



Neighbourhood Management – Beyond the
Pathfinders: A National Overview

**Neighbourhood Management Pathfinders National
Evaluation**



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Pathfinders

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October 2008
SQW Consulting

Department for Communities and Local Government

The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government.

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October 2008

Product Code: 08CRLD05526

ISBN: 978-1-4098-0523-6

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Key Findings

1. These are the key findings of a report which provides the first full national overview of the nature and extent of neighbourhood management in England. The report has been prepared by the team, led by SQW Consulting, which has been undertaking the national evaluation of the Neighbourhood Management Pathfinders, for Communities and Local Government. The evaluation of the 35 Pathfinders has been the largest and most detailed study ever undertaken of neighbourhood management.¹ Together with the survey and case study findings in this report, the team has assembled the largest evidence base yet of neighbourhood management in England.
2. The report includes:
 - A summary of the national evidence base about the nature of neighbourhood management, beyond that generated from the Pathfinder evaluation
 - The findings of a new national survey of local authorities about the extent of neighbourhood management and the different models emerging
 - Summaries of ten new case studies of neighbourhood management initiatives, illustrating the range of practices

Neighbourhood management

3. The working definition of neighbourhood management used for the purposes of this study is that provided by the Social Exclusion Unit in 2000 in its fourth Policy Action Team report, which set out the role of neighbourhood management as:

“...to help deprived communities and local services improve local outcomes, by improving and joining up local services, and making them more responsive to local needs.”
4. It also recommend that the approach should be tested with a model that embodied five key principles:
 - Someone with overall responsibility at the neighbourhood level
 - Community involvement and leadership
 - The tools to get things done
 - A systematic planned approach to tackling local problems
 - Effective delivery mechanisms

¹ The final evaluation report on the Pathfinders was published at the same time as this report: SQW Consulting and partners, *Neighbourhood Management Pathfinders: Final Evaluation* (Communities and Local Government, 2008)

5. Since 2001, a national Pathfinder Programme has funded 35 partnerships to test out this model. This has sparked the growth of a range of similar partnerships around England since then, funded in particular through Neighbourhood Renewal Funds (NRF) and Neighbourhood Element (NE).
6. Government policy has also developed in recent years to provide a supportive framework for such activities – particularly in its promotion of greater community involvement in shaping public services and the greater joining up of local public services led by local government.

The extent of neighbourhood management

7. The evaluation team reviewed available literature on neighbourhood management and found that there is a limited amount of evidence on neighbourhood management directly, outside of the national evaluation of the Neighbourhood Management Pathfinders.
8. They then conducted a survey of 135 local authorities in England, primarily those that were in receipt of Neighbourhood Renewal Funds or Neighbourhood Element and most likely to be engaged in neighbourhood management. We are confident that the survey captured the majority of neighbourhood management activity in England. If the survey has erred in its estimation of neighbourhood management therefore, it will be in undercounting the activity. This is most likely to have occurred in relation to RSLs that fund neighbourhood management initiatives as an extension of housing management.
9. There was a high response rate to the survey (91%) and over 80% of respondents (95) said that they were operating either neighbourhood management (77%) or wider area management (6%). It can, therefore, be concluded that at least 27% of all 354 unitary or district level authorities in England were operating some form of neighbourhood management, rising to 30% if area management is included as well.
10. These 95 authorities operating neighbourhood management are spread fairly evenly throughout the nine English regions with the largest concentration in the North West and the smallest in the South East. Within the 95 authorities there were 135 separate neighbourhood management initiatives covering nearly 500 separate neighbourhoods and an estimated population of over 4 million people, 8% of England's population.
11. The expansion and development of neighbourhood management is recent, with 60% of neighbourhood management initiatives starting in 2005 or more recently. The significant growth since 2006 was associated with the introduction of Neighbourhood Element funding.

The nature of neighbourhood management

12. Outside of the Pathfinder Programme the design of neighbourhood management initiatives varies between areas reflecting differing contexts and issues but the overall approach is largely the same and reflects the Pathfinder model. Drawing on the national survey and our case studies, the most obvious commonalities between the majority of initiatives include the following:
- Neighbourhood management is primarily used as a **tool for facilitating the renewal of deprived neighbourhoods** in an attempt to narrow the gap between these neighbourhoods and less deprived areas.
 - Whilst neighbourhood management has been developed in areas that face a wide variety of issues associated with deprivation including high crime levels, poor environment, low skills and qualifications and poor health, **initial activity has tended to focus on crime and environmental issues** and then moved on to address other issues once the initiative has become established.
 - The average size of target areas has been **below 15,000 population** in 75% of the areas identified in our survey.
 - The focus of activity and the primary approach of neighbourhood management has been to **influence service providers**, not to engage in direct service delivery.
 - **Neighbourhood management has engaged a variety of partners**, particularly the police, the local authority (and its associated departments) the PCT, and housing associations/RSLs.
 - **Neighbourhood management is predominantly led by the local authority**. Aside from some RSLs there are **very few examples of other service providers taking a lead delivery role** either in terms of instigating neighbourhood management or in providing the required accountability and management structures.
 - There is a **widespread recognition of the importance of involving the community** and the vast majority of initiatives have sought to involve the community **in partnership decision making processes**. This involvement has also invariably been 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.
13. The average cost of neighbourhood management has been £29 per head of population per year with nearly 30% of our surveyed initiatives costing less than £10 per head per year. Clearly, most of the initiatives do not represent significant spending programmes. Those initiatives addressing more than one neighbourhood with some central 'shared' resources tend to achieve lower unit costs per head of population.

Evidence about impacts

14. We know from the Pathfinder National Evaluation that neighbourhood management can have positive effects on residents' perceptions of their area especially with regard to the "crime and grime" issues. It is more difficult to quantify the impact of neighbourhood management although the evidence from the Pathfinders suggests that positive inferences can be drawn especially in terms of the scale and nature of improvements in environment quality and community safety.
15. However, the evidence also demonstrates that it takes a while for the benefits to work through. This point needs to be borne in mind when we see that only two of the neighbourhood management initiatives reviewed in this report appear to provide much quantitative evidence on impacts. Most of the initiatives were not launched until 2005 or later and, consequently, it is hardly surprising that quantitative evidence is limited. The same could be said of the Pathfinders when they were just two years' old. However, the lack of monitoring and evaluation evident in respect of most of these initiatives will make it difficult to measure their benefits and impacts in future

Future prospects

16. Neighbourhood management has grown rapidly since 2002. It has become a widely practised approach in a short period of time, covering at least 500 neighbourhoods in England. However, to date, the growth of neighbourhood management has been strongly influenced by the availability of special funding – particularly Neighbourhood Element and NRF.
17. The consequence of this is that the longer term future of neighbourhood management across England could be uncertain. The end of Neighbourhood Element funding in particular is likely to be a key test of the interest of local authorities in supporting neighbourhood management on a more sustainable basis. 33% of the authorities operating neighbourhood management at the time of our survey felt that the future of their neighbourhood management arrangements was more secure and could continue for the foreseeable future, primarily through an expectation of local authority mainstream funding.
18. From our case studies it is apparent that neighbourhood management is beginning to change some of the ways in which key service providers operate. For these initiatives, and others like them, there is a challenge to identify and communicate the benefits of the neighbourhood management approach to their funders, as it is now primarily the continued interest of local authorities and their partners that will determine the future of neighbourhood management in England.

1 Introduction

- 1.1 This report provides the first full national overview of the nature and extent of neighbourhood management in England. Much research has been conducted on the government's Pathfinder Programme in recent years. This report complements that work with a review of neighbourhood management activities beyond those Pathfinders. It includes:
- a summary of the national evidence base about the nature of neighbourhood management beyond that generated from the Pathfinder evaluation
 - the findings of a new survey of local authorities about the extent of neighbourhood management and the different models emerging
 - summaries of ten new case studies of neighbourhood management initiatives, illustrating the range of practices
 - conclusions about the practice of, and future prospects for, neighbourhood management.
- 1.2 This report has been prepared as one of the final tasks of the long-term national evaluation of the Neighbourhood Management Pathfinders, led by SQW Consulting and its partners since 2002, and funded by Communities and Local Government. The Neighbourhood Management Pathfinder Programme was established in 2001 to pilot and promote neighbourhood management as a tool to improve the quality of life in deprived areas. This report goes some way to assessing the wider national impact and legacy of that Pathfinder Programme.

Neighbourhood management: establishing a new approach

- 1.3 A handful of initiatives have been practising neighbourhood management – in different ways – for many years. The potential of their work was identified and publicised widely for the first time by the Social Exclusion Unit in 2000 in its fourth Policy Action Team report²; this report was one of 18 Policy Action Team reports that made up the main building blocks for the National Strategy for Neighbourhood Renewal.
- 1.4 The Social Exclusion Unit envisaged that neighbourhood management could be 'the key vehicle' at the local level in providing a focus for the renewal of deprived neighbourhoods. The Policy Action Team report defined the role of neighbourhood management as:

² *Report of Policy Action Team 4: Neighbourhood Management* (Social Exclusion Unit, 2000)

“...to help deprived communities and local services improve local outcomes, by improving and joining up local services, and making them more responsive to local needs.”

- 1.5 It recommended that the approach should be tested, with a model that embodied five key principles:
- someone with overall responsibility at the neighbourhood level
 - community involvement and leadership
 - the tools to get things done
 - a systematic planned approach to tackling local problems
 - effective delivery mechanisms.
- 1.6 In 2001 the Office of the Deputy Prime Minister (now Communities and Local Government) launched the Neighbourhood Management Pathfinder Programme, to test this approach. Local authorities were invited to bid for funding in two rounds. In 2001, 20 Round 1 Pathfinders were established in deprived neighbourhoods in England, and in 2004, a further 15 Round 2 Pathfinders were established, in both urban and rural areas. Most of these Pathfinders are still operating and continuing to develop – their progress has been closely followed by the national evaluation team and their activities and local impacts are described in more detail in separate evaluation reports³.
- 1.7 Since 2001, interest in neighbourhood management has grown as has the number of new initiatives each year, supported in particular by regeneration funds such as the Neighbourhood Renewal Fund and Neighbourhood Element. At the same time there has been growing devolution of funding and decision-making from central government to local government, especially through Local Area Agreements, and, as part of this, much discussion of the need to devolve further to neighbourhoods. The Neighbourhood Management Pathfinders now represent only a small part of the national picture on neighbourhood management and neighbourhood working more generally.

Understanding the national picture

- 1.8 Although the work of the Pathfinders has been charted by the evaluation team over the last five years, the wider practice of neighbourhood management is less well understood. The purpose of this report therefore is to provide a fuller picture on how far neighbourhood management has spread across the country and explore the different approaches being developed and what is known about them.

³ Most recently: SQW Consulting and partners, *Neighbourhood Management Pathfinders: Final Evaluation* (Communities and Local Government, 2008)

The present policy context

- 1.9 Since 2000 neighbourhood management has been a regular feature of central government’s thinking about local government and neighbourhood renewal. This section briefly summarises the present policy context for neighbourhood management with reference to four key policy statements, and highlights how it remains highly relevant for the delivery of public services and the renewal of deprived areas.

The Local Government White Paper

- 1.10 The Local Government White Paper was published in October 2006 and set out a new vision for local government as that of “strategic leader” and “place shaper”, proposing ways to ensure that local government becomes more accountable and responsive to local people.
- 1.11 A key theme within the White Paper is the importance of giving local people more say in how services are delivered to them – through both greater choice and a bigger say in decision making. The White Paper endorses neighbourhood management and encourages its expansion, although it points towards its use in ‘community renewal programmes’ or as ‘a response to underperformance’ rather than a mechanism for universal use.

The Lyons Inquiry

- 1.12 The report of the Lyons Inquiry into the role, function and funding of local government (published in March 2007) echoed the White Paper in its vision of local government as more than just a deliverer of services. The report paints a picture of local government in which its role broadens out to become a facilitator and ‘place shaper’, where it is free to make more decisions locally, and is more accountable to local people. As Lyons concludes:

“What I have set out...is about strong, self-confident communities shaping their destinies and making choices for themselves.” (para 232)

- 1.13 Although not endorsing neighbourhood management, or any other mechanism, specifically, the report recognises the value of neighbourhood level discussion and decision-making for aspects of local government’s work:

“Effective place shaping councils are more likely to recognise the value to be gained through devolving decision making to neighbourhoods or areas better placed to deliver the community’s strategic goals, having the confidence, in some circumstances, to ‘let go’.”(p.185)

- 1.14 It goes on to make a related recommendation:

“Recommendation 5.5: Local authorities need to identify where they can make space for neighbourhood or parish activity, particularly to address liveability issues, and to encourage participation and innovation.” (p.186)

The Flanagan Review of Policing

1.15 The Final Report from the independent Flanagan Review of Policing in England was published in February 2008 proposing that neighbourhood policing should be at the core of policing in England and Wales, as it would help to:

- increase community confidence in the Police
- increase community involvement in shaping priorities
- increase partnership working
- promote community cohesion.

1.16 The Review highlighted the value and benefits of delivering neighbourhood policing within the context of neighbourhood management stating that:

“[The] vision for the future of Neighbourhood Policing is that it exists within a wider context of collaboration and joint working, with all local partners and staff dedicated to identifying and resolving the problems that face communities. This wider neighbourhood management approach should be fully integrated wherever possible.” (p.67)

1.17 The review then goes on to recommend that:

“Recommendation 27: To promote improved partnership working and the closer integration of Neighbourhood Policing within a neighbourhood management approach, the relevant local government and policing agencies should develop a national leadership and training resource through a joint excellence programme.” (p.71)

Comprehensive Spending Review 2007

1.18 In October 2007 the Chancellor of the Exchequer reported on the 2007 Comprehensive Spending Review (CSR). The CSR was informed by four policy reviews, one of which was a review of sub-national economic development and regeneration which specifically considered how to strengthen economic performance in regions, cities and other localities throughout the country. The CSR was underpinned with 30 new Public Service Agreements (PSA) that set out the key priority outcomes the Government wants to achieve in the next spending period (2008–2011). Of the 30 PSAs, PSA 21 has direct implications for neighbourhood management and neighbourhood working in its aim “to build more cohesive, empowered and active communities”.

1.19 Below this PSA target is a small basket of indicators. Four of the indicators identified are outcomes that neighbourhood management could make a contribution towards:

- NI 1 – % of people who believe people from different backgrounds get on well together
- NI 2 – % of people who feel that they belong to their neighbourhood

- NI 4 – % of people who feel they can influence decisions in their locality
- NI 7 – Environment for a thriving third sector.

Structure of this report

1.20 In order to develop a clearer understanding of the scale and nature of neighbourhood management in England this report draws on three separate, but inter-linked, strands of research:

- a review of the available evidence base on neighbourhood management
- a national telephone survey of 135 local authorities (with a 91% response rate)
- detailed case studies of the neighbourhood management arrangements currently operating in 10 local authorities.

1.21 The remainder of this report looks at each of these strands in turn and is set out as follows:

- **Section A: Neighbourhood Management – The National Evidence Base**

This section seeks to define neighbourhood management, analyses the evidence base and presents the key issues, lessons and conclusions highlighted by this review. This section contains a summary, with the full review in Annex A.

- **Section B: Neighbourhood Management – Beyond the Pathfinders**

Presents the key findings from a telephone survey of local authorities. It outlines the survey process and identifies the key issues, lessons and conclusions arising from the survey.

- **Section C: Neighbourhood Management – Case Studies**

Provides summaries of the 10 case studies providing greater detail and insight into how neighbourhood management is operating in a range of different contexts.

- **Section D: Conclusions**

The final section of the report pulls together all these strands of research and draws some overall conclusions about the nature, extent and prospects for neighbourhood management.

Part A: Neighbourhood Management – The National Evidence Base Beyond the Pathfinders

2 Neighbourhood Management and the Evidence Base

Introduction

- 2.1 This part of the report summarises a review of the literature and evidence on neighbourhood management and other related dimensions of place management *beyond that provided by the Pathfinder national evaluation*, which is summarised in a parallel report to this⁴.
- 2.2 The full review can be found in Annex A which assesses any published evidence on:
- the nature of neighbourhood management, including any variations in practices
 - the geographical extent of neighbourhood management
 - the costs and benefits of neighbourhood management and any 'lessons learnt'.
- 2.3 The summary of the review includes selective bibliographic references. Full details of the references and a more comprehensive bibliography are also provided in Annex A.
- 2.4 The evidence has been drawn from more recent research (largely carried out since 2002) and focused on UK neighbourhood management and wider 'place management' practices, where these are relevant, such as town centre and housing management.
- 2.5 The specific questions that were explored through the review included the following:
- What difference does geographical scale make to success/viable area management?
 - How do arrangements need to vary, if at all, to respond to the different types of social, economic and physical challenges in an area?
 - How can public service providers be influenced by citizens/users to change their services/expenditure?

⁴ SQW Consulting and partners (2008) *Neighbourhood Management Pathfinders: Final Evaluation*, CLG

Neighbourhood management

2.6 The definition of neighbourhood management at the heart of the Pathfinder initiative is that it is ‘...a way of encouraging stakeholders to work with service providers to help improve the quality of services delivered in deprived neighbourhoods’.⁵ Consideration in the literature of the role of neighbourhood management outside this specific initiative acknowledges the contribution it can make to improving service delivery. However, it also recognises its potential role in providing for more active citizenship and community cohesion, enhanced social capital and regeneration and strengthened accountability for local decision-making (see Sullivan (2002), Lowndes (2006), Bennington (2006) and Cox (2006)). The breadth and diversity of these policy objectives means that, although the evidence base on the type of neighbourhood management as practised for the Pathfinders may be limited, there is a wider range of literature on the components of neighbourhood management more broadly defined.

2.7 In order to put a boundary around the range of literature to be explored in the review, it was necessary to take a view on what were the essential components of neighbourhood management even according to its broadest interpretation. Three components emerge from the literature as being central to the definition and purpose of neighbourhood management:

- decentralisation of service design or delivery *for* the neighbourhood
- coordination and management of service delivery *within* the neighbourhood
- community involvement in the design and delivery of neighbourhood services.

2.8 However, even on the broad view of neighbourhood management (Power (2004)), it was recognised that some services would not be appropriate for delivery at that spatial level although some degree of coordination might be needed. This raises the question of the spatial scale at which neighbourhood management could be expected to function effectively – is it less than 5000 households or smaller still – and for which services?

2.9 This issue is also relevant to the nature of community involvement which may have to work differently depending on the number of households in the relevant community. The substantial literature on community involvement demonstrates that it has a wide variety of purposes and methods. But this literature does not offer clear evidence on its appropriate purpose and form in the particular context of neighbourhood management although the critical nature of its role in this regard is often claimed.

2.10 Definitions of neighbourhood management focus on decentralisation of services, improved service design and delivery and community involvement, but there is little consensus on the nature of the tasks to be undertaken locally, on the relationship with local or wider governance structures, or

⁵ See the CLG website jargon buster

on the appropriate form and functioning of neighbourhood community involvement.

The evidence base

- 2.11 The evidence on which this review was based drew from the literature on both neighbourhood management (i.e. beyond the national evaluation) and on other policies and initiatives which either involved some element of neighbourhood management or had parallels with it.
- 2.12 There is a limited amount of evidence on neighbourhood management directly outside of the national evaluation of the Pathfinders. The publications from the Neighbourhood Management National Network (NMNN) offer examples of current practice and Brown (2002) describes neighbourhood management structures and operations in Scotland. Other evidence considers neighbourhood management in the context of social housing (Power 2004) or RSLs (Cope 2004, Evans 2006, Bacon 2007).
- 2.13 Many of the entries in the bibliography at Annex A tackle neighbourhood management as an element of wider programmes and/or draw inferences from similar types of intervention.
- **Area interventions:** Paskell (2005) focuses on the impact of interventions in an area (including a neighbourhood management element) while Kintrea (2007) assesses neighbourhood improvement programmes from 1975–2000 against the objectives of *current* policy priorities to explore what lessons there are for contemporary concerns.
 - **The new 'localism':** Since we are at early stages in more localised governance, the literature here offers policy analysis rather than evidence but is still useful in reviewing the context in which neighbourhood management may potentially develop.
 - **Community involvement:** Much of this literature is about community involvement in improving services, strengthening community capacity and engaging in local governance arrangements. However, it does provide for some inferences to be drawn about the role and effectiveness of neighbourhood management (Chanan 2003, Audit Commission 2004, Gaventa 2004, Rogers 2004, Robinson 2005, and SQW 2005).
 - **Other interventions:** A range of specific initiatives has been assessed in the literature with conclusions that have parallels with neighbourhood management and, therefore, have been drawn on for the purposes of this review. These include mixed communities (Fordham (2007)), mixed tenure (Carley (2002)), neighbourhood wardens (Crawford (2006)), local housing management (Cole (2001) and Tunstall (2007)) and town centre management (Peel (2003) and Reeve (2004)).

