should also ease the political challenges of some areas having extra resource and others not. As a WG respondent commented:  
*"if you changed [CF Co-ordinators] mindset around to pulling together all the information on the wider service requirements of a bigger [geographical] chunk, your information would make better investment decisions coming down to your community."*
- Giving more emphasis to 'people' as well as 'place' (related to the above): for example, linking family-centred approaches in social care (such as Complex Families) to voluntary supports in the neighbourhood (such approaches were being explored in Torfaen).
- 'Mainstreaming' CF becomes a realisable policy intent if the PSF or equivalent contains a neighbourhood 'lens' and is itself 'mainstreamed' as an approach by service providers.

It is important that the deprivation-targeted nature of the CF programme is not subsumed within a mainstreaming approach. If a PSF-style approach is effectively implemented, the inequalities/ deprivation case should still come out clearly in the outcomes tracking data at neighbourhood level. It should also circumvent the issue about treating deprived neighbourhoods separately from the mainstream. Facilitating infrastructure such as CF partnerships should enable deprived communities of place to have access to the key levers of power and resource to influence service providers.

Bringing CF partnerships 'into the fold' will not be easy, with their (to an extent justifiable) suspicions about being 'swallowed up'. It can only work if such bodies are recognised as part of the 'delivery infrastructure'; and on their part, CF partnerships, rather than reverting to 'case-making' and trying to justify their existence in terms of their own, or WG CF team, outcomes, can relate these to the shared outcomes of service providers (in turn nested within WG outcomes). This is the 'win-win' much described in the NM literature (as per Table 3). Developing a community infrastructure has to be coupled with development of joint ways of working and inter-scalar modes for doing so. This is reflected in the comments of a WG respondent:

*"LSBs and CF are part of the same approach. The LSB is at the strategic level while the CF is at the local level"*.

In sum, the links between NM/ broader neighbourhood working and the CF approach are clear. CF partnerships constitute an infrastructure with which communities and their service providers can engage, with the main funding element being revenue funding for staffing. As explained by a WG respondent:

*“these teams are an absolutely fundamental infrastructure that allows you to deliver a whole load of stuff and genuinely engages with the community.”*

Returning to the rationales for the neighbourhood as a scale for action, the research in Torfaen illustrated trends towards both neighbourhood empowerment and neighbourhood management, both of relevance to the future of the CF programme and to public service performance:

- The development by CF partnerships of independent social enterprises
- The PSF’s ‘neighbourhood approach’, for which CF should comprise part of the neighbourhood infrastructure to enable community engagement to ensure responsive service delivery.

### **Social Enterprise**

Torfaen CBC has decided to pursue a social enterprise model for its CF partnerships, where each is in the process of establishing an ‘arm’s length’ social enterprise function, separate but related to the partnership. TCBC’s Community Regeneration Team explained that “the idea is that all the CFs will become Community Regeneration Trusts, a model of social enterprise independence”, based on the “flagship” (non-CF) partnerships which are seen as making it “clear to CF partnerships that you can achieve a lot by being more independent”. This can be seen as a partial ‘forward strategy’ for the CF programme, with the ultimate aim of establishing a self-sustaining community infrastructure separate from the vagaries of programmatic funding. In developing its community team/ NM Service approach, Bron Afon also recognises the scope for:

*A range of services that could develop from the NM Service, eg. new micro-enterprises and partnership enterprises developed in conjunction with existing, or newly developed, community enterprises. Examples may be gardening, repairs and redecorating services, sorting and selling waste, including the provision of volunteering opportunities and oversight for these”.*

Bron Afon Discussion Paper: Towards a NM Service,<sup>3<sup>rd</sup></sup> November 2010.

In turn, the PSSU respondent explained that the joint service commissioning element of the developing PSF takes into account the potential role of third sector or social enterprise bodies as service providers. As this develops, attention will need to be given to social enterprise capacity and appropriate commissioning procedures (as explored in the ‘Public Sector Code of Practice for Commissioning Third Sector Services in Merthyr Tydfil and Rhondda Cynon Taf’, 2010).

However, ‘elite’ respondents stressed that CF, like NM, should concentrate on influencing and co-ordination rather than direct service delivery. If partnerships are able to develop and deliver projects, perhaps via affiliated social enterprises, that is to be welcomed, but the main emphasis should be on gaining responsive service delivery. As a WG respondent commented:

*“There’s quite a lot of enthusiasm for direct service delivery... but I think it’s important to value the facilitation role before we run headlong into saying it’s all about direct service delivery... I actually think CF partnerships specifically, and*

*potentially NM ways of working, need to start by saying it's about facilitating working between the service deliverers, not about creating more service delivery agencies. There may well in all communities be gaps in service delivery that could be usefully filled, by creating the right new mechanisms [such as social enterprises], but let's not make that the be all and end all, in a way that undermines the principle."*

Particularly given the context of deficit reduction, it seems that moving forward, a more effective approach to mainstreaming the community infrastructure that has emerged from the CF programme would be to shift emphasis to what can be described as a 'co-production' model. Engaging local communities in co-production, whereby they engage with professionals in the planning and delivery of services through new forms of governance and management (Bovaird, 2007; Boyle and Harris, 2009) - as expressed not only in Torfaen's CF partnerships but in its developing NCNs, community teams and 'operational panels' - is more likely to embed the community infrastructure that CF partially constitutes. The success of this is linked in turn to success in embedding the PSF amongst the partner service providers (explored below).

