



Office of the
Deputy Prime Minister

Creating sustainable communities

Research Report 23
Neighbourhood Management – at the
Turning Point?

Programme Review 2005-06



Neighbourhood
Renewal Unit



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March 2006
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Key Findings

Introduction

Neighbourhood management is a new approach to improving public services, building community capacity and promoting renewal in deprived areas. The approach was identified in 2000 by the Social Exclusion Unit's fourth Policy Action Team (PAT4) report as a potentially valuable tool to "*enable deprived communities and local services to improve local outcomes, by improving and joining up local services, and making them more responsive to local needs*". To test the effectiveness of neighbourhood management a national Pathfinder Programme was established by ODPM in 2001, and 35 Pathfinders are now in operation. There has also been growing interest among policymakers in its potential to promote neighbourhood working, and the number of initiatives has been growing rapidly in recent years, with over 250 neighbourhoods now employing it in some form in England.

SQW and its partners have been appointed by ODPM to undertake the long-term evaluation of the Neighbourhood Management Pathfinder Programme. This report presents the findings of a full review of the Programme in autumn 2005, studying the performance and impacts of the 20 Round 1 Pathfinders (established in 2001) and the 15 Round 2 Pathfinders (established in early 2004).

A developing Programme

Since the last review in 2004 the Programme has continued to develop:

- Round 1 Pathfinders have deepened their relationships with many service providers. The strongest involvement has been secured from the Police, local schools, Primary Care Trusts, local authority housing services and local authority environmental services.
- However, some service providers have proved difficult to engage with any consistency at a neighbourhood level – particularly Local Learning and Skills Councils, public transport bodies and local authority social services.
- Since 2004, 15 Round 2 Pathfinders have been established. Lessons learnt from Round 1 have enabled these partnerships to establish themselves more quickly and achieve a clearer focus in their first year of activity.

Impact

Round 1 Pathfinders, which have been operating for four years, have secured changes from a wide range of public services.

- The most common types of service improvement achieved relate to improving access to services for local people, increasing the scale of local provision and delivering services more responsively to local needs.
- The greatest change has been from the Police, reflecting the importance of community safety as a concern for local communities, the emphasis given to working with them, and their responsiveness.

- The second greatest area of change has been in respect of environmental services. There is evidence that those Pathfinders that have prioritised the improvement of environmental services have secured both cleaner neighbourhoods and have helped to change residents' perceptions of their local area.

The completion of household surveys in all Round 1 areas in the spring of 2006 will provide a substantial amount of data about how the Pathfinder areas have changed since the first survey in 2003. An initial study of changing crime outcomes has been conducted, using data collated from the Police in most Round 1 areas, although this needs to be interpreted with caution at this stage in advance of a fuller analysis. Preliminary analysis shows that crime has fallen in three quarters of Round 1 Pathfinder areas for which data was available during the Programme, and that the gap with the local authority was closing in just over two fifths of the areas.

The added value that Neighbourhood Managers and their partnerships most obviously and consistently bring is:

- the identification and crystallisation of local problems into specific challenges, as seen from a 'customer/resident' viewpoint, together with the ability to raise them with service providers and prompt a faster response. In particular, this provides a drive for coherent solutions to 'joined up problems' as this is how residents experience them;
- promoting networking, relationships and joint working between service providers at a local level, to bring about more holistic responses to local challenges;
- improving the accessibility of services, particularly by promoting local/outreach delivery in the neighbourhood;
- providing an environment in which innovation and pilot projects by service providers are encouraged and can be better delivered, with new working practices developed as a result;
- bringing residents and service providers together to improve the sensitivity and responsiveness of local services to local needs; and
- helping to strengthen the local community and voluntary sector.

Rolling out neighbourhood management

The neighbourhood management approach is already being considered for roll-out in over half of the 20 Round 1 local authority areas. The most common approaches that are emerging at present are either to establish a further neighbourhood management team in an additional neighbourhood or to seek to apply it to more areas but at a larger spatial scale, partly due to cost reasons.

Our research shows that the average annual cost of operating neighbourhood management using the Pathfinder model is £200,000 per year per neighbourhood, which is approximately £20 per head of the local population. Costs per head appear to rise significantly for areas of less than 5,000 and economies tend to peter out for populations larger than 15,000. It should be noted that neighbourhood management initiatives outside of the programme are being delivered at lower costs (e.g. £150,000 per neighbourhood), with smaller teams, although also potentially with smaller impacts.

Conclusions and policy implications

Our research has demonstrated that neighbourhood management, as delivered by this programme, is capable of bringing mainstream services together and involving local communities to deliver better outcomes for deprived areas. The main benefits so far have been to make the deprived Pathfinder neighbourhoods safer and cleaner and help shape services that are better joined up, more accessible and more responsive to local needs. There is evidence that even relatively modest improvements in key services and outcomes can also have a significant effect on local resident perceptions of their area, boosting confidence.

Notwithstanding this, neighbourhood management has ‘struck a chord’ with many organisations and people that have come into active contact with it. To many practitioners, residents, councillors and service providers, it has the hallmarks of a more intelligent and sustainable approach to neighbourhood renewal and public service improvement. It is not expensive compared with more conventional regeneration approaches, it is grounded in its local community with a dedicated local team, and it is clearly focused on improving mainstream services – the services that matter in deprived areas – from the perspective of the ‘customer’.