3 The Extent, Nature and Effect of Neighbourhood Management

- 3.1 As the definitions of what constitutes a neighbourhood or a wider local area vary, so do estimates of the extent of neighbourhood or place management.
- 3.2 The National Neighbourhood Management Network (NNMN) had 230 'neighbourhood management partnerships' in its membership (in 2007). Crawford (2006) estimates there were 500 neighbourhood warden schemes funded by central government or diverse local sources and Jones (2003) assesses there to be 250 town centre management schemes in the UK. As these numbers are likely to have increased since they were estimated, it would seem that the principle of localised place management is widely accepted although its practice has taken a variety of forms. Our own new survey (discussed in Part B of this report) confirms this, and provides the most recent review of the extent of neighbourhood management in England.

... its nature

- 3.3 There are two broad inferences that can be drawn from the literature about the nature of neighbourhood management, namely its scale and the role of registered social landlords (RSLs).
- **Scale:** Brown (2002) argues that a neighbourhood should be less than 5,000 households while, for Cox, 2,000 represents the limit of a 'natural' neighbourhood (Cox 2006). Power argues for still smaller units of between 700–2,000 households which she suggests offers maximum efficiency, a range chosen on the grounds of its 'recurrence' among the examples she examines. Lowndes does not specify a number, but warns that decisions about the spatial focus of neighbourhood activity will involve a trade-off between equity and efficiency, democracy and delivery.
 - **Social landlords:** It is claimed that the majority of neighbourhood management initiatives have some involvement of social landlords (Power (2004)). Evans (2006) finds that tenant controlled organisations have extended their original remit to functions that are close to those associated with neighbourhood management and that "housing associations' involvement in neighbourhood management has been uneven but it is increasing, claiming that housing associations have taken part in just over half of all neighbourhood management initiatives.

... and its effects

- 3.4 There are few attempts within the literature to assess the difference neighbourhood management has made. Power (2004) looked at 12 areas, of which four had some kind of neighbourhood management and concluded that “...neighbourhood management can indeed bolster housing and environmental quality” but warned that “...even such intensive and focused efforts can sometimes do little to enhance local areas.”
- 3.5 Cochrane (2004) claims that multi-agency working at a neighbourhood level has contributed to the demolition of the professional boundaries which previously delineated service delivery. But Cox (2006) still sees the absence of mutual accountability between service providers as a barrier to effective neighbourhood management.
- 3.6 The evidence on the contribution of community involvement is mixed although generally positive. The Audit Commission (2004) drew a distinction between involving residents in improving housing services (where it can work and offer value for money) and involving them in governance (where the benefits might not easily translate into good value for money). SQW (2005) agreed and concluded that there were clear benefits of community involvement although they were often difficult to quantify. However, Brown (2002) found that in Scotland there was little evidence that the community-led neighbourhood management partnerships “...have influenced the overall working of main service departments”.
- 3.7 The costs of neighbourhood management are difficult to pin down and vary considerably depending on the circumstances.
- Power (2004) calculated its cost across seven estates, suggesting a cost per *household* per year of the order of £190 for neighbourhoods of between 1,000–4,500 households.
 - EDAW (2006) estimated that the *per capita* costs of three models of neighbourhood management in Tower Hamlets in 2003–04 ranged between £4 and £29 – the extent of difference being because the models involved different objectives and spatial scales.
 - The Audit Commission (2004) estimated the costs for some housing associations of their community and resident involvement activities to be of the order of £92 per tenancy in 2003–04.
 - SQW (2005) estimated that the costs of a variety of community involvement schemes ranged between £45–60 per *household* per annum.

4 Key Issues and Lessons

Spatial scale and neighbourhood management success

- 4.1 There is a broad consensus in the literature that not all the issues affecting neighbourhoods can be addressed at the neighbourhood level. As Hilder and James (2005) put it, "*there are almost no issues within the likely remit of neighbourhoods on which some form of oversight by higher bodies will not be desirable*". But, they go on to argue, "*in the case of many neighbourhood issues, that oversight can be broad, strategic and risk-based – 'lean-back' – rather than operational, managerial or 'lean-forward'*".
- 4.2 This is a view generally endorsed by other researchers:
- Benington (2006) argues that a clear relationship between neighbourhood-level solutions and wider area strategies is critical.
 - Bacon, in her review of RSL involvement in neighbourhood initiatives recognises the importance of "*...strategic involvement at LSP [Local Strategic Partnership] level...to drive neighbourhood working to a higher level.*"
 - Carley (2002) argues that successful regeneration requires that 'people policies' have to go hand-in-hand with 'place policies' and that neighbourhood management needs to be integrated with wider policies.
- 4.3 It is also recognised that constraints can be imposed by operating at small spatial scales. Lowndes (2006) expresses concern that the smaller the geographical unit, the smaller the pool of talent on which to draw for community leaders and representatives and the easier it is for elites to dominate. Hilder and James (2005) offer an indicative framework for assessing what roles and powers would be appropriately allocated to neighbourhood level. They suggest that a limited set of services was unequivocally most effectively and cost-effectively handled at neighbourhood levels – such as street cleaning, wardens and partnership action planning.

Variation in local arrangements to meet local challenges

- 4.4 The literature does not help in identifying *how* local arrangements should vary but there is a powerful consensus that vary they should, and that local variation is at the heart of neighbourhood management.
- 4.5 The literature holds some clues on the factors that might influence the case for and the shape of local arrangements from which it may be possible to draw some inferences:

- **Housing tenure and conditions:** Crawford (2006) found that neighbourhood wardens work well where there is mistrust between communities and the police and work best where there is high density housing. Multi-landlord situations pose particular challenges for neighbourhood management structures (Evans 2006).
- **Local community capacity:** The literature on community involvement (Chanan 2003, Audit Commission 2004, Gaventa 2004) discusses the need to develop community capacity to allow meaningful participation in service design and delivery.
- **Capacity of local agencies:** Carley (2002) argues the case for developing the capacity of the local agencies as well as local communities and in particular in relation to the agencies' ability to cope with increased community involvement.
- **Political structures:** Many local authorities are devolving some measure of political as well as managerial authority but to a spatial scale greater than the neighbourhood (de Groot 2006, Fordham 2005). This then requires neighbourhood management to be linked into wider processes of political accountability.
- **Demography and diversity:** Neighbourhood management could contribute to the 'geography of inequity' (Benington 2006) and De Groot (2006) warns against crystallising difference and competition for resources between neighbourhoods, particularly where different ethnic communities predominate.

Influencing service providers at neighbourhood level

- 4.6 There are few attempts in the literature to develop prescriptions from the research analysis with regard to the most effective ways to influence service providers through neighbourhood management. Bacon's (2007) study of RSL involvement in neighbourhoods suggested the limited influence of residents relative to the imperatives of the business plan – "*...internal drivers may dictate that a housing association's involvement in neighbourhood governance is business driven. A healthy neighbourhood results in lower turnover and higher property values, protecting assets and guaranteeing loan repayments.*"
- 4.7 Brown (2002) offers some pointers to the ingredients of effective neighbourhood management some of which are relevant to community influence:
- support from officers at all levels, and from elected members
 - dedicated support for community representatives and a budget for working groups
 - employing local people to work in their community
 - working groups with detailed local information and presence on the street.

Financing neighbourhood management

- 4.8 Power (2004) divides the funding issue into two challenges: "...creating a launch pad with at least minimal pump priming funds over several years; and devising a long-term affordable funding stream within the main public structures."
- 4.9 Both challenges – especially the latter – come down to differences between the priorities of the 'mainstream' service providers and those of neighbourhood management. This is highlighted by Evans (2006) with regard to the Housing Corporation and RSLs and Bacon (2007) describes the conservatism within housing associations about financing neighbourhood or indeed any non-housing activity which is not seen as core business.
- 4.10 Cox (2006) sees a conflict between neighbourhood management and the 'Gershon agenda' with its "...drive for larger, cost-effective procurement policies". The NNMN (*Access to local services, ND*) sees a contradiction between the pressures to greater centralisation (e.g. amalgamation of county police services) and accessibility and localism (neighbourhood policing). The NRU (2005) acknowledges this potential trade-off when it describes 'proportionality' as a key principle: "*Neighbourhood arrangements must be balanced with the demands of efficiency and proportionality*".

Neighbourhood management in deprived areas

- 4.11 Kintrea (2007) suggests that the broad consensus among researchers is that the main sources of the problem in poor quality neighbourhoods are structural changes in the labour market, a housing market that translates inequalities into spatial concentrations of poverty and public services unable to cope adequately with the consequences of concentrated poverty. He argues that the current neighbourhood policy framework shares some of the characteristics of earlier policy interventions in that he sees them as fragmented and lacking consistency and continuity with inadequate complementary action on poverty, worklessness and the concentrations of social housing.
- 4.12 The consensus of the evidence reviewed in Annex A is that neighbourhood management *can* make a difference; but not alone. Its impact needs to be understood and analysed as part of a package of other neighbourhood renewal interventions. Paskell (2004) is only one of a number of writers who observed that "...strategies in combination make more of a difference to areas than even the largest single strategy." None of the commentators reviewed here suggest that neighbourhood management does not have a role to play alongside other approaches to neighbourhood regeneration, but this review has highlighted that the amount of 'concrete evidence' available on its specific contribution is limited.

Further knowledge

4.13 The review has made it clear that – beyond the National Evaluation of the Pathfinders – there is limited evidence about the scale, character and impact of neighbourhood management more widely. The following represent the key questions whether further research would most usefully shed light on the operation and effectiveness of neighbourhood management:

- **Influence on service provision:** What impact has neighbourhood management had on the behaviour of key agencies, in relation to spend, service design, service delivery? Are some agencies more amenable to its influence than others and if so why? Are there limits to the size of 'neighbourhood' at which neighbourhood management can function effectively?
- **Improvements in service quality:** What is the effect on service quality from greater customisation of services and community involvement at neighbourhood level? Which types of service and functions are most appropriately delivered at neighbourhood level from the point of view of effectiveness and cost-effectiveness?
- **Outcomes and impacts:** What evidence is there of outcomes and impacts from neighbourhood management (e.g. on crime rates, educational attainment, community satisfaction etc)? What kinds of connections are needed to link neighbourhood actions to strategies and programmes in other policy domains and at a wider spatial in order to secure improved outcomes and the desired impacts?
- **Value added of neighbourhood management:** How can the added value of neighbourhood management initiatives be measured, especially where they concentrate on influencing what other service providers do? What methods can be used for comparing the costs and benefits of neighbourhood management when the costs and benefits that have to be taken into account may fall on third parties?

Part B: Neighbourhood Management – A National Survey

5 Introducing the Survey

- 5.1 This part of the report sets out the key findings of a new national survey of local authorities in England undertaken by SQW Consulting. This section outlines the purpose of the survey, the sample selection and the method used. The following sections present the key findings and identify the key issues and lessons arising.

Aims and method

- 5.2 The purpose of the survey was to assess the current nature and extent of neighbourhood management within England; to understand both the scale of neighbourhood management nationally and also the different models and approaches being used to deliver and influence services at the neighbourhood level.

The survey sample

- 5.3 The primary base for the survey was the 106 local authorities in England in receipt of Neighbourhood Renewal Fund (NRF) and/or Neighbourhood Element (NE) funding in 2007–08 as these are the most common sources of funding used to fund neighbourhood management initiatives. This list of authorities was then cross checked with information held by Communities and Local Government and the National Neighbourhood Management Network, a process that enabled the base to be supplemented by a further:
- 14 local authorities that do not receive either NRF or NE funding but do have a Neighbourhood Management Pathfinder; and
 - 15 local authorities that do not receive either NRF or NE funding but were either members of the National Neighbourhood Management Network or identified by Communities and Local Government.
- 5.4 This process provided a total sample of 135 local authorities; 35% of local authorities in England. We are confident that this has captured the clear majority of neighbourhood management initiatives presently in operation. It was considered that surveying all 388 local authorities in England would not have been economic as it would have required a significantly larger survey but was unlikely to yield many additional neighbourhood management schemes.
- 5.5 In contacting each local authority the aim was to capture information about the full range of neighbourhood management initiatives in operation within the district, whether funded through the local authority or not, including those delivered by Pathfinders, New Deal for Communities Partnerships, housing associations and community development trusts, as well as those funded through local authorities or LSPs or Local Area Agreements (LAA).

- 5.6 Whilst we are confident that this approach has captured the clear majority of neighbourhood management activity, it is also possible that there has been some undercounting. This is most likely to have occurred in relation to RSLs that fund and operate small scale neighbourhood management initiatives as an extension of their own housing management services, and which local authorities may not always be fully aware of. This means that, if anything, our survey underestimates neighbourhood management activity, although, as noted, it is not likely to be by a significant degree.

The survey method

- 5.7 Having identified the sample, each of the 135 local authorities was contacted by telephone and an appropriate officer, with knowledge of the neighbourhood arrangements, identified. There was a 91% response rate. A 20 minute telephone survey was then conducted with this officer. The survey questionnaire was a mixture of closed and open questions that enabled neighbourhood management initiatives to be identified (number of initiatives, neighbourhoods, managers/coordinators and the linkages between them) and described (size of neighbourhood, year started, running costs, nature of lead organisations, staff team and type of initiative). The survey also asked about the future plans for neighbourhood management within the Authority and gathered some broader contextual information (any evidence of impact and other related place management or neighbourhood governance arrangements). A copy of the questionnaire can be seen in Annex B.

Defining neighbourhood management

- 5.8 Central to the success of the survey was the need to clearly identify whether an authority was operating neighbourhood management as the term 'neighbourhood management' can often be applied to arrangements that do not readily fit with the PAT 4 understanding of neighbourhood management; or neighbourhood management arrangements could be in place but be called and referred to locally as something else. In order to overcome this challenge a common definition was used, based upon the evidence developed by the national evaluation team. The core criteria of a neighbourhood management initiative were identified as:
- **Focus** – A dedicated position of Neighbourhood Manager or Co-ordinator (or similar) with responsibility for delivering change.
 - **Multi-agency involvement** – Multi-agency involvement in some form of partnership (i.e. not just housing management).
 - **Influencing mainstream public services, not just delivering projects** – A clear focus on engaging with, and influencing long-term changes to, local mainstream public services, not just delivering short-term projects.
 - **Working at a neighbourhood level** – Activities largely focused at a neighbourhood level (defined here as <20,000 population).

- 5.9 The survey also identified a range of neighbourhood management style initiatives that are operating, but which are focused on areas of over 20,000 population, in some cases significantly more so. We have labelled these as 'area management' initiatives and have included them within the scope of the survey, but identified them separately, as we believe that the geographical scale of operation means that they are inevitably have some differences of approach.
- 5.10 The remaining chapters of this section of the report present the key findings arising from telephone survey and an analysis of the key issues and lessons that can be drawn from these findings.

6 Key Findings

- 6.1 From the proposed sample of 135 local authorities the survey was completed with 123 authorities, a response rate of 91%. This chapter presents the key findings from these results looking at the scale, nature, resourcing, impact and future of neighbourhood management in England.

The scale and distribution of neighbourhood management

- 6.2 Of the 123 authorities surveyed, 77% (95) were operating neighbourhood management, with a further 6% (12) delivering area management (a neighbourhood management style initiative but focused on an area of over 20,000 population), totalling 83% (107). This means that neighbourhood management is presently operating in at least 27% of all England's unitary or district level authorities (354), rising to 30% if area management is included as well. These initiatives vary in size and approach, as described in more detail below.
- 6.3 We identified 135 separate **neighbourhood management initiatives** of all types in 95 local authorities (22 authorities had more than one initiative operating within their area). These different neighbourhood management initiatives between them cover 495 separate neighbourhoods across England which accounts for a population of over 4.2 million people.
- 6.4 A further 12 authorities are delivering an **area management initiative** covering a further 2.3 million people.
- 6.5 The 107 different authorities operating neighbourhood or area management are spread fairly evenly throughout the nine different English regions with the largest concentration in the North West, which accounts for 26% of all the 107 authorities.

Table 6-1: Regional spread of authorities operating neighbourhood and area management

Region	Regional spread of authorities operating neighbourhood management	Regional spread of authorities operating area management	Regional spread of authorities operating both neighbourhood and area management
East	9%	0%	8%
East Midlands	13%	0%	11%
London	12%	8%	11%
North East	11%	17%	11%
North West	23%	50%	26%
South East	5%	0%	4%
South West	8%	0%	7%
West Midlands	7%	33%	10%
Yorkshire & Humber	12%	0%	10%
Total	100% (95 Authorities)	100% (12 Authorities)	100% (107 Authorities)

6.6 Most of this chapter focuses on the key findings in relation to neighbourhood management, but the experiences of the area management initiatives are discussed at the end of the chapter.

The nature of neighbourhood management

The approach taken

- 6.7 The precise nature of neighbourhood management and how it is delivered and coordinated by each of the 95 authorities varies between those authorities as each has developed their own approach.
- 6.8 In terms of **organisation** at a local authority level, the initiatives broadly fall into one of four types:
- The largest proportion of authorities (41%) operate a **single programme** approach. This approach is characterised by neighbourhood management operating in a number of different neighbourhoods across the authority with a number of different neighbourhood managers or coordinators assigned to specific neighbourhoods. A key characteristic of the single programme approach is that the work is overseen, supported and coordinated by a 'central' team.
 - 21% of the authorities have neighbourhood management operating in a **single neighbourhood**. This approach focuses on one neighbourhood and has one neighbourhood manager, invariably supported by a small staff team.

- 21% of authorities have an **associated neighbourhood management** approach where a number of neighbourhood management initiatives, each with their own manager and team, are in operation within the authority and they are linked together either formally or informally, but the key difference with the single programme model is that these initiatives are not coordinated or led by a central team and in practice can actually operate in very different ways.
- The final type of approach is the **one team, multi-neighbourhood initiative** which is used by 14% of the authorities. This approach uses one neighbourhood manager and team to oversee a number of different neighbourhoods (sometimes, but not always, geographically linked) within the authority.

6.9 Within this categorisation, there is a second key set of differences in relation to the **nature of work** being done by the neighbourhood managers – whether it is building local community capacity, influencing services and/or delivering services directly. Again, authorities fall into four main groups, as described here, with illustrative examples of each set out in Table 7.2:

- The majority (70%) of authorities have adopted a **mixed approach** to delivery that, like the Pathfinders, seeks to combine influencing mainstream services and building local community capacity and also delivering at least some projects and services through the neighbourhood management teams at the neighbourhood level. It is worth noting, however, that for the majority of mixed approach authorities service delivery is a notably smaller element of their work than engaging the community and influencing service providers.
- 21% of the authorities use neighbourhood management to focus mainly on **influencing mainstream services** – working with a range of service providers to improve the quality and responsiveness of public services to local needs. The survey shows that this approach often involves two key features, with a number of authorities employing both. The first feature is using neighbourhood management to facilitate the *joining up of service providers* either through a working group or board or around a specific issue that requires a multi-agency approach (such as high levels of drug abuse). The second feature is to use neighbourhood management to *identify and highlight specific local needs or priorities* to service providers. This occurs either formally through ‘action’ or ‘neighbourhood’ plans developed by the neighbourhood manager in consultation with the local community, or informally with the neighbourhood manager acting as a ‘broker’ between the local community and the service providers.
- For a small group of authorities – just 6% – the approach is using neighbourhood management teams to primarily **deliver services or projects**. The survey found that some authorities in this group devolve service delivery down to a sub-district or neighbourhood level, sometimes with neighbourhood service centres, with the neighbourhood manager responsible for the subsequent delivery of services in their neighbourhood. This approach tended to occur in those neighbourhoods with a larger population (typically over 12,000 population). For other authorities

neighbourhood management is used to manage and deliver projects that seek to address the key problems in the neighbourhood.