In terms of NM or broader neighbourhood working, the CF programme to date can be regarded as, in the words of a WG respondent, "creating a community which you can then engage with". The future of the CF programme can be regarded as one in which CF partnerships act as the facilitator between their communities and their service providers, with social enterprise as a possible – and subsequent - tool to fill gaps in provision while empowering communities.

### **Lessons for Public Service Performance**

Torfaen's emerging PSF is 'ahead of the curve' for Wales. In theory, the PSF provides a structure which can provide not only the information needed to drive NM/ broader neighbourhood working, but for many other modes of working, whether service-user or place specific. However, the same challenge applies to the PSF as has been faced by other programmes and policy changes – it needs to become 'mainstreamed' or 'the way things are done'.

Overall, those in policy/ strategic roles at WG can see the overarching 'logic' of service deliverers 'joining up' via the LSB, with clear, shared outcomes in the Community Strategy. They can also see how neighbourhoods/ communities of place, and communities of interest with specific service needs, should in turn be 'joined up' to these processes. This is backed by a series of interesting projects, for example those supported by the ESF LSB Project, which is seeking innovation in public service delivery through collaboration (between organisations within a geographical area, including CF partnerships, or across geographical areas). The support that Torfaen's PSF is receiving from the ESF LSB Project indicates that "the concept of it is that it will become a methodology that spreads". A desire for this 'logic' to be in place is also evident from the 'bottom up', for example in the request for formal shared agreements between LSBs and CF partnerships (WLGA, 2009). The challenge lies in how to operationalise this 'logic'.

Much depends on the relative success of these projects, or indeed Torfaen's PSF *approach*, to act as demonstrations, and the ability for these to be rolled out or become standard practice, supported by WG policy, whilst also being appropriate for

and sensitive to local (and sub-local) variation. The performance management framework approach attempted in England – which also had a persuasive ‘logic’ – did not have a chance to bed down and justify its associated expenditure, before its infrastructure (such as the Audit Commission and Local Area Agreements) was dismantled by the coalition government. Time is needed for Wales to develop and persevere with its own approach.

A key recommendation is that appropriate neighbourhood-level information (as addressed in Tables 3 and 6) should be gathered as part of the PSF/ or similar frameworks. The PSF certainly provides a model, but it is recommended that the assessment framework for NM (at appendix 1) is used to inform development of ‘neighbourhood’ (or at least ward) level data within the PSF. As a WG respondent commented:

*“You create neighbourhoods, like Cardiff has, to maximise your service delivery, and I think if you’ve got good information, and the service providers actually work together, and exchange information, you can really make a difference to people’s experience of public services and a difference in the cost of providing things”.*

Another WG respondent commented, highlighting the role of CF partnerships and other community-based infrastructure:

*“Part of that is about processes, systems and monitoring, the other bit is about that softer information that comes through... We’ve got to have these channels that feed in all this stuff and synthesise it. There’s an upfront cost in establishing all of these things but the long-term benefits are that people’s voice is heard and understood, and either something’s done about it, or they’re given a reason about why that can’t be done.”*

Overall, the research revealed a huge interest in and willingness to discuss neighbourhood approaches with respect to:

- deprivation (in particular, the ‘bottom up’ respondents), implying targeted forms of neighbourhood working; and
- citizen engagement in service delivery (in particular the ‘top down’ respondents), implying sub-local authority wide modes of neighbourhood working.

One potentially useful way of combining the CF programme with public service performance is suggested by the model pursued in Bristol. Here the neighbourhood governance bodies allied to (in this case former) area-based initiatives have been contracted by the local authority to assist in development of the broader ‘neighbourhood partnership’ areas in which they are located to link with service providers and engage in service influencing, whilst maintaining their focus on their particular deprived area. This approach combines the (implied) deprived area focus of the ‘bottom up’ research respondents with the (implied) sub-local authority wide neighbourhood working infrastructure of the ‘top down’ respondents given their emphasis on responsive public services. It also enables ‘fuzzier’ boundaries. The Cardiff ‘NM’ approach described in section 2.3 above has similarities, though here the governance links between existing community-based infrastructure and the service partner officer virtual teams are less clear. As a WG respondent commented:

*“In terms of the way that they communicate, we need to get CF partnerships to be able to set what they’re trying to do in that bigger strategic context, so that*



*operationally the middle managers can understand what they might be able to do to improve or to respond... issues then get set in a context where by the time it gets up to director or Chief Executive level, they can see the strategic benefits of 4 or 5 issues that are coming upwards from community and neighbourhood level”.*

## **6. Research Outputs**

Returning to each of the research outputs envisaged at the outset:

### **Extended knowledge of what neighbourhood management constitutes**

The first section of this report enables this understanding. The process of undertaking this research, namely interviews with ‘elite’ WG respondents and practitioners, has also raised awareness of the validity of NM and broader neighbourhood approaches in terms of the following police areas:

- Communities: area regeneration; Communities First
- Local Government: democracy and partnerships
- Public services and performance: efficiency and innovation in public services; partnerships and collaborative working; performance measurement and management; citizen engagement; outcomes-based approaches to public service delivery.