Neighbourhood management has reached, in our view, a crucial turning point in policy terms – possibly a ‘make or break’ moment, especially because funding for the Pathfinders is now part of LAAs/SSCFs rather than being ring-fenced. If it fails to convince, it will join many other regeneration initiatives that come and go, but if it is identified as the ‘right tool at the right time’ it may develop to become an essential tool in delivering neighbourhood renewal. On the basis of the evidence we have gathered and analysed, we suggest that neighbourhood management is indeed a valuable tool that deserves to be developed and adopted more widely. It is, alone, not sufficient to deliver neighbourhood renewal but can add value to that process in many deprived areas.

Within this positive assessment, there are some important caveats and issues:

- ***Size matters?***

Amongst those local authorities proposing to roll-out neighbourhood management more widely in their areas, a number are proposing, or exploring, the option of rolling out the principles of neighbourhood management but at a larger geographical scale – ‘areas’ not ‘neighbourhoods’. The reasons cited for this clearly include cost considerations.

Whilst this may seem like a pragmatic compromise, it is our view that neighbourhood management cannot necessarily be ‘scaled up’ to a larger geographical unit, particularly with respect to the community engagement that is an integral part of how it works. Attempting to secure the same benefits by working at a significantly larger scale is, to our knowledge, largely untested. The largest areas in the Pathfinder Programme have populations of up to 15-20,000 but not beyond this. An alternative option to larger geographical areas would be to retain a limited geographical focus but use smaller teams.

There is also an open question as to how realistic it is to expect local authorities to voluntarily roll out a neighbourhood level programme that implies some degree of community empowerment. Whilst some authorities clearly welcome this, some do not. Further encouragement and support from central government may be necessary if neighbourhood working is to be widely adopted.

- ***The nature and scale of impact***

A careful consideration of the evidence presented in this report shows that the benefits and impacts attributable to the Pathfinders do not extend to all services in all areas, and those impacts are not always large-scale in their effects.

Nevertheless, we believe we have identified and presented robust evidence in this report of those benefits that neighbourhood management can deliver. It is also important to be realistic in our expectations of what a small, modestly funded neighbourhood partnership can achieve in respect of neighbourhood renewal. Neighbourhood management may be able to add value, but it cannot, alone, deliver neighbourhood renewal objectives. When assessing the value of neighbourhood management as a tool for change therefore, we must assess the benefits against the scale of investment to achieve them.

- ***Performance management and roll-out***

Progress has been made by many Pathfinders in developing performance management systems and processes. However, our review suggests that further support and guidance is necessary, particularly to improve the use of neighbourhood outcome indicators and the ability to provide clearer evidence on local costs and benefits.

- ***Worklessness***

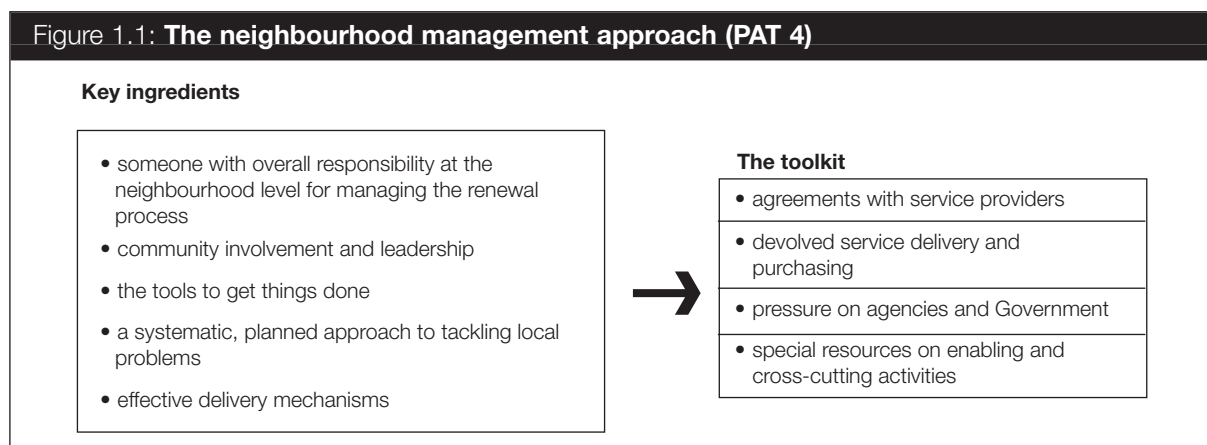
Our review has highlighted that worklessness is a key issue for most Pathfinders, yet it has not been a priority for many Pathfinders of either Round. As already discussed, this has been partly because issues relating to community safety and the local environment have been prioritised by many Pathfinders. Now that all Pathfinders have passed their initial stage, however, it is appropriate to review the attention given to this theme. It is not clear to what extent neighbourhood level interventions can effectively deliver employment outcomes, but given the importance of the issue, we believe that it is important that this is at least properly tested by the programme.

1 Introduction

1.1 Since early 2002, SQW and its partners have been undertaking the long-term evaluation of the Neighbourhood Renewal Unit's Neighbourhood Management Pathfinder Programme. Following the team's re-appointment in early 2005 for the second stage of the evaluation, a full review of the Programme has been undertaken. The review considers the performance and impacts of the 20 Round 1 Pathfinders (established in 2001) and the 15 Round 2 Pathfinders (established in early 2004) and highlights the implications for policy and practice. This report is based on fieldwork carried out in all 35 Pathfinders in the autumn of 2005.