- For 3% of the authorities the neighbourhood management approach is primarily focused on **engaging with and building the capacity of the community** without a strong focus on service provider engagement. This approach seeks to use neighbourhood management largely as a means of boosting the engagement of the local community. The aim for many of these initiatives is to build the capacity and aspirations of the local community providing them with the skills and 'voice' to identify local issues and problems.

Table 6-2: Examples of different Neighbourhood Management initiatives

A mixed approach

Kings Lynn and West Norfolk has used neighbourhood management to improve public services and build community capacity to ensure that the community can influence service providers. They have also delivered projects such as the purchase and development of a derelict building site and the implementation of new lighting to improve safety.

The initiative operates in 5 neighbourhoods of around 3,500 people each and is delivered by one team of 2 staff, a neighbourhood manager and an assistant.

In **Newham** the 3.5 members of staff consist of 1 manager, 1 deputy, 1 assistant and half an administrator. The team works across two neighbourhoods with an average population of 11,500.

The neighbourhood management initiative is part of £2.5 billion regeneration project for the area and the approach includes influencing services, community engagement and project delivery, although there is a greater focus on influencing and delivering services than community capacity building as another part of the authority deals more specifically with community capacity building.

In **Southend** a mixed approach has been adopted that focuses on building partnerships with service providers, empowering the local community (particularly young people) and delivering projects, for example the building of a community centre.

The initiative operates in a single neighbourhood with a population of 6,500 people and is delivered by a team of 9: 1 neighbourhood manager, 1 research and data officer, 1 admin officer, 1 warden supervisor and 5 wardens

In **Hyndburn** neighbourhood management covers three neighbourhoods (with an average population of 8,300 people). This initiative is overseen by 1 central neighbourhood coordinator with 2 neighbourhood managers who work between the 3 areas and 7.5 'renewal' officers who work on the ground across all three areas (10.5 staff in total).

The neighbourhood management initiative is linked to the area's housing market renewal areas and has adopted a mixed approach. This approach is primarily focused on working with service providers to improve the environment but has also included a visual blight audit and the development of other schemes that have actively engaged and involved residents in improving the area. The initiative has also worked closely with the PCT to improve the levels of health within the neighbourhoods, for example the PCT now provide specific health initiatives in the three neighbourhoods for the elderly.

continued

Table 6-2: Examples of different Neighbourhood Management initiatives

Influencing mainstream services	<p>In Sedgefield neighbourhood management works across two neighbourhoods, with an average population of 5,000 people, and is coordinated by 1 neighbourhood manager and a team of 7: a team manager, 2 admin staff, 2 finance staff, and 2 support officers.</p> <p>The initiative focuses on identifying problems within the local community and getting the relevant service providers and partners to ‘sit around the table’ to work out a solution. The approach is not about finding new funds to address issues but rather making present funds work better. The neighbourhood manager acts as a conduit for information between the residents and service providers.</p> <p>In Barking and Dagenham there are 27 staff working across 17 neighbourhoods with an average population of 12,500. The borough wide Local Authority led approach seeks to influence mainstream service delivery. The authority area is split in to 7 ‘intensive’ neighbourhoods’ (the most deprived areas in the authority) which each have a Neighbourhood Manager, an admin support officer and a community development worker. In these areas the focus is on engaging with service providers, coordinating activity and improving and joining up local services.</p> <p>The 10 other neighbourhoods have half a coordinator post each and these ‘light touch’ areas are linked in to the authority’s safer neighbourhoods panel and only focus activity on ‘cleaner, greener’ issues.</p> <p>The 17 neighbourhoods are overseen by 1 central officer</p>
Delivering services or projects	<p>In Doncaster the council has re-arranged the way that it delivers a lot of its own services to the sub-borough and neighbourhood level. The authority has been split into 15 neighbourhoods (plus the town centre), with an average population of 18,000. Each of the neighbourhoods has a Neighbourhood Manager and its own multi-service delivery team (up to 250 people) which deliver a range of council services. The town centre has a separate town centre manager.</p> <p>The neighbourhood managers are responsible for delivering council services in their neighbourhood. This is done either directly through the multi-service delivery team or it is their responsibility to ensure that the service is delivered by other teams in the council.</p> <p>The 15 neighbourhood managers are overseen by five Area Directors, who have responsibility for three neighbourhoods each, and a central team.</p>
Engaging and building the capacity of the community	<p>In North Tyneside the goal of neighbourhood management is to improve community capacity and boost engagement as the area suffers from high levels of disengagement and mistrust. Neighbourhood management seeks to remove cynicism by working ‘beyond’ usual council services and acting as a broker between the community and service providers, providing residents with the support they need to deal with specific issues.</p> <p>The initiative is delivered across seven different neighbourhoods of approximately 1,400 people each. These neighbourhoods are overseen by one team of 6 staff: 1 neighbourhood manager, 1 development worker, 1 administrator and 3 neighbourhood wardens.</p>

The character of the neighbourhoods

- 6.10 In 88% of the authorities the neighbourhood management initiatives are solely focused on the area’s most deprived neighbourhoods (as defined by the Index of Multiple Deprivation), with the remaining 12% operating neighbourhood management in both deprived and less deprived neighbourhoods.

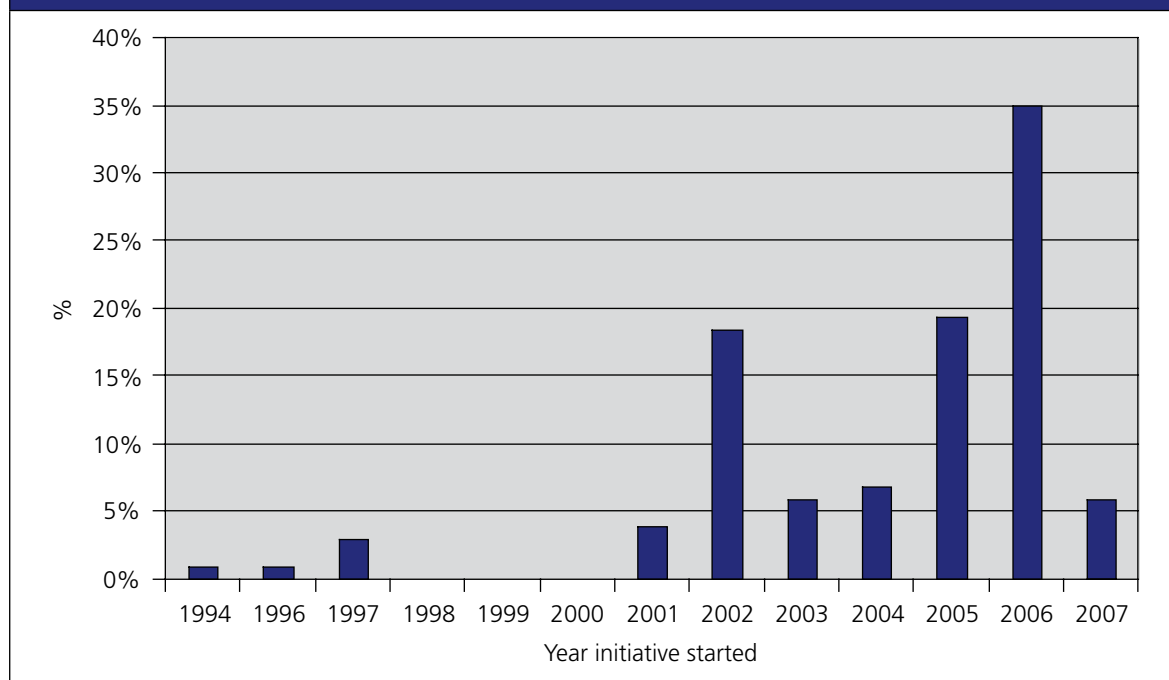
- 6.11 Based on the Department of the Environment, Food and Rural Affairs (DEFRA) definition of 'rural authorities'⁶ 73% of the 95 authorities operating neighbourhood management are classified as urban authorities and 27% are rural.
- 6.12 However, the actual target neighbourhoods for neighbourhood management initiatives in rural authorities are often focused on the towns and urbanised areas, with the vast majority (91%) of authorities saying that their neighbourhood management initiatives focus on urbanised areas. Only 3% of the authorities stated that neighbourhood management focused on rural areas and the remaining 6% of authorities had neighbourhood management initiatives that operated across both urban and rural neighbourhoods. Neighbourhood management is therefore largely an urban phenomenon at present.
- 6.13 Across the 95 authorities in which neighbourhood management operates the average neighbourhood population size ranges from approximately 1,300 through to 20,000 people with an average population size of 8,500. The most common size of neighbourhood (34%) is between 5,000 and 9,999 population (see Table 7.3).

Average neighbourhood/area population size	Number of authorities	% of all authorities (Area and NM) surveyed
<5,000	20	19%
5,000 – 9,999	37	34%
10,000 – 14,999	24	22%
15,000 – 20,000	7	7%
>20,000	12	11%
No population data	7	7%

The length of time in operation

- 6.14 The majority of neighbourhood and area management initiatives (60%) only started in 2005 or even more recently, with 35% commencing in 2006 alone. The development of new neighbourhood management initiatives has, broadly speaking, been building up since 2001. Only 5% of the authorities surveyed have been delivering neighbourhood management for 10 years or more. The timing is very likely to be funding related with the 'spikes' shown in Figure 7.4 (below) in 2002, 2005 and 2006 linked respectively to the advent of Round 1 Pathfinder funding, Round 2 Pathfinder funding and Neighbourhood Element funding.

⁶ www.defra.gov.uk/rural/ruralstats/rural-defn/LAClassification_datasetregions.xls

Figure 6-4: The proportion of neighbourhood and area management initiatives commencing by year

Resourcing neighbourhood management

- 6.15 The resources being expended on neighbourhood management vary significantly between the 95 different authorities operating neighbourhood management, influencing the number of neighbourhoods that the initiative operates in and the approach taken to delivery. Clearly, the nature and availability of relevant funding is a key factor in influencing the scale and nature of activity.
- 6.16 Those authorities with more funds are better able to fund larger and more intensive initiatives, with multiple neighbourhoods, often under 10,000 population each, and with a manager and team in each neighbourhood. Authorities with lower levels of available funding (typically less than £100,000 per annum) tend to have smaller teams (i.e. less than four staff) and often only one neighbourhood manager overseeing several neighbourhoods. The approach adopted with this more limited budget is invariably focused on influencing service providers as the funding allocated simply covers staff costs and does not stretch to funding projects or interventions.

Funding sources

- 6.17 There is a heavy reliance on discretionary funding sources for the majority of authorities, particularly on NRF and NE (now part of LAAs), with only 27% of the authorities using any mainstream funding sources.
- 6.18 Of the 27% of authorities that have used mainstream funding (25 authorities), approximately one third (8 authorities) are wholly mainstream

funded and the remaining two thirds use mainstream funding along with other discretionary monies to deliver neighbourhood management. The majority of the mainstream funding is local authority funding – albeit through different departments (housing and regeneration) – with only a small proportion coming from other mainstream providers (PCTs and Housing Associations). Overall therefore, less than 10% of neighbourhood management initiatives are primarily funded through mainstream resources.

Staffing

- 6.19 The number of full time equivalent (FTEs) employees employed by the different authorities surveyed ranges from a single neighbourhood manager through to a total of 48 (an authority wide initiative with teams or co-ordinators in 15 neighbourhoods and also a central team of 11 staff). The wide ranging approaches taken to staffing neighbourhood management can be seen in Table 6-2 (earlier) and obviously reflect both the varying geographical coverage of the initiatives, but also the approach being taken.
- 6.20 There is a total of 352 neighbourhood managers working across the 95 authorities and the average number of employees in each authority is nine.

Costs

- 6.21 In terms of running costs it was difficult to get a complete financial picture in many instances so the following analysis is based on the responses of 50 authorities for which the most complete data was available. As could be expected, because of the different approaches in operation the variation in running costs was large: from as little as £30,000 per year through to £4 million per year.
- 6.22 The difference in running costs and the size of areas have an obvious impact on unit costs – the costs (including staff, overheads and project costs) per head of population – which range from as little as 60 pence per head through to £91 per head; with the average cost at £29 per head. In 2005/6 the average unit cost across the Round 1 Pathfinders was £63 if the project fund was included, and £23 if just the staff and overheads costs were counted.
- 6.23 Table 6.5 (below) shows the clustering of authorities across different unit cost ranges. It shows that 62% of the 50 authorities for which complete data was available have a unit cost of less than £30 per head and that 28% cost less than £10 per head. Only 10% cost more than £70 per head.
- 6.24 The variation in unit costs between the four different ‘approaches’ of neighbourhood management is significant. Across those authorities operating neighbourhood management in a *single neighbourhood* neighbourhood management costs on average £58 per head. This single neighbourhood approach most reflects that of the Neighbourhood Management Pathfinders and the unit costs are very similar (see paragraph 6.22).

- 6.25 This was however significantly more expensive than the other three approaches which had similar costs between them: the *multi neighbourhood* approach costs £26 per head; the *single programme* approach costs £24 per head; and the *associated/linked* neighbourhood approach costs £19 per head. Clearly in these cases the targeting of multiple neighbourhoods has been used to secure some economies.

Unit Cost of NM (cost per head of population)	Number of authorities	% of the 50 authorities for which data was available
<£10	14	28%
£10–£29	17	34%
£30–£49	9	18%
£50–£69	5	10%
£70+	5	10%
Total	50	100%

Lead organisations and Partnership boards

- 6.26 The majority of authorities (88%) operate neighbourhood management through a voluntary partnership structure with an accountable body which is invariably the local authority. A further 5% have a partnership but are associated to another delivery vehicle, such as a housing association or community development trust, and just 7% are a delivery body only and do not have a partnership board.
- 6.27 For those neighbourhood management initiatives with partnership boards: 97% have residents as members of the board; 97% have local councillor representation; 87% have community and voluntary sector representatives; 95% have public sector providers as members; and 38% have local business representatives.

Impact of neighbourhood management

- 6.28 The survey highlighted that the available evidence base for the impact of the various neighbourhood management initiatives is very limited with only two authorities able to provide quantifiable evidence of the impact by the initiative at the time of the interview – both of which related to a reduction in crime:
- Kerrier and Penwith reported that their baseline crime statistics showed that the level of crime in one of the neighbourhoods operating neighbourhood management fell by 37% during the first six months of the initiative, whilst another neighbourhood found that calls to the police fell by 40% in 2007.

- Portsmouth reported that their neighbourhood management initiative led to an 8% drop in the level of crime within the two neighbourhoods in which it operates.

6.29 However, more encouragingly a third of the initiatives interviewed did say that they are in the process of, or have already, developed baselines and undertaken local residents surveys or evaluations of the different neighbourhood management initiatives in their authority:

- 14% of the authorities were using resident surveys in order to gauge resident perceptions of improvements to services and how different issues and problems are being dealt with;
- 11% have undertaken, or are about to undertake, an external evaluation of neighbourhood management; and
- 6% currently have a baseline and are waiting for the data for the various different indicators to be updated so that they can assess any changes within the individual neighbourhoods.

Future of neighbourhood management

6.30 When asked about their future plans, 46% of the 95 authorities operating neighbourhood management said that the continued operation of neighbourhood management within their authority was uncertain beyond March 2008 and the end of the current financial year. An additional 17% of the authorities felt that the continued funding of neighbourhood management in their area was not certain beyond the financial year 2009–10.

6.31 However, 33% of the authorities felt that the future of their neighbourhood management arrangements and initiatives is more secure and could continue indefinitely, primarily through an expectation of local authority mainstream funding. In addition 7% of these authorities have committed to not only maintain their neighbourhood management approach but to roll out the approach across more neighbourhoods and, in some instances, authority-wide.

Area management

6.32 There are 12 authorities operating area management initiatives (a neighbourhood management style initiative but focused on an area of over 20,000 population). These initiatives covered a total of 63 different 'areas' and a total of approximately 2.3 million people. The population in each of the areas covered by the initiatives ranges from 25,000 to 100,000 whilst the average population size per area was 43,000.

6.33 As already noted, these initiatives were identified separately because they fitted the criteria for neighbourhood management (see paragraph 5.8) apart

from the fact that the activities were not focused at a 'neighbourhood' level as they were focused on areas with a population of more than 20,000 people.

- 6.34 The area management initiatives identified through the survey are invariably delivered as an authority-wide single programme (in fact only one of the 12 did not operate across the whole authority area) with a separate manager or coordinator for each area. The majority of the initiatives (10) have a 'mixed' approach to delivery that includes influencing services, community engagement and the delivery of services and projects.
- 6.35 For 8 of the 12 (66%) authorities the respondents were of the view that their 'area management' initiative would continue to operate for the foreseeable future. Seven of these initiatives are set to continue with the current level of resources whilst one will continue but with reduced resources. For 4 authorities (33%) the future is more uncertain.
- 6.36 These initiatives are in many respects very similar to the neighbourhood management initiatives, however there is a clear difference in the size of the target areas – these initiatives do not operate at a 'neighbourhood' level. This is also a notable difference in the average number of employees: the average number of employees in a neighbourhood management authority is 9 compared to 45 in those operating area management.

Links to wider governance arrangements

- 6.37 Neighbourhood management is not the only form of localised working being pursued by the 95 local authorities delivering neighbourhood management, as in addition to the neighbourhood arrangements the survey found that:
- 9% of the authorities have Parish Councils that cover the whole of the authority area and 40% have Parish Council governance structures that cover just parts of the authority.
 - In addition to the 12 authorities identified above operating area management, a further 44% of the neighbourhood management authorities have some form of broader area level service delivery structures in place: for 27% of the authorities these area structures cover the whole authority area and for 17% these structures just cover part of the area.
 - A significant majority of the authorities also have town centre management (72%), other area based regeneration partnerships (74%) and community forums (74%).
 - All of the authorities interviewed, whether they had neighbourhood/area management or not, were asked whether they had street/community wardens and 84% did.
- 6.38 These results further underline the fact that for many local authorities sub-district level working is common place, and that neighbourhood management often operates within a local context where there are different types of locality working happening simultaneously.

7 Conclusions

- 7.1 The telephone survey of local authority areas provides an important insight into the nature and extent of neighbourhood management within England. It has enabled information to be gathered on which authorities have adopted a neighbourhood management (and area management) approach and what this approach looks like on the ground. This information has highlighted a number of key issues and enabled various lessons to be drawn about the scale, the process and prospects of neighbourhood management across the country.

Neighbourhood management has grown rapidly

- 7.2 With at least 27% of England's unitary or district level local authorities operating neighbourhood management and the different initiatives covering 4.2 million people (8% of England's population) it is clear from the survey that neighbourhood management is now a significant and widespread approach and has extended well beyond the original 35 Neighbourhood Management Pathfinders.
- 7.3 The expansion and development of neighbourhood management has been fastest since 2005, with 60% of the authorities starting neighbourhood management since 2005, and significant growth occurring in 2006 through the introduction of Neighbourhood Element funding. Prior to 2005 neighbourhood management was dominated by the 35 Neighbourhood Management Pathfinders which began operating in two rounds in 2001/2 and 2003/4. Prior to this there were only a limited number of authorities operating neighbourhood management.
- 7.4 It is clear that the growth of neighbourhood management has been strongly influenced by both the availability of funding from government (particularly NRF and NE monies) together with a positive policy stance towards the approach. However local authorities and their partners have also been largely receptive to such prompting and could have opted to use the available funding for alternative initiatives, suggesting at least some initial 'buy in' towards neighbourhood management as an approach worth piloting locally.

One main model of influencing services, not delivering services

- 7.5 The type of neighbourhood management that has been adopted by the majority of authorities is one that is centred on influencing service providers, with 91% of the authorities stating that it was either a central element or even the sole element, to their approach. In most cases, the process of influencing service providers has also been linked with a clear focus on

engaging and involving the local community: 88% of authorities operate neighbourhood management through a partnership approach of which 97% have local residents as key stakeholders and 95% have key public sector provider members. This overall style of approach closely mirrors that piloted through the Neighbourhood Management Pathfinders. Very few partnerships were engaged in the direct delivery of services.