### **An assessment framework for NM/ other forms of neighbourhood working**

The framework, amended in light of the fieldwork, is at appendix 1. This can be used to inform whether NM/ neighbourhood working should be adopted, and crucially can also be used to inform development of a ‘neighbourhood lens’ in broader outcomes-based approaches to public service delivery. The framework should be viewed as an initial attempt developed in part as a prompt regarding the potential contribution of NM/ neighbourhood working approaches. Crucially, and in line with WG’s shift to results-based accountability, the framework seeks to change how the contribution of neighbourhood working is viewed to one more appropriate to its core ethos of connecting residents to their local services and improving outcomes.

### **Recommendations to the Welsh Government on positive, supporting action**

Drawing from section 5, it is recommended that WG:

- **Develop guidance on Public Service Frameworks for local authorities and their LSB partners (including LHBs):** pent up demand is evident: for example, TCBC’s PSSU respondent commented that “we’ve had 11, 12 LSBs coming to us about what we’re doing and how we got there.” This would support and join up the collaboration agenda being pursued by for example the ESF LSB team and the Efficiency and Innovation Board, as well as align with the ‘direction of travel’ of the Simpson Review. It should include consideration of the multi-scalar modes of governance required. LHBs are stressed here as partners given their lead in the current development of ‘Locality Care Networks’, a process which ideally should be part and parcel of PSF-style developments.
- **This should include guidance on developing the ‘neighbourhood lens’ within PSF-style approaches:** drawing from the assessment framework as presented here, and aligned with the streamlining of CF monitoring which is also underway. In addition to the data needed to drive these processes, the guidance should also make clear the role of the neighbourhood level in enabling citizens to inform service delivery and explain the role of CF and other community-based structures in facilitating this.
- **Factor these recommendations into the redesign of the Communities First programme:** CF partnerships should be framed as the facilitator between their communities and service providers (with social enterprise as a possible, subsequent, approach to fill gaps in service provision).

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**APPENDIX ONE:**  
**Neighbourhood Management: Assessment Framework**

<b>NM Contribution: examples</b>	<b>Efficiencies: 'Resource saving or releasing' examples</b>	<b>Effectiveness/ Strategic Added Value: examples</b>	<b>(Non-output related) evidence: examples</b>
<b>Crime and community safety</b>			
<ul style="list-style-type: none"> <li>- Facilitating PACT meetings</li> <li>- Hosting Neighbourhood Policing Team (at neighbourhood office)</li> <li>- Facilitating close working links between Neighbourhood Policing Team, residents and for example social housing wardens, local authority environmental services</li> </ul>	<ul style="list-style-type: none"> <li>- Partners joining up and better able to see connections between different organisations/ services</li> <li>- Better informed and co-ordinated service responsiveness</li> <li>- Community intelligence</li> <li>- Freeing police resource for other activities</li> </ul>	<ul style="list-style-type: none"> <li>- People engaging at a local level with police</li> <li>- Fall in recorded crime and ASB</li> <li>- Fall in vandalism</li> <li>- Improved services</li> <li>- Area more attractive</li> </ul>	<ul style="list-style-type: none"> <li>- Household survey: satisfaction with police</li> <li>- Recorded crime and ASB</li> <li>- Possible calculations using average costs to Criminal Justice System for a range of offences</li> </ul>
<b>Environmental services</b>			
<ul style="list-style-type: none"> <li>- Local intelligence eg. on dog fouling, fly tipping and graffiti</li> <li>- Residents encouraged to self-report or via street representative system established</li> <li>- Environmental 'visual audits'</li> </ul>	<ul style="list-style-type: none"> <li>- Reduction in fly-tipping and graffiti (faster local dealing with problems)</li> </ul>	<ul style="list-style-type: none"> <li>- People engaging at a local level with service providers</li> <li>- Reduction in fly-tipping and graffiti</li> <li>- Changes in resident behaviour</li> <li>- Improved services and satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Data on service delivery costs and performance indicators from local authority</li> </ul>
<b>Streetscape</b>			
<ul style="list-style-type: none"> <li>- 'Red dot' initiatives for residents to identify street and pavement improvements</li> <li>- Open space audit and identification of upgrades</li> </ul>	<ul style="list-style-type: none"> <li>- Informing better targeting of highways/ public realm spend</li> </ul>	<ul style="list-style-type: none"> <li>- People engaging at a local level with service providers</li> <li>- Improved services and satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Data on service delivery costs and performance indicators from local authority</li> </ul>
<b>Health and well-being</b>			
<ul style="list-style-type: none"> <li>- Hosting health staff (eg. outreach workers) at Neighbourhood Centre</li> <li>- Health Training Programme for frontline workers to give better signposting and guidance to residents</li> <li>- Mapping of health and well-being services</li> </ul>	<ul style="list-style-type: none"> <li>- Enable health staff to 'hit the ground running', 'releasing' public sector spend</li> <li>- Overall better joining up of activities which influence well-being, such as open space provision, physical</li> </ul>	<ul style="list-style-type: none"> <li>Mainstreaming: <ul style="list-style-type: none"> <li>- Eg Health Training Programme &amp; Healthy Living Programme</li> <li>- Dentistry survey informed action</li> </ul> </li> <li>Also <ul style="list-style-type: none"> <li>- People engaging</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Household survey: <ul style="list-style-type: none"> <li>- Increase in GP use and dentists' services</li> <li>- Reduction in life expectancy gap compared to LA's least deprived ward</li> </ul> </li> <li>Possible calculations using eg. unit cost data on GP and practice nurse</li> </ul>