Introducing neighbourhood management

1.2 Neighbourhood management is a new approach to improving public services, building community capacity and promoting renewal in deprived areas. The Social Exclusion Unit's fourth Policy Action Team (PAT4) report¹, published in 2000, considered there were five key ingredients to effective neighbourhood management and four ways of working that, together, would provide a flexible, powerful toolkit for renewal that could be adapted to different local circumstances (see Figure 1.1).



1.3 For the purposes of the evaluation, we have developed the above into a simple analytical framework that describes the way in which it might be expected that the aims and objectives of neighbourhood management would be implemented through Pathfinder activities to bring about neighbourhood renewal. This framework is depicted in Annex A and our evaluation report will, from time to time, make reference to some of the terms and ideas it contains.

The Pathfinder Programme

1.4 The Pathfinder Programme (the programme) is designed to test the role for neighbourhood management in neighbourhood renewal set out in the PAT4 report, namely to “*enable deprived communities and local services to improve local outcomes, by improving and joining up local services, and making them more responsive to local needs*”.

¹ National Strategy for Neighbourhood Renewal: Neighbourhood Management: Report of Policy Action Team 4: Social Exclusion Unit; April 2000.

- 1.5 The programme has now been running for over four years with the twenty Round 1 Pathfinders set up in 2001-02 and a second round of fifteen Pathfinders launched in 2003-04. The second round of Pathfinders has a somewhat different mix of characteristics, with some based in rural areas and some with RSLs as accountable bodies, rather than local authorities. The thirty five Pathfinders are listed in Figure 1.2.