- 7.6 Despite strong commonalities of approach across the majority of neighbourhood management initiatives, the character and design of initiatives does vary significantly between authorities and it is clear that most neighbourhood management initiatives have developed and been adjusted by the local context in which they operate. This variation was apparent even within the four broad categories of neighbourhood management organisation (single programme, single neighbourhood, associated or linked neighbourhood and multi-neighbourhood) as authorities not only committed significantly different levels of funding and staff to their initiatives but also focused on 'neighbourhoods' that were quite different in size.

A significant variation in unit costs

- 7.7 The variation between the approaches developed by the different neighbourhood management initiatives is closely reflected by a significant variation in the cost per head of neighbourhood management which ranged from as little as 60 pence through to £91 per head.
- 7.8 However, it does seem apparent that the *single neighbourhood* approach, where the team and resources are solely focused on one neighbourhood, is significantly more expensive than any of the other possible approaches to delivery. The high costs of this mode of delivery invariably arise because of the intensive focus of resources on one area. It is particularly interesting that this approach most reflects that of the Neighbourhood Management Pathfinders and has very similar unit costs to the Round 1 Pathfinders: Round 1 Pathfinders on average cost £63 per head of population (if the project fund is included) and the average unit cost of the single neighbourhood approach is £58.
- 7.9 The unit costs of the other models of delivery are significantly cheaper (less than half the unit cost) primarily because they focus on more neighbourhoods and therefore larger populations overall or they secure other economies of scale by sharing at least some team members and overhead costs across a number of neighbourhoods.

A clear focus on deprived, urban neighbourhoods

- 7.10 It is very apparent from the survey that across England neighbourhood management is largely focused on deprived neighbourhoods, most of which are also urban. The single programme initiatives that cover entire districts are

the only initiatives that tend to include a wider variety of neighbourhoods, including more affluent areas, but even in these there is often a differential approach with deprived areas receiving more intensive support.

The need for a robust evidence base

- 7.11 We know from the Pathfinder National Evaluation that neighbourhood management can have a positive impact. However, few of the other national initiatives surveyed here appeared to have any significant recorded evidence of impact. This is partly a result of the relatively early stage that many initiatives are at, but largely also a reflection of the lack of baselines, monitoring and evaluation processes across most initiatives.
- 7.12 The survey found that a third of the initiatives are in the process of developing, or have already developed, baselines, undertaken a local survey or some evaluation of activity. These processes should help to contribute towards the development of an evidence base of impact in the future. However, the survey clearly suggests that for the majority of neighbourhood management initiatives in England there is likely to be no robust or quantifiable evidence of impact forthcoming. This is a significant issue. Firstly it prevents authorities from fully understanding the difference being made by neighbourhood management. Secondly, it hinders individual neighbourhood management initiatives in their attempts to influence service providers.

An uncertain future?

- 7.13 In spite of the recent expansion in the number of neighbourhood management initiatives the longer term future of neighbourhood management across England remains uncertain, as few are funded from mainstream funding sources. Nearly half (46%) of the 95 authorities operating neighbourhood management said that the future of neighbourhood management was uncertain beyond March 2008 and a further 17% said that the future was uncertain beyond 2009/10. This high level of uncertainty underlines the fact that there is a heavy reliance on discretionary rather than mainstream funding. The fact that the future of so many initiatives is uncertain beyond March 2008 highlights in particular the dependence on NRF funding (which ends in March 2008) and NE funding (which ends in 2009/10).
- 7.14 Now that local authority funding for the next few years has been clarified following the conclusion of the Comprehensive Spending Review 2007, it is likely that some of the uncertainty will be resolved in the short term, but continued reliance on discretionary funding inevitably means that long-term planning will be difficult for these initiatives.
- 7.15 However, a third of the authorities in the survey were more confident about their prospects for continuation in the longer term. The general pattern

within these authorities is that the funding for neighbourhood management has, from the outset, come from a wider variety of sources including non NRF and NE funding through the LAA and mainstream resources, which has significantly reduced the reliance on time-limited, discretionary funding.

- 7.16 Although, it is important to note that 8% of the authorities surveyed are currently wholly mainstream funded, a factor that highlights that neighbourhood management can be delivered without the any additional discretionary funding. For the 19% of authorities using mainstream funding as part of a larger 'pool' of funding the majority of this funding has come from the local authority with only a small proportion coming from other mainstream providers.

Part C: Neighbourhood Management – Case Studies

8 Introducing the Case Studies

8.1 This part of the report presents the summaries of ten case studies undertaken by the evaluation team, each exploring a different neighbourhood management initiative in England. The case studies were undertaken in early 2008 by SQW Consulting and its partners in the team. This introduction outlines our rationale for selecting the ten case study areas.

Selecting the case studies

8.2 It was clear from the findings of the telephone survey that the nature of neighbourhood management and how it is delivered varies between authorities as each has developed its own approach. The aim of this set of case studies was to illustrate the breadth of activity across the country.

8.3 The selection of the ten case studies was made with the intention of securing the following mix of situations to study:

- different scales of approach from single neighbourhood initiatives to those operating across a large number of neighbourhoods
- different approaches to neighbourhood management including those that sought to influence services as well as those that sought to deliver services
- initiatives supported through Neighbourhood Renewal Funding and/or Neighbourhood Element funding, and also those supported through other means
- a regional spread across England.

8.4 We also sought to select initiatives that had been running for a period of time rather than brand new initiatives. All case study areas participated voluntarily and we would like to acknowledge with thanks the support that each area provided to the evaluation team.

The 10 case studies

8.5 Table 8.1 presents the ten case study areas along with the name of the neighbourhood management initiative, the local authority and also whether the authority was in receipt of Neighbourhood Renewal funding and/or Neighbourhood Element Funding to 2007–08.

Table 8-1: The 10 Case Study Areas				
Neighbourhood Management Initiative	Local Authority	Region	Local Authority in receipt of Neighbourhood Renewal Funds in 2007/8	Local Authority in receipt of Neighbourhood Element funds in 2007/8
Greater Dogsthorpe Partnership	Peterborough City Council	East	No	Yes
Advance Bridlington	East Riding of Yorkshire Council	Yorkshire & Humber	No	Yes
Neighbourhood Management	Mansfield District Council	East Midlands	Yes	Yes
Heartland Community Voice	Portsmouth City Council	South East	No	No
Neighbourhood Management	Staffordshire Moorlands District Council	West Midlands	No	No
Neighbourhood Management	Northamptonshire County Council	East Midlands	No	Yes
Neighbourhood Management	London Borough of Lewisham	London	Yes	No
Neighbourhood Management Pilots	Middlesbrough Council	North East	Yes	Yes
Neighbourhood Management Pilots	Birmingham City Council	West Midlands	Yes	Yes
South Workington & Maryport	Allerdale Borough Council	North West	Yes	Yes

9 Greater Dogsthorpe Partnership, Peterborough

Developed in 2006, neighbourhood management in Peterborough operates in one neighbourhood (Greater Dogsthorpe) with a population of approximately 13,000. With the City Council as the accountable body the neighbourhood has a partnership of democratically elected residents who are supported by an advisory panel of service providers. The partnership, along with a small delivery team, is responsible for overseeing the programme's development and delivery. The partnership's activities are divided into four themes (reflecting those of the LAA) and the focus of activity is on influencing service providers, joining up services and increasing the levels of community engagement.

Aims and approach

- 9.1 In 2006 the Greater Dogsthorpe Partnership (GDP) was allocated £1.6 million of Neighbourhood Renewal Funding by the city's Local Strategic Partnership to deliver a neighbourhood management pilot in one neighbourhood (Greater Dogsthorpe). The neighbourhood, which includes four identifiable areas or estates, covers one whole ward (Dogsthorpe) and parts of two others (Park and North). The neighbourhood follows natural community and geographic boundaries enabling common issues to be addressed.
- 9.2 The overall aim of the GDP is to "renew the Greater Dogsthorpe area and develop a strong, safe, healthy, vibrant and sustainable community". Its further aims are that neighbourhood management will "reduce duplication, achieve economies of scale, and improve performance through the evaluation of local service provision leading to the promotion and/or facilitation of multi-agency and partnership working" as well as creating "a positive, constructive culture" to work in partnership with the community. The specific outcomes sought from the approach are that neighbourhood management will reduce the level of deprivation; reduce the number of people experiencing health issues; and see the provision of better services for older people.
- 9.3 Peterborough City Council is the Accountable Body for the GDP and mechanisms are in place to report through the Greater Peterborough Partnership (the LSP). The GDP itself is made up of democratically elected independent residents as well as representatives from local community groups. These voting members are supported by an advisory panel of service providers operating in the area. The *Board* are responsible for developing the *Work Plan* and overseeing the programme delivery which is managed and delivered by a small team lead by the Neighbourhood Director and comprising a Performance and Monitoring Officer, a Neighbourhood

Development Worker, an Environmental Enforcement Officer, a Project Support Officer and an Administrator.

- 9.4 The *Work Plan* is divided into four themed sub-groups (Safer, Stronger Communities; Health and Older People; Children and Young People; and Employment, Enterprise and Life Long Learning) which are aligned with the Local Area Agreement, something that strengthens the programme's strategic role and ability to influence best practice across the city.
- 9.5 In addition to the Board the GDP has also created a *Neighbourhood Services Team* and a *Neighbourhood Services Network*. The Neighbourhood Services Team comprises representatives from partner organisations and their role is to develop new ways of joining up services to better meet local needs and expectations. The Neighbourhood Services Network includes a number of themed practitioner networks that each support a themed area of work; examples of the different networks include Youth Providers and Health Champions.

The character of the neighbourhood

- 9.6 The Greater Dogsthorpe neighbourhood is located to the north east of Peterborough city centre. The area has a population of about 13,000 of which the majority (90%) are white, although more recently there have been growing numbers of economic migrants, settled asylum seekers and refugees moving into the area.
- 9.7 The area is predominantly residential. Half of the housing stock is owner occupied, 38% is social housing and the character and quality is mixed. The neighbourhood also has some small parades of shops and restaurants. Whilst deprivation levels vary within the area the neighbourhood as a whole suffers from high levels of crime and antisocial behaviour, a range of health inequalities (teenage pregnancy, mental health), high unemployment and low skills.

Activities undertaken

- 9.8 Guided by the Work Plan the GDP has undertaken and developed a number of different activities in conjunction with a variety of service providers. Each year these activities are grouped to reflect the LAA themes.
- 9.9 Under the *enterprise, employment and lifelong learning* theme the GDP have built relationships with local businesses to enhance job opportunities for local people and worked with training providers to improve access to learning facilities. In the *health and older people* theme GDP have helped to develop a multi-agency initiative to provide advice, information and support on health issues including sexual health and contraception. Under *stronger and safer communities* GDP have developed an action plan to tackle various different

issues including the multiple occupation of private sector housing. Finally in the *children and young people* theme GDP have developed a youth forum in conjunction with Connexions and have helped refurbish a youth drop-in facility.

- 9.10 In addition to this, the GDP have also delivered a number of *quick wins* such as allocating money for play equipment and facilities; improving local parks and tackling litter; recruiting an environmental enforcement officer to tackle graffiti and fly tipping; and they have developed a 'street leaders' scheme to enable residents to act as points of contact for reporting local issues. The GDP have also undertaken *research and development* activities such as resident surveys to improve local intelligence.

Benefits of neighbourhood management

- 9.11 The different activities of the GDP have resulted in a number of changes, or commitments to change, from mainstream services along with evidence of more joined up services. Examples include the Council's Recreation Services installing new play equipment in five public parks; the police funding summer anti-social behaviour patrols; and the college of adult education offering vocational training opportunities out of a local centre.
- 9.12 In addition to this, local partners have already begun to notice some changes to the neighbourhood, including:
- residents reporting improvements in their physical environment
 - refurbishment to community facilities
 - significantly improved levels of community involvement.

10 Advance Bridlington, East Riding of Yorkshire

The Advance Bridlington neighbourhood management initiative started in April 2006. The neighbourhood covers a population of around 4,400 in the coastal town of Bridlington, East Yorkshire. The purpose of the initiative is to tackle deep-rooted 'liveability' issues with the intention of improving the quality of life for residents in the area. Structured around a small core team with flexible grant funding, activities have focused on building community capacity and the capacity of local organisations, improving engagement with service providers and directly funding voluntary and community organisations and service providers to deliver projects.

Aims and approach

- 10.1 In 2005 the Government announced that Neighbourhood Element funding would be made available to improve the quality of life and public services and develop community participation in some of the most deprived areas of England. The Advance Bridlington neighbourhood management area was eligible for this funding as its area has two Super Output Areas (SOAs) in the 3% most deprived areas nationally. The initiative was subsequently launched in April 2006. The purpose of the initiative is to tackle deep-rooted 'liveability' issues and to improve the quality of life experienced by residents in the area.
- 10.2 It aims to do this by:
- empowering residents and groups (capacity-building) to tackle 'liveability' issues in the area, and
 - influencing and helping to shape local public service design and delivery to respond to locally-identified needs and priorities.
- 10.3 The Accountable Body is the East Riding of Yorkshire Council and the initiative is overseen by a multi-agency Steering Group involving the main local strategic partners and voluntary and community organisations. A core component of the approach of the neighbourhood management team has been to deliberately operate using a small team of staff to ensure that the maximum level of funding can be spent on improvements in the neighbourhood and in leveraging in services. The core team includes a principal sustainable communities officer and a community engagement officer who are overseen by the Head of Community and Sustainable Development at the Council.
- 10.4 This core team is supported by a locally based neighbourhood team which consists of a Community Board and secretariat who oversee the approval

of grants and also eight community wardens. In addition, a series of action groups are used to raise issues of concern about the neighbourhood and to identify actions and projects. These mainly involve service providers and voluntary and community organisations (rather than residents) and focus on topics such as health, crime, the environment, and children and young people.

The character of the neighbourhood

- 10.5 The area covered by the initiative has a population of approximately 4,400 residents and includes two lower super output areas in the 3% most deprived in country and a third area in the 10% most deprived. The area is not a 'natural neighbourhood' as it is not set around a natural community and instead is predominantly based around Bridlington town centre.
- 10.6 Characteristics of the area include a significant amount of privately owned rented accommodation, including many houses in multiple occupancy falling into disrepair and lacking in central heating and double glazing. Though the population is predominantly 'white', the area has recently experienced a significant increase in migrants. The population mix comprises of older residents who have retired to the seaside town and young people.. There are few centres of employment in the area which means that travel elsewhere (for example to Hull and Scarborough) is necessary for many people to find work. Overall, the coastal town of Bridlington experiences some of the worst health, unemployment, criminal damage, theft and burglary rates in the East Riding and is one of the most deprived areas of England.

Activities undertaken

- 10.7 The funding secured by the neighbourhood management initiative has given it the flexibility to award grants to community based projects, to undertake research and also to bring in service providers and voluntary and community organisations to deliver services directly. The initial priorities were identified at the outset of the initiative when local people were asked to identify the main problems affecting the area; the three highest rated problems were dog fouling, parking in residential streets, and rubbish and litter lying around. Therefore, the community based projects have focused on making environmental and safety improvements through providing better street lighting, improving paths, distributing crime leaflets and equipment, installing more litter bins and reducing dog fouling.
- 10.8 Aside from the quality of life survey that identified the issues that are important to residents, other research activity has included an audit of how to design out crime in the neighbourhood and participatory appraisal training to give local people the skills to carry out consultations of residents.

- 10.9 The initiative is involved in delivering some services directly such as: a team of community wardens who have enforcement powers in terms of littering, dog fouling, graffiti, who can perform home security checks and gather local intelligence on the neighbourhood for service providers; and two part-time street cleaners who were appointed to address the issues of litter and dog fouling. A number of pilot services have also been supported including a health trainer programme which provides free support and motivation to help local residents take steps towards a healthier lifestyle.

Benefits of neighbourhood management

- 10.10 The initiative is still very much in its infancy given that it was launched only two years ago. It is changing the way some service providers work, how they collect information and how service providers secure the involvement of local people. The team has started a process of building relationships with service providers from a low base and a low level of knowledge of the neighbourhood. Several examples are starting to emerge where parts of the Council are realising that they can use neighbourhood management in order to connect with hard-to-reach groups in the area. In addition:
- improvements can be seen in the area, which includes the physical environment and the response of the local residents to the initiative's activities
 - voluntary and community groups have benefited with regard to their capacity to deliver activities
 - the capacity of residents to participate is being developed and there has been significantly greater public consultation in the neighbourhood.

11 Neighbourhood Management in Mansfield

Developed in 2005 the neighbourhood management initiative in Mansfield operates across three neighbourhoods (Ravensdale, Oak Tree and Bellamy) with a total population of 7,500. The initiative builds directly on the district's 12 community led 'neighbourhood management teams' providing a dedicated staff team to facilitate the development of long term change in the three neighbourhoods. The role of the team is to co-ordinate service providers and to develop a more mature relationship between service providers and the local community. The work is all overseen by a constituted Management Group comprising residents and service providers and chaired by the LSP co-ordinator.

Aims and approach

- 11.1 In 2006, using Neighbourhood Element funding, Mansfield District Council and the Local Strategic Partnership (LSP) developed a Neighbourhood Element funded neighbourhood management initiative covering the three neighbourhoods of Ravensdale, Oak Tree and Bellamy.
- 11.2 The neighbourhood management initiative built directly on the District Council and LSP's existing neighbourhood approach that had seen *neighbourhood management teams* established in 12 neighbourhood areas. The purpose of these teams was to support the regeneration of the neighbourhoods through community involvement in resource allocation, particularly the development of Neighbourhood Action Plans in conjunction with service providers.
- 11.3 The key difference between the Neighbourhood Element funded initiative and the existing neighbourhood management teams was that the Neighbourhood Element initiative provided the resources for a dedicated staff team to coordinate activity and to work in partnership with local residents and mainstream services. The neighbourhood management teams had no dedicated staff team and were run by the community with support from development workers.
- 11.4 The aim of the neighbourhood management initiative was therefore to provide a resource to facilitate the development of long term change in the three neighbourhoods, reducing the levels of deprivation currently experienced by producing stronger relations in the planning and implementation of mainstream resources and services.
- 11.5 To achieve this, the neighbourhood management initiative has a team of four: a service co-ordinator, a development worker and two part time administrators. The team is based in the Oak Tree neighbourhood but cover

all three neighbourhoods. A key element of the approach was that the staff team do not seek to “run” the neighbourhoods and as a result the decision was taken to use the title of Neighbourhood Service Coordinator rather than Neighbourhood Manager to not imply management over the three communities.

- 11.6 The role of the team is two-fold, firstly to co-ordinate service providers, getting them to work more effectively together in a geographically defined area and secondly to work with the communities, and the neighbourhood management teams, to develop a more mature relationship with service providers so that they are in a better position to know what residents want.
- 11.7 The work of the team is overseen by a constituted *Neighbourhood Element Management Group* comprising residents and service providers and is chaired by the LSP co-ordinator. The chairs from the three neighbourhood management teams are also represented on the Group. The main function of the Group is to manage the external funding resource, identify need and develop and approve projects.

The character of the neighbourhoods

- 11.8 The areas of Oak Tree, Bellamy and Ravensdale have a total population of around 7,500 and two of the areas are within the 3% most deprived SOAs in the country. The three neighbourhoods are geographically very close and comprise a predominantly white population. The Bellamy and Oak Tree neighbourhoods are located on the eastern periphery of Mansfield whilst Ravensdale is in a central location.
- 11.9 The areas of Bellamy and Oak Tree have been particularly affected by the closure of mines which has fostered intergenerational worklessness and a dependency on benefits. All three neighbourhoods also suffer from the more generic features of deprivation including anti-social behaviour, crime and low levels of educational attainment. Despite these similarities the three neighbourhoods are very different in terms of local community issues.

Activities undertaken

- 11.10 The focus of the initiative has been on facilitating neighbourhood-based service interventions to address deprivation in the area along with developing community empowerment. This approach has resulted in a variety of different activities including:
- The conversion of a shop to a neighbourhood based co-location point for residents to access a number of services. The ‘Community Link’ currently houses the Neighbourhood Element initiative team, wardens and the neighbourhood policing team and provides a facility for use by Job Centre Plus and the Fire Service. It is also a base for volunteers and the neighbourhood management teams.