<ul style="list-style-type: none"> <li>- Dentistry survey to identify needs</li> <li>- Facilitating development of joint strategies, eg. services for older people</li> <li>- Support to partner programmes, eg. on healthy living</li> <li>- Health Outreach Worker providing effective link between vulnerable people and services</li> </ul>	<ul style="list-style-type: none"> <li>activities, better signposting to services, activities for the elderly</li> </ul>	<ul style="list-style-type: none"> <li>with service providers</li> <li>- Improved services</li> <li>- Increased service take up</li> <li>- Changes in resident behaviour leading to improved health</li> </ul>	<ul style="list-style-type: none"> <li>consultations</li> </ul>
<b>Housing</b>			
<ul style="list-style-type: none"> <li>- Resident engagement/consultation</li> <li>- Occupancy research</li> <li>- Identification of housing in poor condition</li> <li>- Better information to inform local lettings scheme</li> <li>- Work with private landlords</li> <li>- Definitive social housing listing</li> </ul>	<ul style="list-style-type: none"> <li>- Occupancy research enabling potential for more efficient use of social housing</li> <li>- Private landlords taking greater responsibility with likely ASB and streetscape savings</li> <li>- Enable Env Health to 'hit the ground running' with target poor condition properties, 'releasing' public sector spend</li> </ul>	<ul style="list-style-type: none"> <li>- Area a more attractive place to live</li> <li>- Higher resident satisfaction</li> <li>- Improved understanding of local lettings scheme</li> </ul>	<ul style="list-style-type: none"> <li>Housing data on the costs of voids (repairs, making safe, maintenance) (from Council, RSLs etc)</li> </ul>
<b>Training and employment</b>			
<ul style="list-style-type: none"> <li>- Host advisor at Neighbourhood Centre</li> <li>- People coming to Neighbourhood Centre given basic advice and signposting</li> <li>- Regular Neighbourhood Centre drop-in sessions by agencies eg. JobCentre Plus</li> <li>- Apprenticeship events &amp; follow up</li> <li>- Local Resident Traineeship for a local resident to become an NM Officer, including a qualification</li> <li>- Other local residents employed/ volunteered at Neighbourhood Centre.</li> </ul>	<ul style="list-style-type: none"> <li>- Reduced JSA claimants (eg. apprenticeship creation)</li> <li>- Enable providers to 'hit ground running' with referrals, 'releasing' public sector spend</li> <li>- Improving routes for local people to and through training and employment opportunities</li> <li>- Raising awareness of services and adding value to service providers' publicity</li> <li>- Joining up and supporting existing service providers</li> <li>- Disseminating information about services and opportunities</li> <li>- Volunteers may release public sector staff time.</li> </ul>	<ul style="list-style-type: none"> <li>- People engaging at a local level with service providers</li> <li>- Increased local service take up and outcomes (qualifications and jobs)</li> <li>- Higher local aspirations through participation and learning</li> </ul>	<ul style="list-style-type: none"> <li>- Percentage change in JSA claimants for ward</li> </ul>

## **APPENDIX TWO:**

# **Neighbourhood Management: Development of an Assessment Framework Interview Topic Guide**

**Main question: the scope for the neighbourhood management approach to better connect disadvantaged communities with local service delivery in Wales**

### **Preamble**

#### **Check about the interview being recorded.**

Neighbourhood management (NM) is broadly defined as a process which brings the local community and local service providers together, at neighbourhood level, to tackle local problems and improve local services. The purpose of this WG-funded research is to develop a framework to assist policy development regarding the potential value of the NM approach.

#### **About your role**

- Can you explain what your role is?
- Who do you work with and how, including:
  - Statutory agencies
  - Communities
  - The third (community, voluntary, RSL/ housing association) sector?

#### **Information on service provision**

- In your opinion, how are communities linked to service provision now?
- How is service performance measured? In terms of...
  - Demand/ need
  - Use
  - Quality, eg. satisfaction levels
  - Impact/ outcomes
  - Against what objectives/ indicators (Local Delivery Agreements etc).
  - Costs
- Are any data gathered at a neighbourhood level?
- If not, are there any plans for changes in the way information is gathered?