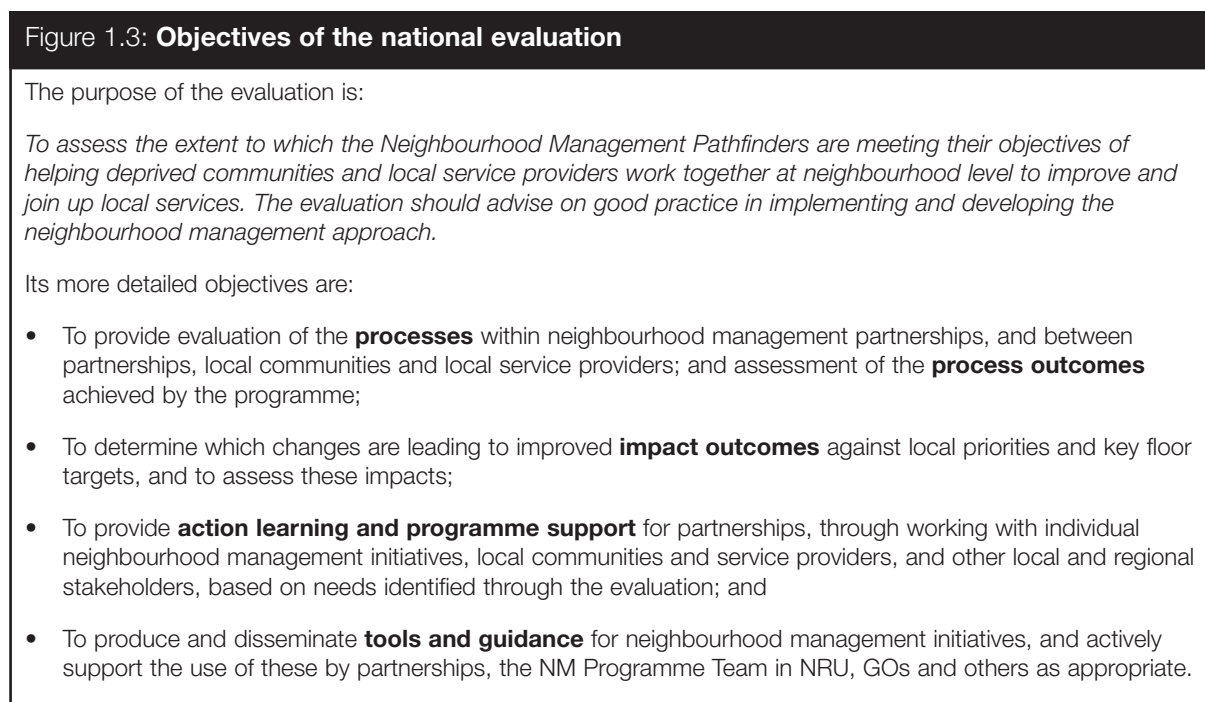
Figure 1.2: All Pathfinders

Region	Round	Local Authority	Name of Pathfinder
London	1	Greenwich	Changes In Common: Woolwich Pathfinder
	1	Camden	Gospel Oak Neighbourhood Management Initiative
	2	Southwark	South Bermondsey
	2	Waltham Forest	Team Leyton
	2	Westminster	Church St. Neighbourhood Forum
SE	1	Hastings	Greater Hollington Partnership
	2	Isle of Wight	Pan Village: Coming Together
	2	Shepway	Hawkinge NM Partnership
SW	1	Gloucester City	Community Counts
	1	Bournemouth	Neighbourhood Management In Springbourne & Boscombe West
	2	North Devon	Transform
WM	1	Newcastle under Lyme	Knutton Cross Heath Neighbourhood Management Initiative
	1	East Staffordshire	Heart of Burton Partnership
	2	Wyre Forest	Oldington & Foley Park, Kidderminster
	2	Solihull	Fordbridge Plus
E Mids	1	Ashfield	Kirkby Neighbourhood Management
	1	Chesterfield	Staveley Neighbourhood Management
	2	Bassetlaw	Manton Community Alliance
East	1	Basildon	Interlock Northlands Park
	2	Fenland	Fenland Links
Y&H	1	Kirklees	Dewsbury West Neighbourhood Management
	1	Barnsley	Kendray Initiative Board
	1	Rotherham	Eastwood and Springwell Gardens Neighbourhood Management
	2	Calderdale	Ovenden Initiative
	2	North Lincolnshire	Crosby NM, Scunthorpe: turning the curve in Crosby
NW	1	Bolton	Great Lever Neighbourhood Renewal
	1	Tameside	Hattersley Neighbourhood Management
	1	Chester	Blacon Together
	1	Lancaster City	Poulton Neighbourhood Management
	2	Blackburn with Darwen	New East Blackburn
	2	Wirral	Tranmere Together
NE	1	Stockton on Tees	Parkfield/Mill Lane Neighbourhood Management
	1	Derwentside	Stanley Green Corridor Neighbourhood Partnership
	1	Easington	Coastal Area Partnership Neighbourhood Management
	2	Blyth Valley	Improving Croft & Cowpen Quay

- 1.6 Each Pathfinder has developed a seven year programme. Round 1 Pathfinders were awarded funding of £3.5 million each over the seven years (2002-03 to 2008-09), which is an average of £500,000 per year, to cover core management and running costs and also a project/leverage fund. Round 2 Pathfinders have been awarded a smaller amount of £350,000 per year (2005-06 to 2011-12), reflecting a desire to test neighbourhood management with a smaller available 'project' fund.
- 1.7 From April 2005, funding from NRU for Pathfinders has been pooled within the Safer and Stronger Communities Fund (SSCF) for each participating local authority, along with a range of other ODPM and Home Office funding streams. From April 2006, Local Strategic Partnerships (LSPs) and their partners have discretion over how these funds are allocated and there may therefore be implications for the funding of individual Pathfinders in the future. This issue is discussed in more detail later in this report.

Introducing the national evaluation

- 1.8 The objectives of this second stage of the national evaluation are set out in Figure 1.3 below.



- 1.9 Our principal challenge is to understand and disseminate lessons from the 35 Pathfinders about what benefits arise from neighbourhood management, what it costs and how it can be delivered most effectively. The team is also working to support the programme by feeding back findings and good practice to the Pathfinders themselves. The work programme of the national evaluation includes:
- Annual reviews in all 35 Pathfinders, complemented by in-depth case studies in some areas;
 - Detailed household surveys in all areas by Ipsos-MORI and GfK-NOP;

- Provision of action learning sets, dissemination and active support; and
- Case studies on neighbourhood management initiatives outside of the Programme.

Programme Review 2005

1.10 The findings of this report are based upon fieldwork carried out in all 35 Pathfinder areas in the autumn of 2005. It is the largest study of neighbourhood management practice in the UK. Nearly 400 face to face semi-structured interviews were conducted with Pathfinder Board members, neighbourhood management teams, local residents and service providers. A separate working report was prepared for each area, drawing on the interviews and also a review of documents including Delivery Plans, performance monitoring reports and previous evaluation work. This programme review draws on the 35 working reports.

Figure 1.4: Key evaluation issues for 2005/6 review

The key questions being explored in this report are as follows, although noting that the context and stage of maturity of Round 1 and Round 2 Pathfinders differ:

1. *What progress have Pathfinders made in the last year or so, in building capacity, implementing their programmes and influencing mainstream services?*
2. *What are the key issues influencing the effectiveness of the programme?*
3. *What are the prospects for the mainstreaming and/or rolling out of neighbourhood management in Pathfinder areas?*
4. *What lessons can we learn from this experience of implementing neighbourhood management? What examples of transferable good practice can be identified?*

In addition to these questions, the team also identified four more specific topics to explore this year, which we do so in more detail in this report and separate thematic reports:

- **Services for young people** – To what extent have Pathfinders influenced the provision of mainstream services to promote the positive development of young people (age 11 – 19) in their areas, in what ways and how? What are the key barriers/opportunities influencing success? In what ways are young people themselves involved in influencing these services? This will look at mainstream-funded services particularly youth services, but also at links with secondary schools, connexions and leisure/sports services.
- **Joining up for safer neighbourhoods** – To what extent are Pathfinders ‘adding value’ to the process of promoting safer neighbourhoods through preventing crime, solving crimes, reducing the fear of crime and tackling anti-social behaviour in their neighbourhoods? In particular, to what extent have Pathfinders been able to promote better local service performance through securing more joined up services between the Police and other agencies?
- **Housing** – To what extent are Pathfinders influencing *housing providers* to improve the quality and management of housing and the local environment in their areas, and the extent to which they are joined up with other services? This should include reference to both private rented housing and public/RSL housing. What are the key barriers/opportunities influencing success?
- **Roll-out:** To what extent are local authorities/LSPs learning from the experiences of Pathfinders and how is this knowledge being shared? How is this influencing their decisions on whether to roll-out neighbourhood management more widely? To what extent is roll-out actually happening, in what form, and why? What difference is LAA/SSCF making to this process?