- A family key worker project to manage, coordinate and support those 'at risk families' who are seen by a range of services.
- Funding a Community and Voluntary Sector (CVS) coordinator to work in partnership with Mansfield CVS to embed volunteering good practice within the community and develop community groups.

Benefits of neighbourhood management

- 11.11 Neighbourhood management in Mansfield has only been in place for a relatively short period and has spent a notable proportion of this time on developing different organisational structures and systems. However, in spite of this, it is perceived by partners to have already helped to reshape mainstream services through the localisation of neighbourhood policing teams and has improved access to services through the development of the Community Link and the localisation of different services.
- 11.12 Stakeholders also suggest that the initiative has helped break down organisational barriers and build relationships between service providers both of which have helped facilitate operational joining-up around specific issues.

12 Heartland Community Voice, Portsmouth

Portsmouth's Neighbourhood Management initiative was set up in April 2006 and covers the adjoining city-centre areas of Landport and Buckland. The initiative covers a population of about 10,000.

The programme aims to build on citywide strategies and better match service delivery with local people's needs. The overriding aim is to improve the quality of life for local people by making mainstream services more accessible, responsive and sustainable.

The Local Strategic Partnership (LSP) received Neighbourhood Element funding under the Safer Stronger Communities theme of the LAA, and Portsmouth City Council is responsible for project delivery. The work is overseen by the Council and run by a small central team.

Aims and approach

- 12.1 From April 2006 Portsmouth's Local Strategic Partnership received Neighbourhood Element funding of £1.6m over four years to 2010 (c.£400,000 per annum) to develop neighbourhood management.
- 12.2 The delivery of neighbourhood management rests with Portsmouth City Council and the aim is to improve the quality of life for local people by making mainstream services more accessible, responsive and sustainable.
- 12.3 The neighbourhood management team is overseen by the Council, and includes a Neighbourhood Manager; a Community Coordinator Manager; a project administrator; two Community Link Workers recruited locally; a Project Administrator and a Project Support Worker who has been seconded to the project. Funding is also provided for four Community Wardens.
- 12.4 There is a Neighbourhood Management steering group that includes representatives from the City Council, the LSP, community/voluntary groups and local residents. The Heartlands Community Voice Partnership (HCV) nominates up to four community members for the steering group. Below the steering group there are also two sub-groups – a Community Safety Group and a Children and Young Peoples Group – attended by service provider representatives and residents.
- 12.5 To date the primary focus of work has been on:
 - community safety

- environment and housing (including refuse disposal, litter, recycling facilities, arson, maintenance and the external environment)
- health
- education, children and young people (including adult skills)
- employment and benefits
- community engagement and service provision.

The character of the neighbourhoods

- 12.6 The initiative covers the neighbourhoods of Landport and Buckland in the heart of Portsmouth. The two neighbourhoods are linked by the Heartland Community Voice (HCV) Partnership, which brings together two pre-existing SRB community boards.
- 12.7 There is not a neat fit between the neighbourhood management areas and administrative boundaries but the current estimated population for the neighbourhoods in Landport and Buckland stands at just over 10,000. The population is 90% white with a wide range of ethnic groups making up the remaining 10%. Landport includes part of the city centre's shopping area and has high levels of recorded crime. Buckland is seen as Portsmouth's most challenging neighbourhood in which to live. Both neighbourhoods have high levels of unemployment, low rates of economic activity, and large numbers of residents with limiting long-term illnesses.

Activities undertaken

- 12.8 Neighbourhood management in Portsmouth has implemented a number of pilot projects to demonstrate how local services can be improved. For example, Environmental Recycling Officers have called door to door to increase awareness of recycling options by promoting a 'Green Bag' scheme, and changes to bulk refuse collection have decreased opportunities for arson. Community safety is also a central focus: Crime Reduction and Environment Weeks (CREWs) have brought together a wide range of agencies including Housing Services, the Police, the Safer Neighbourhoods Team, Community Wardens, and PCC Parking Services.
- 12.9 Drop-in sessions for debt counseling and employment issues have also been provided and the neighbourhood management team have run courses to help people on incapacity benefit or income support get back into work. Young people have also been encouraged to get involved in the community through the Community Grants scheme, and the weekly Friday Night Club regularly attracts over 60 young people.

Benefits of neighbourhood management

- 12.10 The Neighbourhood Management Steering Group and sub groups are well-attended by agencies and service providers. The Neighbourhood management team consults the community on a regular basis, and residents are involved in decision-making through the Steering Groups and the Community Grants Scheme. Community involvement has also increased considerably: in early 2006 there were around 12 local people involved in area based work; there are now over 200 local people involved in neighbourhood management initiatives.
- 12.11 Residents' access to mainstream services is improving as residents become more aware of what is available and more confident about speaking up and getting involved. There are several examples of neighbourhood management influencing the allocation of mainstream resources – for example, by Portsmouth City Council's Housing and Youth Services, and the Police. Local evidence suggests that access to some services, including housing/ environmental services and the Police, has improved significantly as a result.

13 Neighbourhood Management in Staffordshire Moorlands

Staffordshire Moorlands neighbourhood management initiative dates back to May 2004, when the District's Local Strategic Partnership, 'Moorlands Together', set up neighbourhood partnerships in the three most disadvantaged neighbourhoods: Biddulph East (in Biddulph), Haregate (in Leek) and Hammersley Hayes (in Cheadle). These partnerships became operational in 2005.

Each neighbourhood partnership has a Board that is responsible for the production and delivery of neighbourhood plans and a number of Theme Groups. The initiative is overseen by a small team working in the district council's Communities Division, which is also responsible for overall management of the Local Strategic Partnership.

The neighbourhood partnerships do not have dedicated project funds and work on the basis of seeking to influence mainstream services affecting their areas.

Aims and approach

- 13.1 The district's neighbourhood management initiative was set up in May 2004, when the LSP promoted the establishment of neighbourhood partnerships in the three most disadvantaged neighbourhoods in the District, one in each of the three market towns: Biddulph East (Biddulph), Haregate (Leek) and Hammersley Hayes (Cheadle). The initiative is overseen by a small team of two Locality Partnership Officers based in the district council's Communities Division. Staffordshire Moorland District Council is the Accountable Body for the LSP and for the neighbourhood partnerships.
- 13.2 The partnerships were set up on the understanding that tackling neighbourhood deprivation required joint planning and action by agencies and communities using the neighbourhood management model. The LSP learned from and used the approach developed through the Government's Neighbourhood Renewal programmes and in particular the Neighbourhood Management Pathfinder Programme. Key aims include developing a shared vision and shared priorities between communities and agencies; ensuring that the partnerships are fully representative of their local communities; and raising aspirations.
- 13.3 The neighbourhood partnerships each have individual Neighbourhood Plans, and feed into three Town Partnerships (for Biddulph, Cheadle and Leek), each with a Town Centre Plan. The neighbourhood partnerships also operate alongside a Rural Partnership bringing together Village Action Groups and their Action Plans into an overarching Rural Plan.

- 13.4 Each neighbourhood partnership has a Board, comprising local residents (at least 50%), voluntary organisations, public agency officers and local (town, district, and county) councillors. The Board is responsible for the production and delivery of neighbourhood plans. Each partnership also has a number of Theme Groups, covering environmental, community safety, educational, and health issues, which are mainly chaired by local residents and have open membership.
- 13.5 The partnerships do not have access to any dedicated 'pot' of regeneration funding and work on the basis of bending mainstream resources.
- 13.6 The areas covered by the neighbourhood partnerships are included in the group of disadvantaged wards/Super Output Areas identified in the LAA's Outcomes and Funding Framework in relation to 'closing the gap' between disadvantaged areas within the county and the rest, but there are no specific targets in the LAA for the Neighbourhood Partnerships.

The character of the neighbourhoods

- 13.7 The neighbourhood partnerships cover three residential areas in the district's three market towns: Biddulph East covers four SOAs and 6,000 residents in Biddulph; Hammersley Hayes covers an estate with 660 residents in Cheadle; and Haregate covers 2.5 SOAs with 3,600 residents in Leek.
- 13.8 Staffordshire Moorlands is a relatively affluent district: the unemployment rate is well below the national and county averages. However, the neighbourhood partnership areas are affected by dependence on declining traditional industries, low pay and low skills levels among residents of working age.
- 13.9 The neighbourhoods were each chosen by the LSP on the basis of relative disadvantage (all in the most deprived 23% of wards according to the IMD 2004). The neighbourhoods are predominantly white in their ethnicity, and have relatively high proportions of single pensioners and one parent households with dependent children.

Activities undertaken

- 13.10 All three neighbourhood partnerships have been involved in community engagement and development. Priorities identified by local residents include the environment and community safety and children and young people.
- 13.11 Activities to date include: drawing up Neighbourhood Plans (and undertaking related research); a number of 'quick win' multi-agency environmental and community safety interventions, including training residents to carry out street environmental audits, two-day 'Operation Clean Ups' focusing on reducing crime and environmental improvements, and environmental

‘Community Pride’ events; and work with children and young people, including youth clubs, theatre projects, bicycle workshops and mentoring.

- 13.12 Biddulph East is also piloting Staffordshire Moorlands’ own version of a Local Charter, its ‘Community Pride Agreements’.

Benefits of neighbourhood management

- 13.13 The Partnerships appear to have had an impact on mainstream service providers’ behaviour and have contributed to a number of changes in the way that local services are delivered. They have also gone some way to improving the capacity of local communities to hold service providers to account through both consultation and involvement in deliberative decision-making.
- 13.14 The neighbourhood partnerships have also been successful in drawing down funds from agencies and partnerships, including the Community Safety Partnership and the local Community Learning Partnership. They are perceived to have raised the profile of the areas to service providers as well as introducing agencies to new ways of working.

14 Neighbourhood Management in Northamptonshire

Developed in 2005 neighbourhood management in Northamptonshire operates across 21 (16 urban and 5 rural), priority neighbourhoods with approximately 5,000 people in each neighbourhood. Each neighbourhood has a local neighbourhood partnership and is responsible for developing an annual neighbourhood action plan which sets out the local priorities for the neighbourhood. The focus of the approach is on influencing service providers and building community capacity. The work is overseen by the County Council and coordinated, on the ground, through three separate neighbourhood managers each with their own team.

Aims and approach

- 14.1 In 2005 Northamptonshire developed a county wide approach to neighbourhood management that covers 16 urban priority neighbourhoods across four boroughs (Northampton, Wellingborough, Kettering and Corby) and a further five priority neighbourhoods in rural Northamptonshire.
- 14.2 Neighbourhood management in Northamptonshire is seen as a mechanism for ensuring that neighbourhood renewal takes place throughout the county, providing the means for local communities throughout Northamptonshire to work with service providers and commissioners to shape and plan local services. The aim is that neighbourhood management will result in a coherent and co-ordinated approach to planning, commissioning and allocating resources, to meet identified needs and achieve continuous service improvement whilst also enhancing community engagement and leadership.
- 14.3 Neighbourhood management is overseen by the County Council and in each of the four boroughs the Local Strategic Partnership is responsible for leading the work which is co-ordinated on the ground through three different structures:
- In **Northampton** work in the six priority neighbourhoods is overseen by a Neighbourhood Management Coordinator who is supported by a team of six neighbourhood co-ordinators and one community regeneration officer.
 - In **Wellingborough, Kettering and Corby** work in the 10 priority neighbourhoods (four in both Wellingborough and Kettering and two in Corby) is overseen and delivered by a Neighbourhood Manager and a team of three neighbourhood coordinators and two community regeneration officers.

- In the five **rural** priority neighbourhoods work is overseen and delivered by a Neighbourhood Manager and a team of one rural neighbourhood co-ordinator and two community regeneration officers.
- 14.4 Each neighbourhood also has a *neighbourhood partnership*, consisting of local councillors, residents, representatives of local groups and officers from service providers to help guide and facilitate local working. This partnership is also responsible for developing the annual *neighbourhood action plan* which sets out the local priorities for the neighbourhood (against which service providers can be held to account) and provides a mechanism through which many of the LAA objectives and targets are addressed.

The character of the neighbourhoods

- 14.5 Though the County does not suffer from high levels of deprivation overall there are individual localities and neighbourhoods which do, particularly in respect of worklessness, crime and education. The 21 priority neighbourhoods were identified through a combination of deprivation scores and a comparison of available data on benefit claimants, reported crime, educational attainment and other locally gathered information.
- 14.6 The 16 urban neighbourhoods are typically, but not exclusively, focused around housing estates with populations of approximately 5,000. The five rural neighbourhoods are relatively more prosperous overall but face issues that are essentially linked to their rural nature or require a locally focused solution such as the availability of affordable housing, the level of public transport or the access to services.

Activities undertaken

- 14.7 The neighbourhood action planning process in Northamptonshire is the cornerstone of the neighbourhood management approach and typically leads to the development of three or four annual priorities for each neighbourhood. The initial priorities identified were generally focused on environment and crime although more recently the focus has moved on to young people and health.
- 14.8 Specific activities have been undertaken to address these issues at an individual neighbourhood level and examples include: an environmental audit; improved street lighting; landscaping to improve community safety; the piloting of a street cleansing scheme; development of and improvements to play areas and facilities for children and young people; and work with local shopkeepers to improve the retail area.
- 14.9 Residents and representatives groups are involved at all stages of the neighbourhood management process and as a result community engagement has also been a key activity including the development, with partners, of youth forums, fun days and clear up campaigns.

Benefits of neighbourhood management

- 14.10 In all of the neighbourhood management areas throughout Northamptonshire there is evidence of a concerted effort to take a co-ordinated approach to service improvement which is tailored to local needs – needs and priorities that are also taken account of in the County’s Local Area Agreement.
- 14.11 Neighbourhood management has also been reflected in the service plans for all of the service delivery departments at county and borough level throughout Northamptonshire and has enhanced community engagement by strengthening the partnership working between the community and service providers. In addition to this, and more specifically, local partners believe that neighbourhood management has also:
- contributed to reductions in the recorded incidences of crime and anti-social behaviour beyond county wide averages
 - helped reduce the number of road safety incidents
 - improved existing leisure facilities
 - significantly reduced the activity of prostitutes and kerb-crawlers.

15 Neighbourhood Management in Lewisham

The London Borough of Lewisham began using Neighbourhood Renewal funding for neighbourhood management in November 2002, originally for 18 months. Neighbourhood management in Lewisham covers five geographical areas: Downham, Evelyn, Bellingham, Heathside and Lethbridge and Honor Oak. The areas vary considerably in size as well as in their economic, social and environmental challenges.

Each area has a neighbourhood manager accountable to their Neighbourhood Panel and who reports to an overall programme coordinator. The activities of the neighbourhood management programme have varied since programme inception. Available budgets have reduced over time and the programme has moved from delivering small projects to focusing almost entirely on influencing mainstream service providers and joining up service delivery.

The London Borough of Lewisham is currently rolling out ward-based 'Neighbourhood Assemblies'. There are a number of similarities between the approaches, but resources will be stretched over a larger geographical area.

Aims and approach

- 15.1 The Neighbourhood Management Programme in Lewisham started in November 2002 and was funded through NRF. Hyde Plus, a social housing provider, acted as the Accountable Body and was responsible for programme management, although the Neighbourhood Managers in each area were directly managed locally by other bodies including SureStart, the Local Authority and the PCT. In April 2004, funding for neighbourhood management was awarded for a further two years, and the geographical coverage extended. From 2006, responsibility for coordinating neighbourhood management was taken on by the LSP, with Lewisham Council as the Accountable Body. Funding was also agreed for a further two years through the Safer and Stronger Communities block of the LAA.
- 15.2 Each neighbourhood has a Neighbourhood Manager, accountable to a Neighbourhood Panel comprising residents and local service providers. The five Neighbourhood Managers report to a Programme Manager based within the Community Services Directorate at Lewisham Council.
- 15.3 The neighbourhood management programme is seen as central to delivering the priority objectives of the LAA's Safer Stronger Communities, as follows:
 - to improve the quality of life for people in the designated neighbourhood management areas and ensure providers are more responsive to neighbourhood needs and improve their delivery accordingly

- to build respect in communities and to reduce anti social behaviour
- to increase the capacity of local communities and empower local people to have a greater voice and influence over local decision making and the delivery of local services.

15.4 Each of the five areas also has an annual action plan which sets priorities and targets, and the LAA priorities have been used as a template for developing local Action Plans.

The character of the neighbourhoods

15.5 Lewisham is an inner London borough in South East London, with a population of almost 250,000. Levels of economic and social exclusion are high. Four of the original (2002) neighbourhood management areas were identified on the basis of IMD data (i.e. within the most deprived 10% areas according to the 2000 IMD). In 2004 further funding for neighbourhood management was awarded and the geographical coverage extended to a fifth area.

15.6 The size of the areas vary: Honor Oak and Heathside and Lethbridge cover individual estates; Evelyn and Bellingham individual wards (with a population of about 6,000 each); and Downham covers two wards (with a combined population of 27,000).

Activities undertaken

15.7 The activities undertaken in each of the five areas have varied in response to identified needs and priorities, service provider engagement, funding, existing initiatives and community engagement and support. There have been significant changes in the scale of neighbourhood management funding since the programme's inception, which has impacted on the number and nature of initiatives that can be delivered. Partnership working is increasingly important as the neighbourhood management areas focus on improving the quality of mainstream service provision.

15.8 Areas of activity have included: younger people; older people; environmental issues; health; employment and training; and housing. A number of successful initiatives which focused on bringing mainstream service providers into the neighbourhood management areas for events and consultation have helped to steer local residents towards appropriate service providers and support. Community engagement was also facilitated by appointing community activists as neighbourhood managers in some areas.

Benefits of neighbourhood management

- 15.9 Neighbourhood Managers in each area have engaged with a range of service providers in order to coordinate service delivery in Lewisham. The nature and extent of joint working and commitment varies, but there have been a number of successes in influencing the delivery of mainstream services – for example health road-shows, Youth Fora and environmental cleanup days.
- 15.10 The neighbourhood management programme has also raised awareness among local communities of how to access services, and encouraged service providers to focus on the neighbourhood management areas. All of the agreed targets for the neighbourhood management areas were achieved to 2006 (with targets after that date set out in the Safer, Stronger Communities block of the LAA) and some local evidence suggests that the neighbourhood management programme is having a positive influence on the areas in which it works.

16 Neighbourhood Management in Middlesbrough

In 2003–04 Middlesbrough Council established four neighbourhood management pilots, with a fifth neighbourhood added in 2006. The neighbourhoods have an average population of around 3,000 people but are geographically distinct with their own characteristics and problems. The activity is coordinated and managed by the Council's Community Regeneration Manager and each neighbourhood has their own Neighbourhood Manager but no team. The pilots all have steering groups that include elected members and residents. These groups are responsible for overseeing priority planning, strategy and performance management in each neighbourhood. The primary focus of the activity to date has been on joining up services particularly around the 'cleaner, safer, greener' agenda.

Aims and approach

- 16.1 In 2003/04 four neighbourhood management pilots were set up in Middlesbrough in Easterside, Hemlington, Grove Hill and North Mornesby. In 2006 a fifth pilot was added in Gresham.
- 16.2 The core aims of Middlesbrough's neighbourhood management model are:
- to bring service providers together with each other and with local people at a neighbourhood level to identify and examine issues of concern
 - to identify priority local problems, develop activities and projects to address these problems, and secure resources to support multi-agency solutions to these problems
 - to help make local service and facilities more accessible to local residents.
- 16.3 Middlesbrough Council is the Accountable Body and the five pilots are all coordinated and managed by the Council's Community Regeneration Manager. Each pilot also has their own manager, but no team. Four of the managers are employed by the Council whilst the fifth (North Ormesby) is employed by Tees Valley Housing Group. The reason for this was that the original intention of the programme had been to adopt a different approach in each neighbourhood and work with a different delivery partner in each case; however this view changed resulting in the council leading the other four pilots.
- 16.4 The Neighbourhood Managers work independently but are part of a staff group with the Community Regeneration Section, with shared administrative back-up. There are also various different opportunities for the five neighbourhood managers to meet to compare notes, discuss progress and refine priorities.