#### **Neighbourhood working**

- How does your agency engage at a neighbourhood level, if at all?
- Are different approaches taken to more deprived neighbourhoods/ are these neighbourhoods targeted in any way?
- How, if at all, do you work with Communities First partnerships?
  - Do the partnerships influence how you deliver services in their areas?
  - Do you work with the partnerships on specific projects or programmes?
- Do you think the neighbourhood is an important scale for service providers to engage?
- Who do you think are the key agencies (including the statutory and third sectors) at a neighbourhood level?
- How much do you think that neighbourhood working depends on formal structures? How much does it depend on informal relationships/ ways of working?

- How much does or would neighbourhood working relate to Torfaen’s distinctive context, for example, the Council’s approach, the presence and strength of third sector organisations?

**Impacts [refer to initial assessment framework]**

- Do you think that the NM approach could ‘add value’? Can you think of any specific examples, for example in terms of:
  - Cost saving/ value-for-money
  - More efficient service delivery
  - More targeted/ tailored service delivery
  - Preventing future and more costly to resolve problems
  - Developing better information and consultation processes
  - Having a community infrastructure to make use of
  - Getting communities/ ‘hard to reach’ groups engaged/ empowered
  - Improving resident/ service user satisfaction.
- Please give any specific examples in your organisation of how the approach could have broader impacts, such as:
  - how you go about delivering services in other areas (‘rolling out’)
  - working (‘joining up’) with other agencies.

**Delivering or Influencing**

- Which would you rather see – a neighbourhood-based organisation contracted to deliver mainstream funded services, or a neighbourhood-based organisation seeking to influence the way agencies deliver their public services?

**Possible Successes and Problems**

- Overall, what do you think is the scope for communities to affect how services in their neighbourhood are provided?
- What do you think would work well?
- What do you think would be very challenging to make work? Please give some specific examples, eg:
  - Making the case for funding neighbourhood staff
  - Agencies able and willing to be responsive to neighbourhood specific concerns and needs
  - Joining up across agencies
  - Gaining sufficient and appropriate community involvement
  - Gaining people with the skills needed (for example, neighbourhood managers).

**The Future**

- Do you see scope for the NM approach?
- If it proceeds:
  - How do you think it should proceed?
  - How do you think it should be funded and organised?

**Finally**

- Is there anything else you would like to add?
- Do you have any questions about the research or how the material will be used?

**Thank you**



***APPENDIX THREE:***  
**Respondent Listing**

*Torfaen Case Study: Service Provider Partners*

*TCBC*

- Duncan Anstey, Head of Community Regeneration, TCBC
- Steve J Williams, Head of Public Services Support Unit, TCBC

*LHB*

- Sue Evans, Locality Director, Social Care, Housing and Health, Torfaen (joint post between TCBC and Aneurin Bevan LHB)

*Police*

- Inspector Kevin Warren, Gwent Police

*Third Sector*

- Barbara Castle, Director of Community Investment and Involvement, Bron Afon Community Housing Ltd

*Torfaen Case Study: Community-Based Partners*

- Emma Cambray-Stacey, Manager, the Garnsychan Partnership
- Mike Howell, Co-ordinator, Blaenavon Communities First Partnership.

*Welsh Government 'Elites'*

- Paul Dear, Head of Communities First, WG
- Michael Curties, Communities First team, WG
- Ceri Thomas, LSB ESF Project, WG
- Reg Kilpatrick, Head of Local Government Policy, WG