1.11 The rest of this report is set out as follows:

- **Section 2: Context** – updates our understanding of the institutional and geographical context in which the 35 Pathfinders are operating;
- **Section 3: Impact on mainstream services** – assesses the impact of Pathfinders on mainstream services in their areas, and available evidence of impact on their neighbourhoods;
- **Section 4: Establishing Round Two** – assesses the progress and lessons from the establishment of the 15 Round 2 Pathfinders since early 2004;
- **Section 5: Key factors** – analyses and identifies the key factors influencing the effectiveness of the Pathfinders;
- **Section 6: Prospects and implications** – assesses the progress being made in mainstreaming and rolling out neighbourhood management in the Pathfinder local authority areas, and identifies the implications for policy; and
- **Section 7: Conclusions and policy implications** – draws together our analysis and highlights our conclusions and policy implications for the future.

1.12 A number of further reports from the national evaluation team are also being published by NRU, including more detailed thematic reports and case studies of non-Pathfinder neighbourhood management initiatives. These are available from NRU at www.neighbourhood.gov.uk and from the national evaluation's own website at www.sqw.co.uk/nme/

2 Context

The political context

- 2.1 There is growing political interest in neighbourhood management and neighbourhood level working more generally, as a way of improving local governance, promoting neighbourhood renewal and enhancing community safety. The importance attached by the government to working at neighbourhood level was demonstrated most explicitly in *Citizen Engagement and Public Services: Why Neighbourhoods Matter* (January 2005). The paper set out the government's wish to develop more responsive and customer focused public services. It proposed the development of neighbourhood arrangements across a significantly wider number of areas, drawing on lessons learned from existing initiatives, including the neighbourhood management pathfinder programme. A forthcoming White Paper this summer is expected to propose specific arrangements and opportunities, currently under discussion.
- 2.2 A commitment to neighbourhood working has also been demonstrated by the inclusion of the Neighbourhood Element in the Safer and Stronger Communities Fund (SSCF). The latter was introduced for all Local Authorities in England in April 2005 to bring together existing ODPM and Home Office funding streams (including funding for the pathfinder programme) aimed at tackling crime, anti-social behaviour and drugs, empowering communities and improving the condition of streets and public spaces. The Neighbourhood Element provides new ODPM funding for 100 of the most disadvantaged neighbourhoods in England to achieve the SSCF/Local Area Agreement (LAA) priority outcome – to improve the quality of life for people in the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery.
- 2.3 ODPM are encouraging LSPs receiving the Neighbourhood Element of the Fund to use the funding to assist the process of rolling out neighbourhood management to more neighbourhoods, although it cannot be used to fund existing Pathfinders. Early indications suggest that many LSPs are indeed seeking to promote some form of neighbourhood management with this funding.
- 2.4 The government's 'Respect' agenda also places an increased emphasis on the importance of community engagement at the neighbourhood level², as a means of empowering local people and strengthening the prevention of anti-social behaviour. The 'Respect' agenda is strongly community focused and the rolling out of neighbourhood policing and extra Police Community Support Officers is linked closely with this focus as are the Home Office's twin themes of civic renewal and community cohesion.

² Respect Action Plan, Respect Task Force, Home Office, 2006.

- 2.5 Many of these developments will become embodied in the Local Area Agreements (LAAs) that are currently being designed by many Local Strategic Partnerships and their partners. From April 2006, funding for the Pathfinders will be pooled into the LAAs in those areas that have them or will be part of the SSCF in all other areas. There are now over 250 neighbourhoods using neighbourhood management in England according to the Neighbourhood Management National Network and there will, therefore, be a number of models of neighbourhood working being developed and tested in addition to those being pursued by the Pathfinders.
- 2.6 So, on the one hand, from now on the Pathfinders will be operating within a renewed political commitment to community empowerment and neighbourhood working and, on the other, will be doing so in an environment where discretion for their funding will be determined at local level. This provides both an opportunity and a challenge for the Pathfinders to prove their worth. What has been evident from the evaluation of the Pathfinders to date is that effective engagement of communities and service providers to bring about tangible improvements in service delivery and better outcomes for the residents of their neighbourhoods can be a slow and sometimes arduous process. So, the year under review in this report and the current year must be seen as something of a turning point for the Pathfinders if they are to find a permanent place in the development of neighbourhood working.