- 16.5 None of the pilots has a board, but Neighbourhood Management Steering Groups are in place – including elected members and residents – to oversee priority planning, strategy and performance management in each neighbourhood. The Council perceives this as a democratic arrangement which empowers the community and enables elected members to be community champions and effective local leaders without hampering progress by being overly formal or bureaucratic.

The character of the neighbourhoods

- 16.6 The average population across the five neighbourhoods is around 3,000. The five neighbourhoods are geographically distinct, not contiguous and each has its own characteristics and issues to address:
- **Grove Hill** is currently undergoing a third wave of regeneration with some housing marked for demolition.
 - In **Easterside** nearly half of the properties are owner occupied and the estate has a range of local facilities.
 - **Hemlington** benefits from a number of green spaces and is not bordered by other deprived wards.
 - **North Ormesby** is possibly the most clearly defined neighbourhood in Middlesbrough and has been subject to a number of different regeneration initiatives.
 - **Gresham** is subject to Housing Market Renewal remodelling and suffers from a number of problems related to empty housing.

Activities undertaken

- 16.7 The pilots have all set out to develop multi-agency solutions to a variety of issues affecting quality of life, environmental complaints and community safety and therefore, during the initial years of activity, time and effort was focused on the 'cleaner, safer, greener' agenda. Each of the pilots is said to have had good support from a range of partners and it is clear that at an operational level some very effective working relationships have been established.
- 16.8 Each neighbourhood has also established action, AIM ('active intelligence mapping') and problem solving groups and one of the main priorities for each of the pilots is to produce a neighbourhood plan – taking the six town-wide priorities from the LAA and interpreting them into priorities and actions agreed at the neighbourhood level.
- 16.9 The level of discretionary funds available to the pilots has been very limited and therefore the pilots have secured commitments from partners and the community purely through a shared willingness to improve service delivery.

Benefits of neighbourhood management

- 16.10 Joining up services has been the focus of neighbourhood management in Middlesbrough to date and multi-agency teams exist in each of the five neighbourhoods. Problem solving groups have also helped to bring service providers together from across agencies and sectors.
- 16.11 Some specific examples of the joining up of services include: the development of a successful multi-agency funding bid for a 'pod' from which activities for young people can be provided; extra police numbers and the relocation of a local police base; and the establishment of a health forum which provides a mechanism for consulting residents and enabling the PCT to adapt services to meet their needs. Local partners also believe that neighbourhood management has contributed to reductions in domestic burglary, vehicle theft and criminal damage.

17 Neighbourhood Management in Birmingham

Developed in 2006, the neighbourhood management pilot in Birmingham operates across five priority wards (ten neighbourhoods) with between 10,000 and 17,000 people in each neighbourhood. Overseen by the Council and supported by the City's devolved Constituency Structures, each neighbourhood has a Neighbourhood Manager and a Partnership Board that is responsible for developing an Action Plan for the neighbourhood. The focus of the approach is on piloting, through building community capacity and neighbourhood action planning, ways in which the City Council and other service providers can become more responsive to neighbourhood needs.

Aims and approach

- 17.1 In 2005–06 Birmingham was awarded Neighbourhood Element (NE) funding. The funding was designed to meet one of the Safety and Stronger Community Fund (SSCF) and Local Agreement (LAA) core outcomes: “to improve the quality of life for people living in the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery”.
- 17.2 Using recently developed *constituency structures* which cover the whole city, Birmingham City Council used the Neighbourhood Element funding to pilot neighbourhood management in 10 of Birmingham's most disadvantaged areas. The main components of the pilot are as follows:
- Using the 11 priority wards identified in the city's Local Area Agreement, five wards were eligible for Neighbourhood Element funding and these covered 10 neighbourhoods.
 - Mirroring the four year NE funding period, the pilot adopted a phased introduction:
 - Phase 1: six neighbourhoods in 2006–07: Bordesley Green, Farm Park and Sparkbrook, Highgate and Small Heath, Kingstanding, Lozells, and Saltley/Washwood Heath.
 - Phase 2: four neighbourhoods in 2007–08: Handsworth, Soho Finger and Gib Heath, Summerfield and Central, Glebe Farm and Lea Village.
 - A Neighbourhood Manager (at Grade 7 Officer Level) is assigned to each neighbourhood.
 - Birmingham City Council acts as the Accountable Body with strategic management being the remit of 'Be Birmingham', Birmingham's Local Strategic Partnership.

- Constituencies act as the Accountable Body at the neighbourhood level with Constituency Directors having overall responsibility for the neighbourhoods in their area. Constituency Directors and Neighbourhood Managers report quarterly to the Acting Director of Constituencies.
- 17.3 Each neighbourhood has a Partnership Board which consists of local councillors, residents, representatives from local groups and officers from service providers. Each Partnership Board has been charged with developing a Neighbourhood Action Plan that, through baseline data analysis, community engagement and partnership working, will ensure that neighbourhoods develop an outcome based planning approach.

The characteristics of the neighbourhoods

- 17.4 While all of the pilot neighbourhoods are urban and disadvantaged, their other characteristics and issues vary substantially:
- The neighbourhoods have populations varying from 10,700 to 17,000.
 - The ethnic mix of the neighbourhoods varies considerably, with 91% being 'White British' in Kingstanding and 58% Pakistani in Saltley/Washwood Heath.
 - Housing tenure also varies considerably, with 49% living in council rented accommodation in Summerfield and Central while the equivalent figure for Lozells is just 7%.
 - Worklessness across the neighbourhoods varies from 48% in Farm Park and Sparkbrook to 23% in Soho Finger and Gib Heath.

Activities undertaken

- 17.5 Partnership Boards have tended to focus on crime and environment and young people. For example, through Bordesley Green Partnership Board, local councillors, the Youth Service, a Housing Association, Connexions, Bordesley Green North Neighbourhood Forum and a local social enterprise have been able to respond to local issues raised by the community and work to improve youth provision in the neighbourhood. Another example is in Kingstanding where, through the police-led Neighbourhood Tasking Forum, an observed positive correlation between 'low level' crime and the period after secondary school pupils leave school for the day and during school holidays, led to a range of 'quick fix' measures being put into place to ensure that when pupils left school the opportunities for crime were reduced.
- 17.6 There is also an intention to improve the capacity of the Community, Voluntary and Faith sectors through recognising their role in delivering services through Neighbourhood Action Plans. Through this planning process, the sectors have already improved their capacity to work with regeneration and development practitioners, councillors and mainstream

agencies in developing priorities for their neighbourhood and, with budget constraints and wider policy targets in mind, agree upon a joint response.

Benefits of neighbourhood management

- 17.7 A new Neighbourhood Board is being developed for the city that will be responsible for ensuring that the six new thematic partnerships to be developed under the new LAA recognise the cross-cutting issues associated with improving the economic prosperity and quality of life across the city's most disadvantaged neighbourhoods. The new LAA has recognised the value of neighbourhood service planning by including indicators to measure improvements in the most deprived neighbourhoods in 'closing the gap' and increasing satisfaction levels in neighbourhoods.
- 17.8 With the pilot neighbourhoods having been in operation for just over a year it is too early to assess impacts. That said, local partners have reported that neighbourhood management has:
- contributed to reductions in Public Service Agreement Level 1 recorded crime
 - improved and contributed to the development of new facilities for young people and the elderly.

18 Neighbourhood Management in Allerdale

There are two neighbourhood management initiatives operational within the local authority area of Allerdale – in South Workington and Maryport, which are home to 9,000 and 15,000 people respectively. Since its inception in April 2006, the South Workington area has adopted a more formalised neighbourhood management approach using additional resources, funded through the Safer and Stronger Communities pot. The Maryport model is supported via Allerdale's NRF programme, although this ended in March 2008.

Each area has a local neighbourhood partnership/committee, which is responsible for developing an annual neighbourhood action plan and delivery plan, setting out the local priorities for the neighbourhood. The focus of the two approaches is primarily on influencing service provider behaviour and building local community capacity. The work is co-ordinated on the ground by two Neighbourhood Managers.

Aims and approach

- 18.1 There are two neighbourhood management initiatives operational within the local authority area of Allerdale – in South Workington and Maryport.
- 18.2 The South Workington neighbourhood management approach was established in April 2006 and has the objective of improving the quality of life for residents of South Workington alongside ensuring that service providers are more responsive to their needs, thus resulting in improved service delivery and outcomes. The programme is seeking to improve conditions within the wards of Moss Bay and Moorclose. The management and administration of the South Workington neighbourhood management programme is funded through the Neighbourhood Element of the Safer and Stronger Communities Fund.
- 18.3 In nearby Maryport, a less formalised neighbourhood management approach has been funded through Allerdale's Neighbourhood Renewal Fund programme. In Maryport, the focus has been on enhancing the quality of services, local facilities, targeted activities for young people and environmental improvements for residents to ensure they can enjoy a good quality of life and access local opportunities.
- 18.4 Cumbria County Council acts as the Accountable Body for all LAA funding in the area although since 2007–08, the funding and management of both neighbourhood management initiatives has been devolved down to Allerdale Borough Council. From April 2008, under a new funding system of Area Based Grants, funding has been given directly to Allerdale Borough Council.

The main drive and impetus of the two initiatives to date has come from the Neighbourhood Managers on the ground and their supporting structures:

- In South Workington, a *Neighbourhood Committee*, comprising local elected members and community representatives, has been established to act as the main vehicle for involving the local community in the initiative. The Neighbourhood Committee has responsibility for agreeing the delivery plan and annual action plans and commissions projects/initiatives to address priorities within the neighbourhoods. Sitting alongside the Neighbourhood Committee is a *Delivery Group* comprising of core service provider agencies. The group is chaired by the Neighbourhood Manager and the purpose of the group is to share ideas and information in order to facilitate improved services.
- In Maryport, a *Neighbourhood Partnership* has been established, within which the acting Neighbourhood Manager plays a central co-ordinating role, providing administrative and management support and preparing the delivery plan and annual action plans. The *Maryport Neighbourhood Group*, which comprises independent members of the local community, determines the broad strategies and priorities for action. These priorities are then taken forward by a dedicated *Delivery Group*, with additional working groups established on an ad hoc basis as and when required. There is also a small monitoring and finance group to support the partnership.

The character of the neighbourhoods

- 18.5 The South Workington neighbourhood covers the two most southerly wards of Workington, a port town on the coast of West Cumbria. The two wards – Moss Bay and Moorclose – contain a population of approximately 9,100 people. The neighbourhood suffers from severe levels of deprivation, with particularly high concentrations in the Westfield/Frostoms area. Poor health and disability are particular issues locally. Alongside this general experience of poor and ill health, other problems include drug and alcohol misuse and high rates of teenage conceptions. The area is also characterised by a high degree of benefits dependence and unemployment levels are also significantly higher here than in the rest of the country. There are also issues associated with educational attainment, poor quality housing, crime and anti-social behaviour, as well as generally low levels of aspiration.
- 18.6 Nearby, Maryport is situated approximately six miles north of Workington and is also on the West Cumbria coast. As in South Workington, deprivation is a key issue in Maryport. The Indices of Deprivation 2007 show that four of the nine Lower Super Output Areas which make up the town, are ranked within the 30% most deprived in England. It is clear that health deprivation and disability, as well as crime, are two of the most critical issues for the area as a whole. In terms of the wider living environment, local residents have raised concerns over derelict areas and redundant buildings in particular.

Activities undertaken

- 18.7 The neighbourhood action planning process in South Workington and Maryport is the mechanism by which action priorities are set and activities are commissioned. Funding is usually allocated across three or four key thematic areas. Within both neighbourhood management programmes, the focus of activity to date has predominantly been around community engagement events, crime reduction initiatives including diversionary activities for young people, investments in CCTV infrastructure and additional Police Community Support Officers, environmental improvement works targeting locally identified problem areas and schemes designed to support healthy communities including a high profile health impact study. This health impact assessment study has played an important role in changing local attitudes towards the determinants of poor public health, including within the PCT itself at a senior level.

Benefits of neighbourhood management

- 18.8 Given that the two neighbourhood management models in Maryport and South Workington are still pretty much in their infancy, it is difficult to make any robust judgements in relation to the impact that they have had on changing outcomes in the two neighbourhoods. However, consultation with various local stakeholders has revealed that there is a strong level of support for the continuation for the programmes and indeed for neighbourhood management to be rolled out more widely to cover all of the Borough's deprived areas.
- 18.9 Due to the more formalised structures in place in South Workington, this approach appears to have had more of an impact – certainly with service providers in terms of encouraging them to change the way in which they operate locally.

Part D: Overall Conclusions

19 Overall Conclusions

- 19.1 This report has set out to provide a national overview of the nature and extent of neighbourhood management in England beyond the Pathfinder Programme, which has been researched through a national evaluation since 2002. The evaluation team have collated evidence from three separate but related strands of evidence:
- a summary of the existing national evidence base on neighbourhood management beyond that generated from the Pathfinder evaluation
 - a survey of local authorities to assess the nature and extent of neighbourhood management approaches
 - detailed case studies of ten neighbourhood management initiatives across England.
- 19.2 Our overall conclusions from this research are set out here.

The extent of neighbourhood management

- 19.3 It is clear from our survey that neighbourhood management is now a widespread approach in England that has extended well beyond the original 35 Neighbourhood Management Pathfinders. The survey found that 95 authorities were operating neighbourhood management meaning that neighbourhood management is presently operating in at least 27% of all England's unitary or district level authorities. These 95 authorities are spread fairly evenly throughout the nine different English regions with the largest concentration in the North West and the smallest in the South East – a pattern that broadly mirrors deprivation levels. Within these 95 authorities there were 135 separate neighbourhood management initiatives covering nearly 500 separate neighbourhoods and an estimated population of over 4 million people.

The nature of neighbourhood management

- 19.4 Outside of the Pathfinder Programme the design of neighbourhood management initiatives varies between areas reflecting differing contexts and issues but the overall approach is largely the same and reflects the Pathfinder model. The most obvious commonalities between the majority of initiatives include the following:
- Neighbourhood management is primarily used as a **tool for facilitating the renewal of deprived neighbourhoods** in an attempt to narrow the gap between these neighbourhoods and less deprived areas.

- Whilst neighbourhood management has been developed in areas that face a wide variety of issues associated with deprivation including high crime levels, poor environment, low skills and qualifications and poor health, **initial activity has tended to focus on crime and environmental issues** and then moved on to address other issues once the initiative has become established.
 - The average size of target areas has been **below 15,000 population** in 75% of the areas identified in our survey.
 - The focus of activity and the primary approach of neighbourhood management has been to **influence service providers**, not to engage in direct service delivery.
 - **Neighbourhood management has engaged a variety of partners**, particularly the police, the local authority (and its associated departments) the PCT, and housing associations/RSLs.
 - **Neighbourhood management is predominantly led by the local authority**. Aside from some RSLs there are **very few examples of other service providers taking a lead delivery role** either in terms of instigating neighbourhood management or in providing the required accountability and management structures.
 - There is a **widespread recognition of the importance of involving the community** and the vast majority of initiatives have sought to involve the community **in partnership decision making processes**. This involvement has also invariably been 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.
- 19.5 With 62% of our surveyed initiatives costing less than £29 per head of population per year, most do not represent significant spending programmes. Those initiatives addressing more than one neighbourhood with some central 'shared' resources tend to achieve lower unit costs per head of population.
- 19.6 The greatest difficulty in all of our research – the literature review, survey and case studies – has been in collating evidence about the benefits and impacts of neighbourhood management initiatives. Apart from the national pathfinder evaluation, relatively little systematic information appears to have been gathered about the effects of neighbourhood management. Whilst this is perhaps not surprising given the relatively modest scale of resources expended on such initiatives and the lack of any formal requirement for evaluation, it is disappointing nevertheless.

Future prospects

- 19.7 As discussed, neighbourhood management has grown rapidly since 2002 – with 60% of the initiatives surveyed starting since 2005. It has become a widely practised approach in a short period of time, covering 500

neighbourhoods in England. However, to date, the growth of neighbourhood management has been strongly influenced by the availability of special funding – particularly Neighbourhood Element and NRF. Few schemes yet benefit from mainstream funding.

- 19.8 The consequence of this is that the longer term future of neighbourhood management across England remains uncertain. The end of Neighbourhood Element funding in particular will prove to be a key test of the interest of local authorities in supporting neighbourhood management on a more sustainable basis. From our case studies it is apparent that neighbourhood management is beginning to change some of the ways in which key service providers operate. For these initiatives, and others like them, there is a challenge to identify and communicate the benefits of the neighbourhood management approach to their funders, as it is now primarily the continued interest of local authorities and their partners that will determine the future of neighbourhood management in England.

Annex A: Evidence Review of Neighbourhood Management Beyond the Pathfinders

A1: Introducing the evidence review

- A.1 Since 2000, the national evaluation team have been building up an evidence base for the work of the Neighbourhood Management Pathfinders, all published by Communities and Local Government. However, the work of other neighbourhood management initiatives has often been less well known and less well understood. This annex presents a review of the current evidence base on neighbourhood management and other related dimensions of place management, beyond that of the Pathfinder national evaluation.
- A.2 Specifically, the review seeks to identify and summarise any published evidence on neighbourhood management in the UK, including consideration of:
- the nature of neighbourhood management, including any variations in practices
 - the geographical extent of neighbourhood management
 - the costs and benefits (including impacts) of neighbourhood management, if evidenced, together with any 'lessons learnt'.
- A.3 The review has been restricted to material that is based on at least some research, and which is focused on UK practice. It was also limited to more recent work, principally since 2002, though in a few places earlier work has been referred to where it has a particular current relevance. The review also examined evidence on wider 'place management' practices, where they are relevant to and could shed light on how neighbourhood management could/should work, including town centre management, BIDs, housing management, and area management.
- A.4 The specific questions that were explored through the review included the following:
- What difference does geographical scale make to success/viable aims in managing an area?
 - How do arrangements need to vary, if at all, to respond to the different types of social, economic and physical challenges in an area?
 - How can public service providers be influenced by citizens/users to change their services/expenditure?

Identifying the evidence

- A.5 The bibliography on which this evidence review is based is set out at the end of the annex. It was initially assembled through a web search, in particular using www.renewal.net and Google Scholar. The initial list of sources was then sent to some of the country's foremost academic and research practitioners, who supplied a range of helpful additions. In addition to this the review also drew on the database compiled by the Institute for Place Management at Manchester Metropolitan University which contains around 1,000 references to recent books and articles on a variety of dimensions of place management, mainly from the UK but reflecting some international experience as well. Those consulted are also listed at the end of the annex and we would like to express our thanks for their help.
- A.6 It is important to note that there are of course no guarantees that this summary of the evidence base is complete, within the constraints of our assignment, although it is likely that this bibliography includes the great majority of the relevant literature currently available.
- A.7 The rest of the annex is organised in the following way:
- **A2: Defining neighbourhood management:** Discusses the various definitions of what is currently understood by the phrase 'neighbourhood management';
 - **A3: The evidence base:** Describes the nature of the evidence base covered in the report, identifying its strengths and limitations, summarises what the evidence tells us about the current scale and characteristics of neighbourhood management, and outlines the findings from the evidence with regard to the impacts of neighbourhood management, focusing on both benefits and costs;
 - **A4: Key issues and lessons:** summarises the key issues to emerge from the evidence, including wherever possible the lessons for policy makers and practitioners and identifies the gaps in our current knowledge about neighbourhood management.

A2: Defining neighbourhood management

Why be concerned with definitions?

- A.8 This review is not essentially about the definition of neighbourhood management. There is a fairly clear working definition at the heart of the Neighbourhood Management Pathfinders initiative: the Communities website jargon buster defines neighbourhood management as '...a way of encouraging stakeholders to work with service providers to help improve the quality of services delivered in deprived neighbourhoods'. Nevertheless our exploration of the evidence base suggests that outside the NMP there is less consensus about what 'neighbourhood management' means, and the nature of its defining characteristics.

A.9 A number of the writers reviewed here have identified a variety of distinctive strands of government policy since 1997 which coalesce around, or are in some way relevant to, neighbourhood management. John Benington (Benington 2006) describes the complex mix of ingredients comprising the government's neighbourhood policies, which includes decentralisation of services, enhancing the accountability of service providers to local communities, and the devolution of decision-making and budgeting, identifying four discrete but inter-related objectives:

- deepening representation and participative democracy
- improving the responsiveness, accountability and value for money of public services to frontline users and to local communities
- tackling disadvantage and neighbourhood renewal
- developing social capital and social cohesion.