**APPENDIX FOUR:**

<b>Torfaen Community Regeneration Funding Secured 2009-2011</b>		
<b>Project &amp; Funder</b>	<b>Value</b>	<b>Project Description</b>
<b>Community Economic Development Programme (Wales European Funding) Convergence</b>	<b>£2.83m</b>	Five year flexible grant scheme which supports social enterprises and the development of sustainability in the third sector.
<b>Digital Inclusion (WG)</b>	<b>£160k</b>	Aimed at developing digital inclusion across the borough with the subsidised resale of computers and software to individuals and community groups
<b>Family Links (WG)</b>	<b>£113k</b>	Outcome bid to extend the massively successful project across all four Community First wards offering school/outside school assistance to children and families
<b>Hearty Lives * (WG)</b>	<b>£210k</b>	Employ healthy lives workers in Communities First areas. Allowing the existing programme to concentrate on areas across the whole of the county borough whose main focus will be on encouraging people to take part in local environmental projects
<b>Well being Centre Pentwyn (Heads of the Valleys) HoV</b>	<b>£500k</b>	Construction of new wellbeing and cricket club in Pentwyn funded through HOV. Includes training room, changing facilities, function room, kitchen, car parking and landscaping.
<b>Trevethin Village Green &amp; Life Station (European Funding Convergence)</b>	<b>£4.2m</b>	Construction of a superb adult education centre and conference facility.
<b>Communities First Green Gateways (HoV)</b>	<b>£150K</b>	Refurbish entrance equipment footpaths repairs to steps for disability access. PYG allotments work and American gardens access
<b>Green Box Scheme (Big Lottery and HoV/ Environment Wales)</b>	<b>£325k</b>	Provision of a vegetable box scheme growing and delivering fresh fruit and vegetables across the county borough. Benefiting older and more vulnerable members in our society
<b>Elgam Ravine (HoV)</b>	<b>£207k</b>	Environmental scheme. Installation of a bridge linking two sections of the community. Elgam and Ty Fry in Blaenavon
<b>Garnsychan Circulate(HoV)</b>	<b>£75k</b>	Social enterprise run to provide low cost furniture and household goods for the benefit of all primarily people on low income or benefit dependency
<b>Central Drive ( HoV &amp; Big Lottery)</b>	<b>£270k</b>	Environmental and children's play facilities scheme on derelict housing land, resurfacing, fencing installation.
<b>American Gardens (HoV &amp; Lottery)</b>	<b>£270k</b>	Feasibility study leading to wider restoration work with volunteer and community involvement
<b>Thornhill Environmental Improvements (Env Wales)</b>	<b>£80k</b>	Environmental work , thinning of trees, refurbishment of a play area, graffiti obstruction removal, removing the fear of crime in areas in Thornhill
<b>Wye Court Refurbishment (CFAP) *</b>	<b>£100k +</b>	Potential project to refurbish foyer atrium glass roof and café facilities. Install disabled access facilities and lift accessing a new training suite. On hold
<b>Churchwood Path ( HoV)</b>	<b>£50k</b>	Installation and upgrading of existing footpaths
<b>Blaenavon MUGA ( HoV)</b>	<b>£50k</b>	Multi Use Games area relocated and installed in Blaenavon. Sport and play facility for young people.

<b>Pontnewynydd TV/ Audio studio (HoV)</b>	<b>£60k</b>	Installation of a broadcast quality green screen film and audio studio in Pontnewynydd primary school
<b>Penygarn Allotments (HoV)</b>	<b>£25k</b>	Fencing, disability access for raised beds and storage
<b>Lasgarn Football field (HoV)</b>	<b>£230k</b>	Pitch renovation to allow all year round use, new surface and drainage.
<b>Cold Barn Farm (HoV)</b>	<b>£130k</b>	Refurbishment, gym and MUGA Installation
<b>Ysgol Gwyn Llyw Trevethin (HoV)</b>	<b>£60k</b>	Installation of a lay by at the school.
<b>Church View Path ( Safe Routes in the Community) WG</b>	<b>£130k</b>	Ancient public right of way access improvements.
<b>Blaenavon CF office (WG)</b>	<b>£120k</b>	Redesign and refurbishment of the Pavilion to house the Communities First staff. Renew meeting rooms, kitchen facilities installation of new windows
<b>Community Garden (HoV)</b>	<b>£90k</b>	Refurbishment of an unkempt piece of land rejuvenated into a community area and outdoor education classroom.
<b>Co Star clean up (Keep Wales Tidy)</b>	<b>£5k</b>	Funding secured to complete environment work in Cwmbran area
<b>Monnow court landscaping</b>	<b>£8k</b>	Refurbish communal play area
<b>Communities First Trust Fund (CFTF)</b>	<b>£140k</b>	Total funding received in the county borough for organisations to benefit from. Hundreds of projects completed/assisted as a result
<b>Garnsychan Microsoft I.T Suite (Microsoft)</b>	<b>£90k</b>	Installation of 16 laptops computers and associated software providing opportunities for education and training in the community
<b>Metalwise (HoV)</b>	<b>£70k</b>	Social enterprise established making quality products e.g. gates, fencing, pots for sale.
<b>Food innovation (TCBC)</b>	<b>£15k</b>	Training and education linked to the Veg box looking to provide classes on healthy cooking on a budget
<b>Visual Enhancements Trevethin (Keep Wales Tidy)</b>	<b>£5k</b>	Projects funded by Keep Wales Tidy improving the environment in Trevethin
<b>Llankelly Chase</b>	<b>£38k</b>	Revenue funding secured for the employment of a community enterprise worker to develop Co-star trusts aims
<b>Awards for All</b>	<b>£4k</b>	Funding secured to initiate Repaint scheme. Resale of paint at low prices to community groups and individuals at Co-star
<b>Cylch WG</b>	<b>£6k</b>	Co-star feasibility study revenue towards innovation centre growing the Veg box project
<b>Environment Wales</b>	<b>£4k</b>	To complete the feasibility study revenue towards innovation centre growing the Veg box project
<b>Playground in Blaenavon (HoV)</b>	<b>£80k</b>	Play area in the Flower park Blaenavon funded by HoV
<b>Laura Ashley</b>	<b>£9k</b>	Revenue funding to employ the Co-star receptionist
<b>The Waterloo Foundation</b>	<b>£12k</b>	Revenue funding to employ a gardener for the Co-star trust
<b>The Trust House</b>	<b>£9k</b>	Secured funding for the purchase of a vehicle to be used by the gardener at Co-star
<b>Create</b>	<b>£3k</b>	Further revenue to secure the gardener post at Co-star
<b>Trevethin shops renewal study (HoV)</b>	<b>£80k</b>	Commissioning of consultants to produce a detailed renewal plan for Trevethin Village core in cooperation with local tenants and the community as the first stage of a major European Convergence project.