The local economic, social and political context

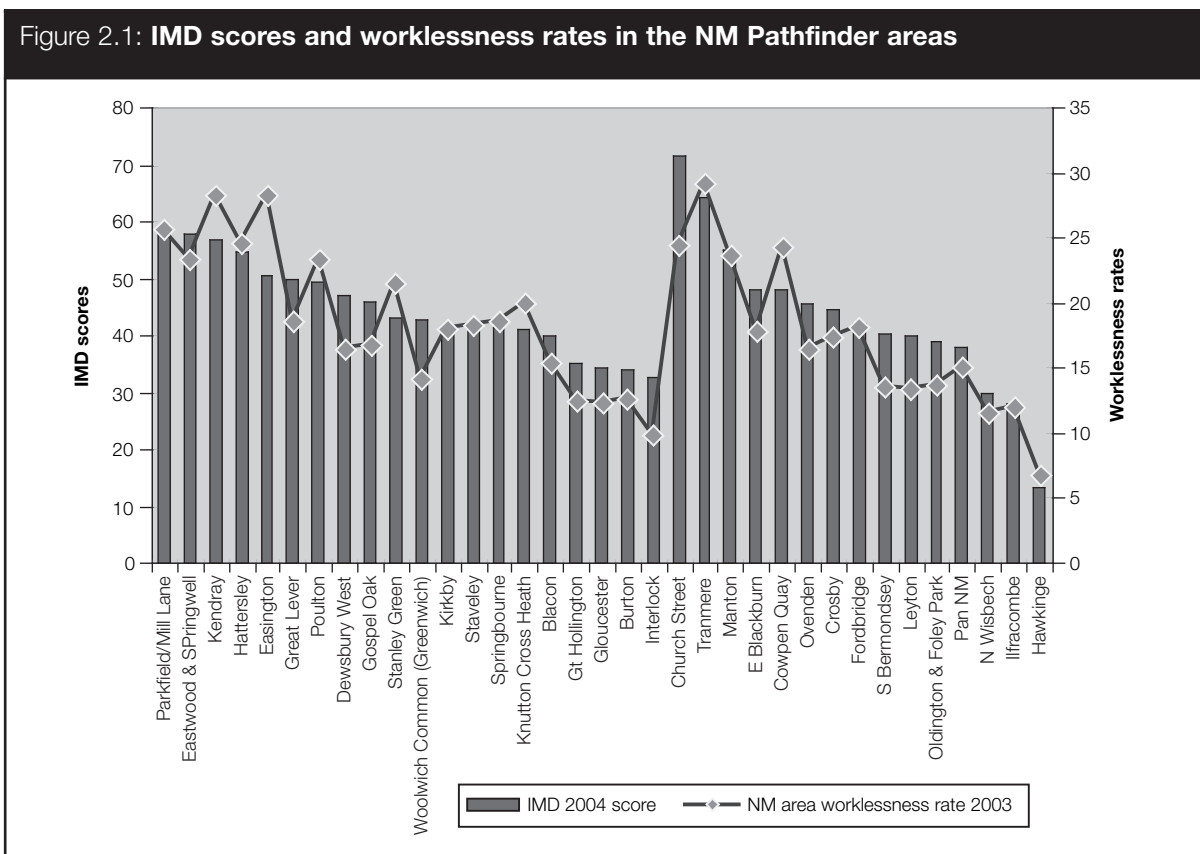
- 2.7 The Pathfinders operate in a wide variety of circumstances and in this section of our report we provide a brief demonstration of this contextual diversity. For much of the population and socio-economic data, we have drawn on the recent report by the Social Disadvantage Research Centre³.

The economic and social context

- 2.8 The nature of the neighbourhoods in which the Pathfinders are located is very different. They are located in all regions of England. Some are in residential estates in the inner city, others are estates on the edge of towns, some are in previous colliery areas and others are in coastal towns or in rural areas.
- 2.9 The population of the areas varies significantly as well. The largest in these terms is Gospel Oak in Camden (London) with a population in 2003 of 20,570 and the smallest is Pan Neighbourhood Management on the Isle of Wight with a population of just 2,770. Population change is also variable. For example, between 1999 and 2003, the population of the Hawkinge Neighbourhood Management area in Shepway and Church Street Neighbourhood Management in Westminster grew by 18%. However, the population in the Tranmere Neighbourhood Management area (in the Wirral) declined by 6% over the same period and that of the Kendray Initiative (in Barnsley) by 7%.

³ Data on population and other social and economic characteristics of the Pathfinder areas were produced by the Social Disadvantage Research Centre (SDRC), University of Oxford, 2005