A.10 Helen Sullivan (Sullivan 2002) locates neighbourhood management within the government's modernisation agenda, which she argues is driven by a desire to improve the quality of public services, while at the same time promoting 'democratic renewal' and civic integration – tackling the disconnections between citizens and government. Picking up on the democratic renewal theme, others have blurred the relationship (and differences) between neighbourhood *management* and neighbourhood *governance*. Lowndes (Lowndes 2006) describes four 'ideal' models of neighbourhood governance:

- Empowerment: civic – active citizenship and cohesive communities
- Partnership: social – citizen well-being and regeneration
- Government: political – responsible and accountable decision-making
- Neighbourhood management: economic – more effective service delivery.

A.11 While we may not recognise the precise use of these labels, this reflects first, the interchangeability of much of the terminology, and secondly, the range of policy objectives encapsulated in, or at least associated with, neighbourhood management. Cox (2006) draws these strands together in his exploration of the connections between neighbourhood management, service planning, community empowerment and capacity building, and neighbourhood governance.

A.12 The breadth and diversity of these policy objectives means that, although the evidence base on neighbourhood management *per se* is limited, a wide range of other literature on the separate components offers some commentary and lessons of relevance to neighbourhood management.

The components of neighbourhood management

A.13 One aspect of neighbourhood management about which there is consensus is that some kind of *decentralisation* of service design or delivery is an intrinsic element. Brown identifies three key drivers of neighbourhood

management in Scotland (Brown 2002): decentralisation of services, community involvement and perhaps surprisingly from an English perspective, estate caretakers. Others have located this decentralisation in the ‘new localism’ (Benington 2006). Brown also argues that decentralisation ‘...can be seen as a necessary but not sufficient condition of neighbourhood management’: it can lead to but is not the same as neighbourhood management, because it does not actually attempt to perform the neighbourhood management task. And this leads us to one of the central questions in the literature: decentralisation to do what exactly?

- A.14 The Neighbourhood Management National Network (NNMN) set up an action team to consider whether neighbourhood management initiatives should ‘take on roles that go beyond influencing’. Their report (NNMN, n.d.) starts from the presumption that ‘...most neighbourhood management partnerships, Pathfinders in particular, were established primarily *to influence* the delivery of local services’ (our emphasis). Nevertheless they report that some of their members are undertaking other roles, including for example direct service delivery, and the purchase and management of assets. However, the report argues that neighbourhood management partnerships that actually deliver services run the risk of incorporation and a loss of independence, and may even exceed the boundaries of ‘true’ neighbourhood management. They identify four basic approaches beyond influencing:
- participatory and devolved budgeting
 - direct service delivery
 - commissioning and managing services
 - ownership and management of assets.
- A.15 The action team identified possible roles for neighbourhood management partnerships in the first and last two, they found ‘...no convincing argument for partnerships to take on a direct delivery role.’
- A.16 In contrast Power (Power 2004) starts from a very broad view of neighbourhood management, including within it the whole range of issues associated with ‘...the organisation, supervision and delivery of goods and services, the maintenance and enforcement of reasonable standards of repair, maintenance and supervision, and the provision of acceptable environmental conditions within agreed lines of control and accountability’, all of which implies ‘...the ability to make decisions and authority over identified and dedicated budgets to match the task necessary for making things work’. Without specifying in detail she recognises that different elements within this need to be managed at different spatial scales; but it is clearly implicit that some of these services should be *delivered* through neighbourhood management, others *co-ordinated*. This debate about roles is reflected in the varying neighbourhood management pilots in operation in Tower Hamlets (EDAW 2006). Poplar HARCA have systematically set out to build a role as deliverers of neighbourhood services; the council on the other hand wants neighbourhood management essentially to operate by influencing mainstream service delivery.

- A.17 This distinction, between services needed *for* a neighbourhood and those to be managed *within* the neighbourhood through some kind of neighbourhood management takes us back to issues of accountability and governance. Brown argues that developing a locality focus for service delivery creates the need for multiple accountability (at least for local authority services) ‘...to the area, to the service, to the corporate strategy’. But she also suggests that if just some services are decentralised, this can increase problems of co-ordination (or ‘joining up’) at the neighbourhood level. It may also increase pressures for political decentralisation – although in Scotland, as has been the case in England, this has typically occurred at a much larger spatial scale than the neighbourhood. (Brown 2002).
- A.18 This raises the question of the ‘scale’ at which neighbourhood management is expected to function, and for many commentators size clearly does matter. Brown *asserts* that a neighbourhood should be less than 5,000 households, while for Cox, 2,000 represents the limit of a ‘natural’ neighbourhood (Cox 2006). Power argues for still smaller units, of between 700–2,000 households, which she suggests offers maximum efficiency, a range chosen on the grounds of its ‘recurrence’ among the examples she examines. Lowndes does not specify a number, but warns that decisions about the spatial focus of neighbourhood activity are often assumed to involve a trade-off between equity and efficiency, democracy and delivery. (The Pathfinders are operating with areas of an average of 10,500 population.) As discussed later other writers have pointed to a contradiction between the centralisation of many services, and the government’s increasing emphasis on localism and citizen empowerment and community involvement.
- A.19 Of course virtually all definitions of neighbourhood management take the principle of community involvement for granted, though there is less consensus on what it means in practice. For Evans, community involvement is one of the two defining characteristics of neighbourhood management, along with joint agency working (Evans 2006). But for Robinson, since ‘...community involvement is held to be, self-evidently, “a good thing”’, it comes as no surprise ‘...that community involvement generally goes undefined, a mantra interpreted in various ways and leading to a wide range of policies, structures and social processes.’ (Robinson 2005).
- A.20 Definitions of neighbourhood management then invariably focus on decentralisation and community involvement, but offer little consensus on the nature of the tasks to be undertaken locally, the relationship to governance structures, or how communities should be engaged and in what role.

A3: The evidence base

The nature of the evidence base

- A.21 Largely as expected, the range of recent research-based work explicitly addressing neighbourhood management (beyond the Pathfinder evaluation)

is very limited. However, as the previous discussion indicated, the ideas surrounding neighbourhood management embrace an extensive policy agenda, and in consequence there is a wider variety of literature, some of it evidence-based, that offers illumination of at least some dimensions of neighbourhood management.

- A.22 Of the literature reviewed here that does address neighbourhood management directly, most do either in the context of social housing (Power 2004) or in relation to the role of RSLs (Cope 2004, Evans 2006, Bacon 2007), while Duncan (2007) presents illustrations of 'good practice'. The publications from the NMNN offer examples of current practice developed from action learning sets. Brown (2002) describes neighbourhood management structures in Scotland, but like most of the literature it has little to say about impacts or outcomes (partly because of the timing of much of the work).
- A.23 Other items in the bibliography tackle neighbourhood management in the context of other programmes and types of intervention. Paskell (2005) focuses not on the impact of individual programmes (with all the conceptual and methodological problems that entails) but on the impact of the totality of intervention in an area – reviewing neighbourhood management alongside the rest. Kintrea (2007) takes an interesting approach, reviewing the plethora of housing and neighbourhood improvement programmes from 1975–2000 *against the objectives of current policy priorities*, to explore what lessons from past experience are relevant to contemporary concerns. This leads him to criticise the two 'fundamental assumptions' of current policy: that 'problems' inhere in the locality rather than in the individual; and that poor quality neighbourhoods are somehow aberrant. Although this review was meant to focus on the UK experience, it's worth mentioning that some of the material on European approaches to neighbourhood management offers a comparative analysis (Mawson 2002, Clark 2006).
- A.24 These and other pieces suggest perhaps that what we should be concerned with is not neighbourhood management *per se*, but its connection and relevance to other programmes and strategies, such as mixed communities (Fordham 2007), mixed tenure (Carley 2002) or neighbourhood wardens (Crawford 2006). For example, Fordham's interviews with a range of mixed communities practitioners suggested that effective neighbourhood management was crucial to the maintenance of successful mixed communities, especially given the mix of tenure they display. Carley expresses a similar sentiment in quoting earlier work by Atkinson: "...it is not tenure alone which influences the quality of life in neighbourhoods, but the quality of neighbourhood management and service provision." On the evidence of detailed research in Leeds, Crawford suggests that environmental issues were neighbourhood wardens' main preoccupations, and that "...directly working with crime and anti-social behaviour constituted a secondary function." Motivated by the 'broken window syndrome', neighbourhood wardens spent their time liaising with service providers, and undertaking some of the neighbourhood management functions envisaged by the Neighbourhood Management Policy Action Team (SEU 2000).

- A.25 A number of the pieces reviewed here touch on neighbourhood management from a starting point that focuses on the ‘new localism’, democratic renewal or neighbourhood governance (for example, Burgess 2001, Cochrane 2004, Coaffee 2005, Hall 2005, Benington 2006). Since we are at an early stage in the development of more localised governance arrangements this literature offers policy analysis and prescription rather than evidence; but given the direction of policy it is useful nonetheless in reviewing the directions in which neighbourhood management may potentially develop.
- A.26 An important element in the original PAT formulation of neighbourhood management, reflected in the policy debates described above, focused on the need to find ways of increasing community involvement in, and influence over, service design and delivery. A forthcoming case study in the current NDC national evaluation focuses on the impact of community engagement, but there is also a range of existing literature that has explored the consequences of community involvement in other programmes (Chanan 2003, Audit Commission 2004, Gaventia 2004, Rogers 2004, Robinson 2005, and SQW 2005). These provide a range of examples illustrating the difference community engagement has made to programmes, but generally offer relatively little advice on how to bring this about.
- A.27 This review also sought to examine whether any work that might be relevant to neighbourhood management had been undertaken in other fields like local housing management and town centre management. The search revealed surprisingly little recent work on local housing management; Cole’s 2001 study was the most recent example found, though it is an undercurrent in Tunstall’s recent update of the longitudinal study on estates swimming against the tide (Tunstall 2007).
- A.28 Potentially there are sufficient common elements between town centre management and neighbourhood management for the former to offer lessons of relevance to the latter: an area focus, a partnership-based approach, co-ordinated management. However, the literature is characterised by a lack of systematic evaluation: indeed, there are examples in the bibliography where town centre management commentators bemoan its absence. Peel (2003) argued that “...the diversity of stakeholders makes it difficult to identify the common criteria for evaluation.” Reeve (2004) described it as “...a much unexplored topic...a field which has great potential but has not yet had the attention it deserves.” The NWDA commissioned an evaluation of the region’s BIDs programme (Enterprise Consulting 2007), but this focuses on the development of BIDs rather than their impact.
- A.29 The remainder of this chapter focuses on what the literature does tell us about neighbourhood management, looking firstly at the scale and nature of neighbourhood and place management and then secondly at the outcomes, impacts and costs of neighbourhood and place management.

The scale and nature of neighbourhood and place management

- A.30 Any estimate of the scale of neighbourhood management is crucially dependent on definition, and perhaps in particular the issues to do with size discussed earlier. The pressures towards 'localism' and service modernisation have led most large local authorities to introduce some kind of delegated structure (both political and managerial) for the design and delivery of services, incorporating many of the features associated with neighbourhood management, even if these are deployed at a wider spatial scale. A recent study for NRU which looked at how city-wide strategies were being linked to neighbourhoods (Fordham 2005) found that in all the eight core cities some kind of area or locality management structure had been introduced. Although these examples (Liverpool's five regeneration areas for instance or Sheffield's 13 'action areas') illustrate approaches to devolution and a kind of 'localism', they are not *neighbourhood* management.
- A.31 The estimates from existing research of the incidence of any form of neighbourhood or otherwise decentralised place management vary. The NNMN has 230 'neighbourhood management partnerships' in membership, and quotes IDEA research claiming that 25% of all local authorities have devolved some kind of service delivery decisions. Crawford estimates that in 2004 there were 250 neighbourhood warden schemes with central government funding (employing 1,500 street or neighbourhood wardens), and a further 250 (employing 2,000 wardens) funded from diverse local sources. Jones (2003) estimated that there were 250 town centre management schemes in the UK. In all these categories the total is likely to have increased since these estimates were made, so we can say with some confidence that the *principle* of highly localised place management is widely accepted; none of the work we have reviewed however provides a systematic map of the nature, structure or scope of all these various initiatives.
- A.32 Assessing the scale of neighbourhood management activity becomes particularly difficult in the case of RSLs, since a number of them blur the line between *housing* and *neighbourhood* management, although there are clear differences between the two. However, a number of writers suggest social landlords are involved in the majority of neighbourhood management initiatives. Power (2004) is in no doubt: "Social landlords, as the owners of property usually concentrated in low-income areas, have a direct responsibility for neighbourhood conditions...most experiments in neighbourhood management derive from these housing management requirements." Our new survey of local authorities (see Part B of this report) does however challenge this assertion. Evans (2006), in addressing a similar issue, distinguishes neighbourhood management from the work of neighbourhood service organisations, but concedes that "...in some cases tenant-controlled organisations...have gone beyond their original remit ...and developed community and social activities and facilities for residents" – which comes close to a definition of neighbourhood management.
- A.33 More generally, Evans argues that "housing associations' involvement in neighbourhood management has been uneven but it is increasing,"

claiming that housing associations have taken part in just over half of all neighbourhood management initiatives, with four main kinds of role:

- Lead organisation – e.g. Hyde Plus in Lewisham;
- Managing agent – e.g. Touchstone Housing in Wolverhampton;
- Co-ordinating landlords' input – e.g. Chichester Diocesan in EB4U;
- Key partner – e.g. 1066 in Greater Hollington.

A.34 These increases in involvement may partly derive perhaps from the National Housing Federation's 'InBiz' initiative, which calls upon RSLs "...to exercise a wider neighbourhood regeneration role and play their part in tackling residents' liveability issues, irrespective of their tenure". While RSLs are ideally placed to lead on neighbourhood management, the issue of mixed tenure presents a major difficulty for RSLs at present – Brown (2002) describes the situation in Scotland: "Private owners on many stock transfer estates have neither legal obligation to agree to any improvements to buildings or the environment nor in many cases the financial capacity to pay for such improvements." A similar issue was raised in England in connection with RSL involvement in mixed community initiatives (Fordham 2007).

A.35 Nevertheless RSLs are playing a major role in neighbourhood management. Cope (2004) presents examples of the G15 group of London housing associations' involved in a range of non-housing activities that would, a few years ago, have been called 'housing plus', including employment, business start-up, education and skills and community safety. She also claims that the 15 had "...invested £18m in 51 projects encompassing neighbourhood planning and renewal schemes."

Outcomes, impacts and costs

A.36 The Pathfinder evaluation has sought to measure the costs of the Pathfinders and also the benefits and impacts. This review has sought wider evidence to compare and contrast our own research.

A.37 Assessing the outcomes and impacts of neighbourhood management is beset by the usual evaluation difficulties: immaturity of initiatives, the absence of baselines and appropriate data, and the diversity of the interventions operating within a single area. There are few attempts within the literature reviewed here to assess rigorously or quantitatively the difference neighbourhood management schemes have made. Power (2004) comes closest. She looked at 12 areas, of which four had some kind of neighbourhood management – Caerphilly, Knowsley, Newcastle, Redcar. Her conclusion was that "...neighbourhood management can indeed bolster housing and environmental quality", but also warned that "...even such intensive and focused efforts can sometimes do little to enhance local areas."

A.38 Some writers have suggested that the introduction of multi-agency working in the context of neighbourhood management and governance has affected how service providers operate. Cox (2006) still sees the absence of mutual accountability between service providers as a barrier to effective

neighbourhood management, but Cochrane (2004) is more optimistic. He claims that the 'new managerialism' which is one dimension of the government's neighbourhood and service delivery policy reflects the new local authority roles and has contributed to the demolition of the professional boundaries which previously delineated service delivery – or to use the language of neighbourhood renewal, breaking down the silos.

- A.39 As noted previously, community engagement is a critical dimension of neighbourhood management, and this is one area where attempts have been made to gather evidence about impacts, even if the results are not conclusive. Community engagement remains a field too frequently characterised by the unsupported assertion: for example Benington repeats the oft-made claim that "...community participation is vital in ensuring value-for-money in public services." Definitions of what is meant (and expected) are vague: "...it is not surprising that community involvement generally goes undefined, a mantra interpreted in various ways and leading to a wide range of policies, structures and social processes." (Robinson 2005). Cox (2006) is refreshingly unusual when he argues that "...to date there is very little evidence of the costs and benefits of community engagement."
- A.40 Such evidence as there is is mixed to say the least. Brown (2002) found that in Scotland there was little evidence that the community-led neighbourhood management partnerships "...have influenced the overall working of main service departments." The Audit Commission (2004), reviewing the contribution tenant involvement makes to improving housing services concluded that: "...involving residents to improve services can work and it can provide value-for-money...[but] involving residents in governance is often more challenging, especially if the organisation is not prepared for their involvement. In those circumstances the benefits might not easily translate into good value for money." SQW (2005) found that although there were clear benefits of community involvement, these were "...often difficult to quantify."
- A.41 There are also few attempts in the literature to assess the costs of neighbourhood management and related initiatives, and where there are, invariably different bases for calculation have been used, so opportunities for comparison are limited. Power (2004) calculated the cost of neighbourhood management across seven estates, concluding that that the costs of neighbourhood management on estates up to 1,000 units was about £196 per household per year; and for areas of 4,500 units, about £189 per household per year. These costs cover a neighbourhood manager, administrative and community support, wardens and a small community support fund.
- A.42 EDAW (2006) estimated that the *per capita* costs of three models of neighbourhood management in Tower Hamlets were as follows in 2003–04:
- Bethnal Green (run by LBTH): £4.07
 - Ocean Estate NDC: £21.33
 - Poplar HARCA (PAN Partnership): £28.68

- A.43 However, the three schemes are very different and they concede that: “Direct comparison between the models is problematic for a number of reasons:
- The models have different objectives and different approaches and therefore different relative costs.
 - The models cover different sized populations and so while per capita costs give some indication of value for money, this is a simplistic approach which masks, to a certain extent, other resources which are available to some neighbourhood managers in the borough, eg additional funding to provide services through the NDC model or facilities such as neighbourhood centres provided through the Poplar HARCA model.”
- A.44 SQW (2005) estimated that the costs of a variety of community involvement schemes ranged between £45–60 per household *per annum*, though producing from this a cost-benefit analysis was problematic, not just because of the difficulties of quantification, but of attributing causality. They also observed that for service providers, the costs and risks of involvement are short term and are seen as significant, whereas the benefits are perceived as longer term, uncertain and intangible. The Audit Commission (2004) helpfully points out that the ‘costs’ of any assessment must include the costs to tenants and residents, and not just to public agencies.

A4: Key issues and lessons

Spatial scale and neighbourhood management success

- A.45 There is a broad consensus in the literature that not all the issues affecting neighbourhoods can be addressed at the neighbourhood level, though there is little attempt to define what belongs where. The various approaches in the literature to the definition of a neighbourhood have already been discussed: those like Power and Cox who argue that neighbourhoods are intrinsically small see scale as affecting the proximity of service providers to their customers, but there is little more specific than that.
- A.46 There is a general view in the literature that neighbourhood solutions must be placed in a wider strategic and spatial context. As Hinder (2005) says, many functions will be excluded from local delivery and “*there are almost no issues within the likely remit of neighbourhoods on which some form of oversight by higher bodies will not be desirable*”. But (he goes on to argue), “*in the case of many neighbourhood issues, that oversight can be broad, strategic and risk-based – ‘lean-back’ – rather than operational, managerial or ‘lean-forward’*”.
- A.47 Benington (2006) also argues that a clear relationship between neighbourhood-level solutions and wider area strategies is crucial, while Cox (2006) claims that there is at present a lack of connectivity between tiers of decision-making and planning. Bacon, in her review of RSL involvement in neighbourhood initiatives recognises the importance of “...strategic involvement at LSP level...to drive neighbourhood working to a higher

level.” Benington quotes the American political scientist Robert Dahl “who tells us, there is no optimal size for units of governance: different problems require political units of different sizes,” and concludes “...neighbourhoods can’t do everything. We need to concentrate on what they are best placed to do,” but doesn’t specify what that might be. Fordham’s review (2005) of the relationship between core city growth strategies and neighbourhood renewal found that economic development was typically (and most appropriately) pursued at a spatial scale wider than the neighbourhood, a view shared by Carley (2002): ‘...neighbourhood renewal, and the social inclusion of deprived households is dependent in part on the achievement of economic regeneration at the level of the local authority or the travel-to-work sub-region.’ However, Cochrane (2004) reminds us that the division of responsibilities spatially that we now accept is not fixed: in the nineteenth century much of what we now recognise as the responsibility of national government was managed locally, for example through the local Poor Law Boards.