<b>St Cadocs Church (HoV)</b>	<b>£260k</b>	Restoration of bell tower and external work to refurbish exteriors
<b>Children in Need</b>	<b>£100k</b>	Funding for St Cadocs play park secured through Big Lottery currently re profiling
<b>Tudor Trust</b>	<b>£95k</b>	Funding that employed a centre manager which has developed the activities provided from the centre which include education, welfare and leisure
<b>Blaenavon Rugby Club (HoV)</b>	<b>£50k</b>	Installation of floodlights
<b>Lasgarn Changing Rooms (HoV)</b>	<b>£40k</b>	Heads of the Valley funded refurbishment of the current changing room provision.
<b>Trevethin Carmen (Valleys Homecoming)</b>	<b>£10k</b>	Funding secured from valleys homecoming to put on a localised adapted production
<b>St Cadocs Play area (HoV)</b>	<b>£100k</b>	Installation of new play facilities designed and led by the local community
<b>Total 2008-10</b> * Funding Pending	<b>£11.67m</b>	

*APPENDIX FIVE:*

Tactical Options for dealing with Anti-social Behaviour

Tactical Options Menu		
<i>PREVENTION</i>	<i>INTELLIGENCE</i>	<i>ENFORCEMENT</i>
<ol style="list-style-type: none"> <li>1. Reassurance visits / SPOC for repeat / vulnerable victims</li> <li>2. ASB warning letters / behaviour contracts</li> <li>3. Targeted patrols</li> <li>4. Overt filming</li> <li>5. Dispersal orders</li> <li>6. Schools liaison presentations</li> <li>7. Safer schools partnership</li> <li>8. Street pastors / youth workers</li> <li>9. Rapid CCTV deployment</li> <li>10. Youth inclusion and support panels</li> <li>11. Injunctions sought in liaison with residential social landlords</li> <li>12. Pub watch</li> <li>13. Anti-drink spiking campaigns</li> <li>14. Exclusion zones</li> <li>15. Door staff legislation</li> <li>16. Diversion schemes</li> <li>17. Advertise on taxis and buses with distinctive branding</li> <li>18. Use television and radio media</li> <li>19. Night time economy partnerships</li> <li>20. Get home safe schemes / taxi marshalling</li> <li>21. Partnership working for town centre-offender profiling and information sharing</li> <li>22. Design layout/furniture of premises to break up groups and reduce amount drunk</li> <li>23. Bluetooth Messaging</li> <li>24. Make area no cold calling</li> </ol>	<p style="text-align: center;"><b>Use following as information sources</b></p> <ol style="list-style-type: none"> <li>1. CCTV</li> <li>2. 'Watch' schemes</li> <li>3. Problem profile</li> <li>4. Safer school partnership</li> <li>5. Youth Offending Team</li> <li>6. Off-licences</li> <li>7. ASBO process</li> <li>8. Intelligence debrief of offenders</li> <li>9. Fast-food outlets</li> <li>10. Bus and train companies</li> <li>11. Night clubs and staff</li> <li>12. Media</li> <li>13. Incident, crime and custody, stop search, ANPR reports</li> <li>14. Partners, e.g. traffic wardens, local authority, ambulance, accident and emergency, doctors, youth workers, fire, licensing, residential social landlords</li> <li>15. Covert CCTV</li> </ol>	<ol style="list-style-type: none"> <li>1. Positive arrest strategy</li> <li>2. ASBO process</li> <li>3. Directed / high visibility patrols</li> <li>4. Penalty notices for disorder</li> <li>5. Use media to reinforce enforcement message</li> <li>6. Apply bail conditions</li> <li>7. CCTV used in evidence</li> <li>8. No drinking zones</li> <li>9. Injunctions</li> <li>10. Dispersal orders</li> <li>11. Licensing offences</li> <li>12. Control nuisance premises</li> <li>13. Exclusion orders</li> <li>14. Target flash points</li> <li>15. Use of Partnership Enforcement Teams</li> <li>16. Use media to highlight positive results</li> </ol>

Protecting and Reassuring  
Amddiffyn a Thawelu Meddwl



Heddlu  
Gwent  
Police

***APPENDIX SIX:***  
**BRON AFON COMMUNITY HOUSING TOOLKIT: SUMMARY**

The purpose of the Community Team approach is to make real the commitment we have in Bron Afon to working with our communities. At the point of transfer we divided our area into 17 ‘patches’, reflecting the communities people already identified with. All staff and members now share this way of referring to our communities. Having a focus on one particular community means that the Community Housing Team can develop a deep understanding and expertise around the issues and concerns people have in that community. By working in this way you will also be able to work closely with the individuals and agencies that are involved in the services within that area, and who might be able to help design and deliver improvements and solutions to community concerns. The Toolkit takes you through the various stages of developing a good practice, community-based approach to working in your community.