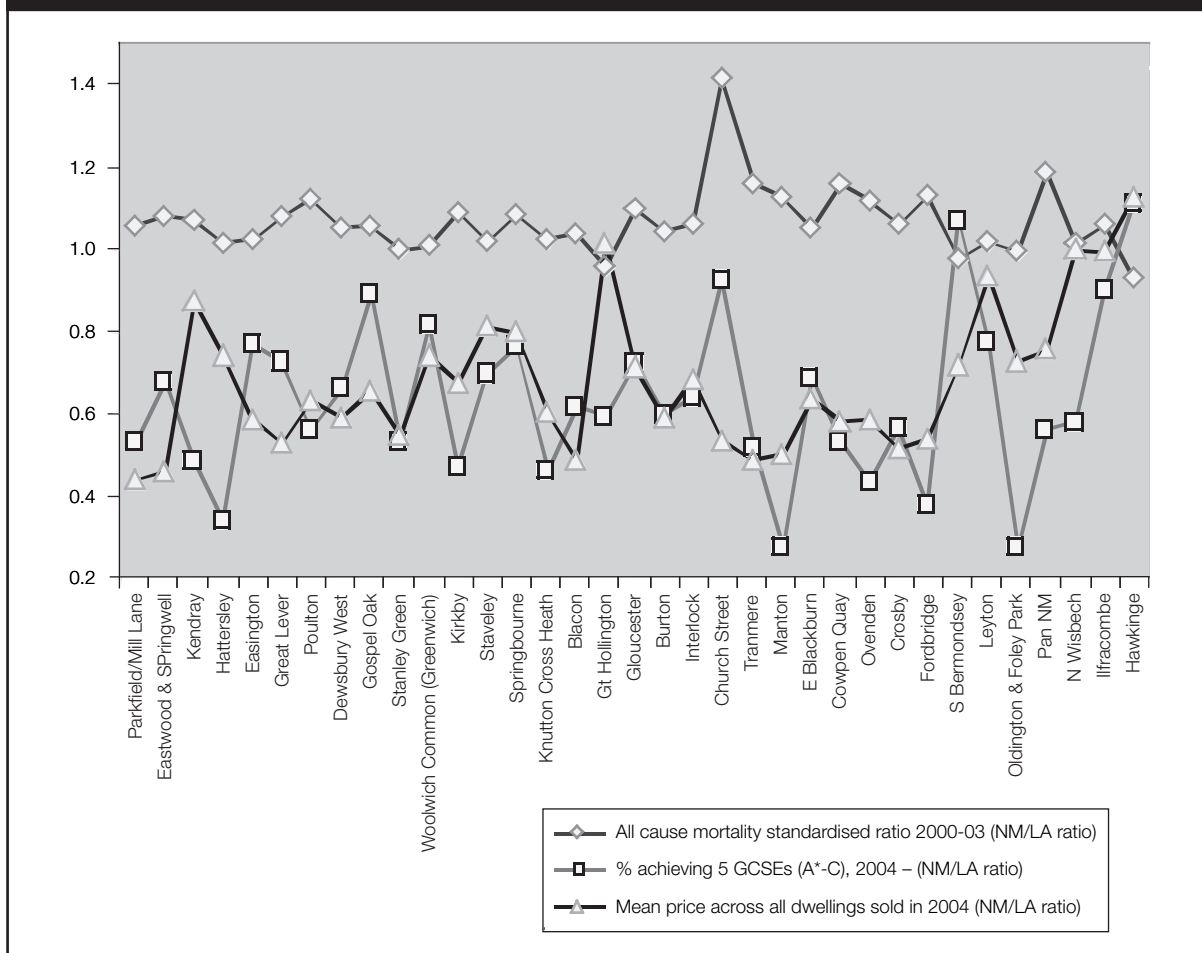
2.10 Figure 2.1 shows the range of IMD scores and worklessness rates⁴ in the NM Pathfinder areas (with Round 1 Pathfinders listed to the left of the figure and Round 2 to the right). It demonstrates the significant range of deprivation and worklessness across the Pathfinders (both Rounds 1 and 2). Fifteen of the Pathfinder areas are in the worst decile (i.e. worst 10%) of deprivation in England, another fifteen in the second decile and four in the third decile. The figure also, incidentally, shows the degree of correlation between the rates of deprivation and worklessness – with some Pathfinders being in areas where the worklessness rate exceeds 20%.



2.11 Figure 2.2 provides a summary of the relative position of the Pathfinder areas in terms of some key education, health and housing variables expressed as an index relative to the relevant local authority. As can be seen, the areas are typically worse than the local authority area in which they are located in having higher standardised mortality rates (all causes in 2000-03) and lower educational performance (% achieving 5 GCSEs (A*-C), 2004) and house prices (mean price across all dwellings sold in 2004).

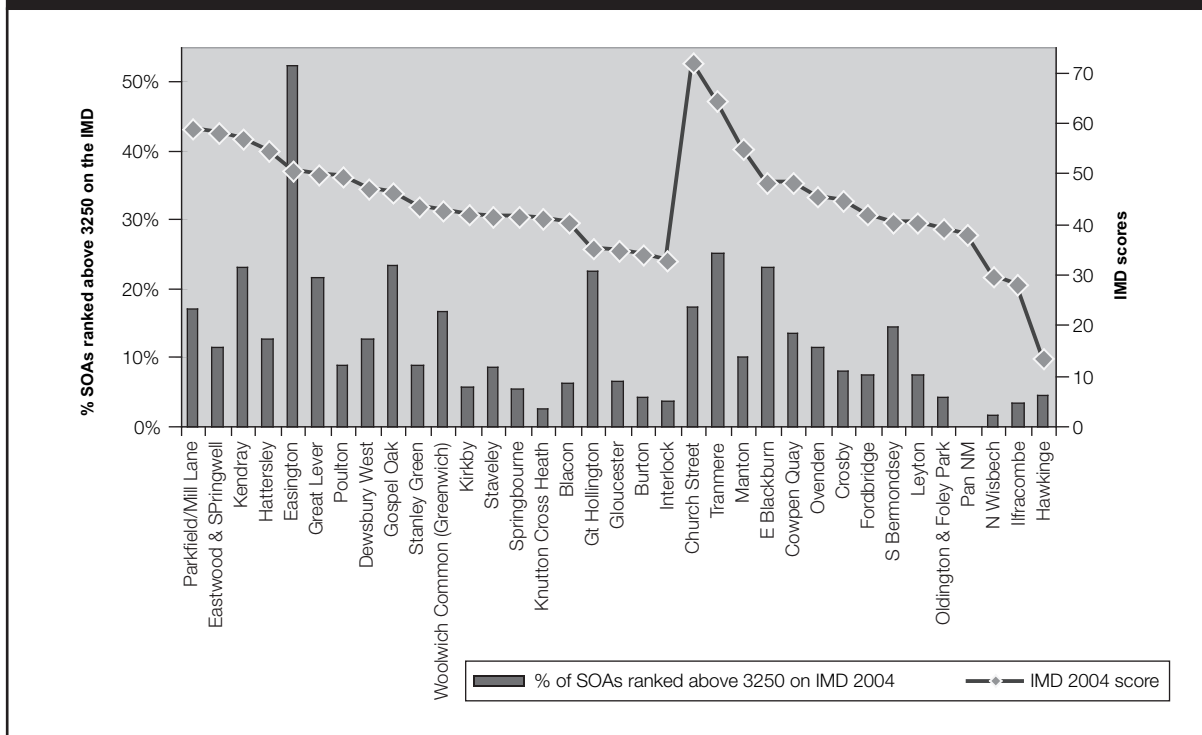
⁴ The proportion of people aged 16-59 living in the area claiming JSA, IB or SDA. The rate is 3.5% nationally whilst the average for Round 1 Pathfinders is 6.8% and for Round 2 is 7.3%.