- A.48 Lowndes (2006) expresses concern that the smaller the geographical unit, the smaller the pool of talent on which to draw for community leaders and representatives. She speculates about whether all the current or expected dimensions of neighbourhood management and governance “...imply a trade-off between accessibility and competence?” She also expresses concern that, based on earlier experiments in localism (like the oft-cited example of Tower Hamlets), the smaller the unit, the easier it is for elites to dominate. She argues that “...larger units provide more opportunities for minorities to express and protect their identities and interests.” It is suggested that during the 1980s, the programme of neighbourhood decentralisation in ethnically diverse areas in Tower Hamlets led to the marginalisation of minorities.
- A.49 Carley’s review of evidence for Communities Scotland leads him to emphasise that successful regeneration requires that ‘people policies’ have to go hand-in-hand with ‘place policies’, and that determining how neighbourhood management relates to and integrates with wider policies is crucial. “Good partnerships foster integration: physical with social and economic development; time limited initiatives with mainstream service delivery; and neighbourhood initiatives in the context of strategy at higher spatial scales: the area (a group of neighbourhoods), the local authority and the travel-to-work sub-region”.
- A.50 Hilder and James (2005) offer an indicative framework for assessing what roles and powers would be appropriately allocated to neighbourhood level, though they recognise that this will be influenced by the differing capacity of local arrangements and institutions. They applied the framework to suggest unequivocally that a limited set of service functions was most effectively and cost-effectively handled at neighbourhood levels – such as street cleaning, wardens and partnership action planning. However, some factors consistently worked to suggest the need for higher level direction and even management – notably, the need to secure scale economies, to provide strategic oversight of inequality issues and to manage potential community conflicts.

How do arrangements need to vary, if at all, to respond to the different types of social, economic and physical challenges in an area?

- A.51 The relationship between organisational arrangements and local context is an issue largely unexplored in the literature, and indeed may not be one that readily supports generalisation. Many of the writers reviewed here (for example, Brown 2002, Power 2004, Cox 2006, Evans 2006) stress that the case for neighbourhood management rests in part on the flexibility ('responsiveness') it bestows to respond to *local* circumstances rather than relying on the presumption that the same form of service design is equally valid across the whole local authority district. Thus while the literature may not help in identifying *how* local arrangements should vary, there is a powerful consensus that vary they should, and that local variation is at the heart of neighbourhood management (and indeed the new localism). So, beyond the bland and self-evident proposition that local priorities and approaches should reflect a rigorous assessment of local conditions and a needs assessment that takes into account community views, what if anything does the literature say?
- A.52 Crawford (2006) comes closest to addressing this question directly in his evaluation of the impact of neighbourhood wardens in Leeds. Neighbourhood wardens work well, he found, where there is mistrust between communities and the police; and work *best* where there is high density housing. "In areas of low-density housing where residents are dispersed over larger areas, wardens found it hard to engage with the community as a whole." It is at least plausible that a similar observation might hold good for neighbourhood managers.
- A.53 Plainly the *issues* to be tackled should vary according to the local challenges, but the nature of the local issues may say something about local organisation: about which agency is in the lead and which others need to be centrally involved. A number of the pieces reviewed here suggest that the character of tenure and local housing and environmental conditions may indicate not just priorities for action, but the roles of the appropriate agencies. We have already discussed the view shared by Power and others that RSLs should be centrally involved *where there is extensive social housing*. Fordham (2007) found that at least some housing associations were reluctant to take on the task of neighbourhood management in the context of mixed communities, because of the problems presented in paying (and charging) for the maintenance of common space and facilities, other than through rents. Even where there is extensive social housing, multi-landlord situations pose particular challenges for neighbourhood management structures (Evans 2006).
- A.54 Other aspects of local circumstances that may (if we draw inferences from the evidence) have implications for neighbourhood management arrangements include the following:
- *Local community capacity*: much of the literature on community involvement (Chanan 2003, Audit Commission 2004, Gaventa 2004) discusses the need to develop community capacity, to allow full and

meaningful participation in service design and delivery. This suggests that a 'capable' community is important for effective neighbourhood management, and that local arrangements would need to reflect local capacity and experience. (Crawford (2006) suggests that this stress on the need to develop community capacity in disadvantaged neighbourhoods implicitly places the blame for the disadvantage on the communities themselves since it appears to be a consequence of their lack of 'capacity'.)

- *Capacity of local agencies:* Carley (2002) argues the case for developing the capacity of the local agencies as well as local communities, and in particular in relation to the agencies' ability to cope with increased community involvement. Most of the literature reviewed here assumes (some, like Power, more explicitly than others) that neighbourhood management is above all part of the response to disadvantage, rather than a strategy for managing services everywhere, though Carley suggests that restricting neighbourhood management to deprived areas may contribute to their stigmatisation. More affluent areas are likely to have less experience of partnership working than poorer areas that may have been managing partnership-based regeneration programmes for two decades or more.
- *Political structures:* as discussed earlier, many local authorities are devolving some measure of political authority as well as managerial (de Groot 2006, Fordham 2005). Although ward councillors are often involved in neighbourhood initiatives, the devolution of political decision-making is typically at a spatial scale beyond the neighbourhood: Birmingham has 13 mini-LSPs, one for each of the city's parliamentary constituencies; Southwark has four sets of local area council subcommittees. Given the need for neighbourhood management arrangements to establish some kind of political accountability, their structures will also need to take into account, if not reflect directly, prevailing political structures.
- *Demography and diversity:* a number of writers have wondered whether neighbourhood governance and management militate against the redistribution of resources, contributing to the 'geography of inequity' (Benington 2006). Presumably 'local responsiveness' implies variations in design and service standards between neighbourhoods to reflect different consumer choices, and thus perhaps implies *unequal* services. Particularly where neighbourhoods reflect concentrations of particular minority communities, there may be implications for community cohesion. De Groot (2006) warns against crystallising difference and competition for resources between neighbourhoods, particularly where different ethnic communities predominate, and argues that "...the interaction between community cohesion and devolution to geographical neighbourhoods remains a major concern."

How can public service providers be influenced by citizens/users to change their services/expenditure?

A.55 There are few attempts in the literature reviewed here to develop prescription from the research analysis. It has already been discussed how the evidence

on the impact of community influence is mixed. Bacon's (2007) study of RSL involvement in neighbourhoods suggested limited influence for residents. She identifies the three key drivers of housing associations' decisions about neighbourhood involvement as:

- the views of residents
- the attitudes of the local authority
- imperatives of the business plan (reflecting Housing Corporation priorities.)

A.56 Her interviews with associations suggest that whatever the public rhetoric, the last of these drivers is dominant: "...internal drivers may dictate that a housing association's involvement in neighbourhood governance is business driven. A healthy neighbourhood results in lower turnover and higher property values, protecting assets and guaranteeing loan repayments."

A.57 Brown (2002) offers some pointers to the ingredients of effective neighbourhood management, some of which are relevant to community influence:

- support from officers at all levels, and from elected members
- dedicated support for community representatives and a budget for working groups
- employing local people to work in their community
- working groups with detailed local information and presence on the streets
- linking action on basic services to wider community development.

How can neighbourhood management initiatives be financed?

A.58 Although specific evidence of impacts is meagre, there is a powerful consensus in the literature that neighbourhood management is an important adjunct to other programmes and policies. However few of the writers reviewed here have much to say about the financing of neighbourhood management, other than to acknowledge that it's a problem. Power (2004) divides this into two main challenges: "...creating a launch pad with at least minimal pump priming funds over several years; and devising a long-term affordable funding stream within the main public structures."

A.59 Certainly there are barriers to RSLs providing the funding, for a variety of reasons:

- partly because of conflicting policy objectives, between the Housing Corporation investment priorities and neighbourhood management (Evans 2006)
- internal debates within housing associations about whether neighbourhood management can be construed as part of 'core business' or whether it is additional and therefore potentially threatening to their core activities

- what Bacon (2007) describes as the “...high levels of conservatism” within housing associations about financing neighbourhood or indeed any non-housing activity.

- A.60 It has already been discussed how funding non-housing neighbourhood management costs is a particular problem in some mixed tenure and mixed community initiatives. Service charges often provide the preferred funding option, (since where there is mixed tenure non-housing costs cannot be paid for out of rents) but this causes a problem for social housing tenants, particularly where they are on benefits. Service charges (largely) cannot be covered from housing benefit.
- A.61 Some authors have identified conflicting policy objectives as part of the barriers to mainstreaming neighbourhood management. The alleged conflict between Housing Corporation priorities and neighbourhood management has already been discussed. Cox sees a conflict between neighbourhood management and associated neighbourhood interventions, and the ‘Gershon agenda’, and its “...drive for larger, cost-effective procurement policies.” The NNMN (*Access to local services, ND,*) also see a contradiction between the pressures to greater centralisation (eg amalgamation of county police services) and accessibility and localism (neighbourhood policing). Once again this raises the question: which services at which spatial scale? Although what it means in practice is not transparent, the NRU (2005) acknowledged this in *Citizen Engagement and Public Services: Why Neighbourhoods Matter*, when it described ‘proportionality’ as one of the key principles: “Neighbourhood arrangements must be balanced with the demands of efficiency and proportionality.”

What role for neighbourhood management in deprived areas?

- A.62 To understand the potential, but perhaps more importantly the limitations of neighbourhood management we need to be clear about the causes of neighbourhood decline. Although these vary between neighbourhoods, Kintrea (2007) highlights the broad consensus among commentators that the main sources of the problem in poor quality neighbourhoods are:
- firstly, structural changes in the labour market
 - secondly, “...the role of the housing market in translating labour market derived inequalities into spatial concentrations of poverty”
 - thirdly, “...that public services typically have not been able to cope adequately with the consequences of concentrated poverty.”
- A.63 He also argues that the current neighbourhood policy framework (and neighbourhood management cannot easily be examined in isolation from the rest of the package) still shares some of the characteristics of earlier policy interventions, and which he claims have demonstrably failed:
- despite periodic attempts to rationalise them (the latest of which may be taken to be the introduction of Local Area Agreements), programmes to tackle neighbourhood disadvantage remain fragmented and discontinuous

- the inability so far to cope with the challenge of improving the economic position of the poorest people in the country
- the failure to disperse the concentrations of social housing – which in some cases are relocated, rather than removed, through current mixed community initiatives (Fordham 2007).

A.64 The consensus of the work reviewed here is that neighbourhood management *can* make a difference; but not alone. Its impact needs to be understood and analysed as part of a package of other neighbourhood renewal interventions. Paskell (2004) is only one of a number of writers who have observed that "...strategies in combination make more of a difference to areas than even the largest single strategy." None of the commentators reviewed here suggest that neighbourhood management does *not* have a role to play alongside other approaches to neighbourhood regeneration, but our review has highlighted that the amount of 'concrete evidence' available more widely is limited.

What are the key knowledge gaps?

A.65 The review has made it clear that there is little robust evidence about the scale, character and impact of neighbourhood management beyond the pathfinder programme. The knowledge gaps therefore are substantial. The survey that has been carried as part of this assessment has helped to fill the gaps around the scale, range and nature of neighbourhood management within England. But, critically, there is a need to know more about what difference neighbourhood management makes, to which types of policy objective, and under what circumstances.

A.66 Given the amount of neighbourhood management activity now in England, as described in the main body of the report, it is to be hoped that some of its effects will be monitored and evaluated. In our view, the key research questions which need to be asked through the monitoring and evaluation and other research include the following:

- What impact have neighbourhood management initiatives made on the behaviour of key agencies, in relation to spend, service design, service delivery?
- Are some agencies more amenable to influence than others and if so why?
- How can we measure the added value of neighbourhood management initiatives, especially where they concentrate on influencing what other service providers do?
- What evidence is there of impacts (e.g. on crime rates, educational attainment, community satisfaction etc)?
- What are the consequences of greater local customisation of services at neighbourhood level?
- What evidence is there of the impact of community involvement on decisions about service design and the allocation of resources?

- Is it possible to establish any reliable methods of comparing costs and benefits of neighbourhood management?

A.67 In addition to this, there is also a need to develop a greater understanding of some operational issues:

- Are there limits to the size of 'neighbourhood' at which neighbourhood management can function effectively? And are there territorial limits as well as demographic?
- Which types of service are most appropriately delivered at which spatial scale?
- What scope is there for neighbourhood management partnerships to *deliver* services rather than just influence their design?
- What kinds of connections are needed to link neighbourhood interventions to strategies and programmes at a wider spatial (area, local authority district, sub-region)?
- What mechanisms are needed to establish effective community involvement?

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List of consultees for the evidence review

A.68 The following academics and practitioners were consulted in drawing up the bibliography:

Consultee	Organisation
Professor Ian Cole	Centre for Regional, Economic and Social Research, Sheffield Hallam University
Professor Mike Geddes	Local Government Centre, Warwick Business School
Professor Paul Lawless	Centre for Regional, Economic and Social Research, Sheffield Hallam University
Professor Ruth Lupton	Institute of Education and Centre for the Analysis of Social Exclusion, LSE
Professor John Mawson	Local Government Centre, Warwick Business School
Adrian Moran	Housing Corporation
Professor Cathy Parker	Institute of Place Management
	Manchester Metropolitan University Business School,
Professor Anne Power	Centre for the Analysis of Social Exclusion, LSE
Professor Hilary Russell	European Institute for Urban Affairs, John Moores University
Professor Marilyn Taylor	Cities Research Centre, University of West of England
Dr Rebecca Tunstall	Centre for the Analysis of Social Exclusion, LSE

Annex B: Survey Questionnaire

Local Authority	
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SQW Consulting is currently leading the National Evaluation of Neighbourhood Management Pathfinders for the Department of Communities and Local Government. This year as part of the evaluation we are looking to identify all of the different neighbourhood management initiatives that are operating in England. Therefore I was wondering if it would be possible to speak with you or a colleague, if that would be more appropriate, to get some brief details on neighbourhood management initiatives within this local authority. We are interested in NM initiatives regardless of funding source – including local authority, LSP, and RSL-led initiatives, etc.

Identify the most relevant interviewee. If necessary to follow up with a call to another more relevant interviewee please do so

Contact Name(s) & Job Title(s)		
--------------------------------	--	--

Contact Number(s)		
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Date & time to call	
---------------------	--

NM Definition

To qualify as a **neighbourhood management** initiative, activities must possess all of the following key features:

Focus – A dedicated position of Neighbourhood Manager or Co-ordinator (or similar) with responsibility for delivering change

Multi-agency involvement – Multi-agency involvement in a partnership (i.e. not just housing management)

Changing public services, not just delivering projects – A clear focus on engaging with, and making long-term changes to, local mainstream public services, not just running projects

Working at a neighbourhood level – Activities focused at a neighbourhood level (<20,000 pop), although there could be more than one neighbourhood in an initiative

As a guide the interview should take about 20 minutes

Identifying NM initiative(s)

Q1A Are there any existing NM initiatives presently (2007/8) operating within your local authority area (including RSL initiatives)?

Yes Go to Q1B		No, but in the near future Go to Q3A	
		No Go to Q4B and Q4C	

If 'no' please push a little using the definition over the page and ask if anything has been funded using NRF/neighbourhood element. If 'yes' but you are unsure if it is neighbourhood or area management, please **include it** and continue with the questionnaire, but make it clear in Q2I that it is 'area management..

Q1B Please describe the existing NM initiatives presently operating within your local authority area

Name of Initiative/partnership	Which neighbourhood(s)	Number of Neighbourhood managers/coordinators
Name of Initiative/partnership	Which neighbourhood(s)	Number of Neighbourhood managers/coordinators
Name of Initiative/partnership	Which neighbourhood(s)	Number of Neighbourhood managers/coordinators
Name of Initiative/partnership	Which neighbourhood(s)	Number of Neighbourhood managers/coordinators

If more than one neighbourhood **Go to Q1C** if only one **Go to Q2A**

Q1C Are the neighbourhoods/initiatives linked and in what way?

Interviewer to code after the interview (Tick one)

Single neighbourhood – one neighbourhood with its own manager/team	1
Multi neighbourhood – more than one neighbourhood but only one manager/team	2
Single programme – a number of different neighbourhoods and neighbourhood coordinators all within one larger programme/initiative	3
Associated/linked neighbourhoods – not managed as a single programme but with formal/informal linkages between neighbourhoods	4

Describing the NM initiative(s)

Use a separate section for each NM initiative mentioned above

Q2A What is the nature of the neighbourhoods?

Name of initiative/partnership	Population size	Urban/Rural	Level of deprivation (note how defined)

Q2B Why were the neighbourhoods chosen?

(Prompt if needed: most deprived, funding available, specific problem, etc)

Q2C When did the initiative start?

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Q2D What are the annual running costs for 2007/8?

2007/8 total annual running costs		£	
Optional – Is it possible split this by			
M&A	£	Project funding	£

Q2E What sources of funding are used, approximately how much and how long is the funding committed for?

Source	Amount	Duration

Q2F What is the nature of the lead organisation? (*Tick one*)

Partnership with accountable body (note which organisation)	1 Go to Q2G
Partnership with other delivery vehicle (e.g. housing association, community development trust etc) (note which organisation)	2 Go to Q2G
Only a delivery body, but no partnership (note which organisation)	3 Go to Q2H

Q2G Which stakeholders does the partnership board include? *(Tick all that apply)*

Residents	
Councillors	
Community and voluntary sector representatives	
Public service providers	
Local businesses	
Other (please specify)	
Other (please specify)	
Other (please specify)	

Q2H How many (and what kind of) staff work in the core of the initiative and who leads this team?

(Please list team roles if possible. Prompt – think about staff within each neighbourhood but also central over-arching teams)

Q2I What type of NM initiatives is it (what approach does it take)?

(Please describe as fully as you can. Prompt if needed: for example does it mainly seek to influence the work of local public services, does it seek to build community capacity or does it mainly deliver its own services or specific projects?)

Interviewer to code after the interview (Tick one)

Influence – Mainly influencing, and working with, public service provider	1
Engage – Mainly building community capacity or supporting community engagement	2
Deliver – Mainly delivering its own services or projects	3
Mixed role – A roughly equal mix of the above	4

Future Plans

Q3A What are the plans for this NM initiative after March 2008 (ie 2008/9 onwards)?

(Prompt – key issue is how long funding continues after March 2008)

Q3B Are there plans for any further NM initiative within this local authority area?

(Prompt – interested if a new neighbourhoods will be involved in the initiative or whether they are change their model of neighbourhood management)

Wider information

Q4A Are there any evaluations or reports that we could have that would provide more information on the nature of this initiative, or its impact?

If yes, either note internet link or ask for report to be sent to you

Q4B Do you have any other quantifiable evidence of the impact had by the initiative?

If yes, please note evidence and actual impact

Q4C Are there any other place management or neighbourhood governance arrangements or area management arrangements in place in this local authority? *(Tick all that apply)*

Parish Councils	Cover whole of the district?	
	Cover just parts of the district?	
Area management/co-ordination (ie areas over 20,000 popn)	Cover whole of the district?	
	Cover just parts of the district?	
Town centre management		
Neighbourhood/area regeneration partnerships		
Community Forums (area or neighbourhood based)		

Q4D Are there presently Street Wardens or Community Wardens being funded in this local authority area?

Street Wardens	
Community Wardens	
None	

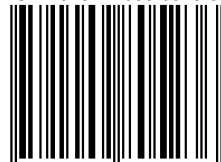
Case Study?

Q5A We are planning to conduct case studies of 10 NM initiatives this autumn – do you think your authority might be interested in participating?

Yes	
No	
If yes	
Contact name	
Telephone number(s)	
Email address	

ISBN 978-1-4098-0523-6

ISBN 978-1-4098-0523-6



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