**Section 1 – The basics of working as a Community Team**

- Community Development
- Building a Community Profile
- The Community Survey
- Walkabouts; Local Consultation
- Community Events
- The Community Improvement Budget
- Community Forums and Action Plans
- Money Advice and Financial Inclusion
- Holding Local Surgeries

**Section 2 – Working with others**

- Working with Elected Members
- Working with Bron Afon’s Membership and Leaseholders
- Working with Partners
- Working with Volunteers
- Working with Older People and Young People
- Supporting Local Projects
- Working in Communities First Areas

**Section 3 – Using data, mapping and recording**

- Using Local Data
- Using Maps and Geographical Information Systems (GIS)
- Recording and Noting Impacts
- Developing a Services and Partnership Database

**Section 4 – Telling people what’s happening**

- Publicity and PR; Bulletins and Leaflets

**Section 5 – Widening out your good practice work**

- The Main Works Programme
- Procurement
- Work Experience Placements
- ‘Business’ Ideas and Social Enterprises
- Good Practice Links

APPENDIX SEVEN:

Neighbourhood Management Team – Community Safety Partnership – Report Card

**Description of role**

The North Pontypool Neighbourhood Management Team operates in the wards of Pontnewynydd, Blaenavon Abersychan and Trevethin. The neighbourhood management team exists to monitor crime and community safety issues in the North Torfaen area concentrating on issues such as anti social behaviour, public disorder linked to alcohol use, violent crime, domestic abuse and household burglary. The team is made up of people from a wide range of organisations and teams so that they can discuss issues and take the most appropriate action to improve the safety of the North Torfaen area.

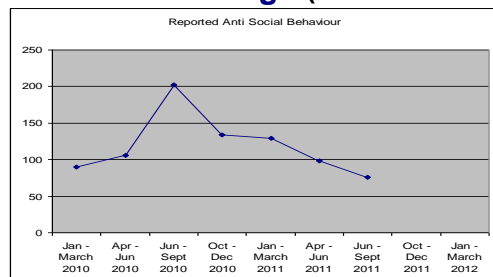
**Headline Performance Measures**

1. Reported anti-social behaviour
2. Alcohol related public disorder
3. % Residents surveyed that feel safe during the day / after dark when outside
4. Number violent crimes committed against the person
5. Domestic abuse incidents reported
6. Number of burglaries against a dwelling

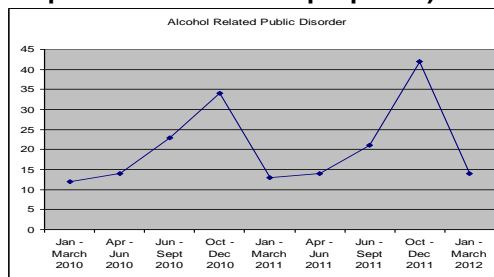
**Data Development Agenda**

- 1.

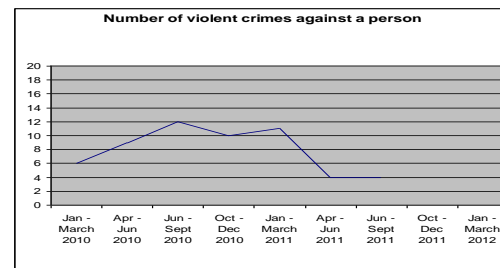
**How are we doing? (data below is made up for demonstration purposes)**



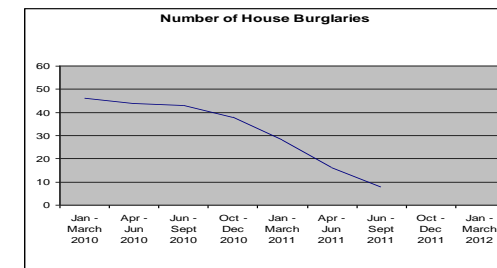
Anti social behaviour reported



Number of Alcohol related public disorder incidents



Number of Violent Crimes against the person



Number of household burglaries

**The Story – causes and forces at work**

Relevant Performance Measures discussed using:

- Problem Solving - success of interventions
- Projects – contribution to changes in behaviour
- Hot Spots – changes in patterns, lessening of intensity
- Community perception – alleviation of perceived problems within areas
- Workplans – ability to plan and commission interventions successfully over the long term

**EXAMPLE** Anti social behaviour

- The number of incidents increases during summer holidays (summer 2010) when schools closed
- Incidents of young people committing ASB occurs mainly at X, Y and Z locations
- Young People report not having other activities in the area to do during the summer

**Partners that can help us do better**

- Who can play an active role in improving the situation?  
**EXAMPLE** Police, Community Safety Officers, Detached Project Officers

**Action we propose to do to improve:**

- Action that will be taken  
**EXAMPLE**
- Detached Project Officers to run informal events including sports, BBQ, craft working at X.
- Police and PCSO's to signpost young people from location Y & Z to X location.