Figure 2.2: Relative education, health and housing indicators (NMP and LA)



2.12 One of the issues a Pathfinder is likely to confront is the competing demands for scarce local authority and other service provider resources from other neighbourhoods in the area that are also marked by deprivation. The extent to which this might be the case is suggested in Figure 2.3 which plots the IMD 2004 score for the Pathfinder neighbourhoods against the proportion of all super output areas (SOAs) within the scope of the relevant local authority that are ranked above 3250 on the IMD 2004 (again with Round 1 Pathfinders listed on the left and Round 2 on the right).

Figure 2.3: Measures of deprivation in NM Pathfinder areas



2.13 The figure shows that there are some Pathfinders which are located in areas with a high proportion of their SOAs that are ranked high on the IMD 2004 (such as Kendray in Barnsley, Coastal Area in Easington, Gospel Oak in Camden, Tranmere in the Wirral and East Blackburn in Blackburn with Darwen). In these areas, there are likely to be other neighbourhoods with a claim for favourable treatment from the service providers on the grounds of their relative deprivation.

2.14 The context in which the Pathfinders are operating is also extremely varied in terms of the nature of the local authority. Figure 2.4 lists the Pathfinder areas according to their IMD 2004 score and shows their location, the relevant local authority and its status and its rating on the Comprehensive Performance Assessment for 2004.

Figure 2.4: NMP local authority characteristics

Round	NM Pathfinder	Region	Local Authority	LA Type	Single or two tier	CPA 2004
1	Parkfield/Mill Lane Neighbourhood Management	NE	Stockton on Tees BC	Unitary	Single	Excellent
1	Eastwood and Springwell Gardens Neighbourhood Management	YH	Rotherham MBC	MDC	Single	Fair
1	Kendray Initiative Board	YH	Barnsley MBC	MDC	Single	Good
1	Hattersley Neighbourhood Management	NW	Tameside MBC	MDC	Single	Excellent
1	Coastal Area Partnership Neighbourhood Management	NE	Easington DC	District	Two tier	Excellent
1	Great Lever Neighbourhood Renewal	NW	Bolton MBC	MDC	Single	Excellent

Figure 2.4: **NMP local authority characteristics** (continued)

Round	NM Pathfinder	Region	Local Authority	LA Type	Single or two tier	CPA 2004
1	Poulton Neighbourhood Management	NW	Lancaster CC	District	Two tier	Fair
1	Dewsbury West Neighbourhood Management	YH	Kirklees MBC	MDC	Single	Excellent
1	Gospel Oak Neighbourhood Management Initiative	London	Camden LBC	London Borough	Single	Excellent
1	Stanley Green Corridor Neighbourhood Partnership	NE	Derwentside DC	District	Two tier	Good
1	Changes in Common: Woolwich Pathfinder	London	Greenwich LBC	London Borough	Single	Good
1	Kirkby Neighbourhood Management	EM	Ashfield DC	District	Single	Fair
1	Staveley Neighbourhood Management	EM	Chesterfield BC	District	Two tier	Good
1	Neighbourhood Management in Springbourne and Boscombe	SW	Bournemouth BC	Unitary	Single	Fair
1	Knutton Cross Heath Neighbourhood Management Initiative	WM	Newcastle under Lyme BC	District	Two tier	Fair
1	Blacon Together	NW	Chester CC	District	Two tier	Excellent
1	Greater Hollington Partnership	SE	Hastings BC	District	Two tier	Good
1	Community Counts	SW	Gloucestershire CC	District	Two tier	Good
1	Heart of Burton Partnership	WM	East Staffs BC	District	Two tier	Fair
1	Interlock – Northlands Park	EE	Basildon DC	District	Two tier	Fair
2	Church Street Neighbourhood Management	London	Westminster LBC	London Borough	Single	Excellent
2	Tranmere Neighbourhood Management	NW	Wirral MBC	MDC	Single	Fair
2	Manton Neighbourhood Management	EM	Bassetlaw DC	District	Two tier	Fair
2	East Blackburn Neighbourhood Management	NW	Blackburn with Darwen BC	Unitary	Single	Excellent
2	Cowpen Quay Neighbourhood Management	NE	Blyth Valley BC	District	Two tier	Excellent
2	Ovenden Initiative	YH	Calderdale MBC	MDC	Single	Good
2	Crosby Neighbourhood Management	YH	North Lincs Council	Unitary	Single	Excellent
2	Fordbridge Neighbourhood Management	WM	Solihull MBC	MDC	Single	Good
2	South Bermondsey Neighbourhood Management	London	Southwark LBC	London Borough	Single	Good
2	Leyton Neighbourhood Management	London	Waltham Forest LBC	London Borough	Single	Weak
2	Oldington and Foley Park Neighbourhood Management	NW	Wyre Forest DC	District	Two tier	Fair

Figure 2.4: **NMP local authority characteristics** (continued)

Round	NM Pathfinder	Region	Local Authority	LA Type	Single or two tier	CPA 2004
2	Pan Neighbourhood Management	SE	Isle of Wight	Unitary	Single	Fair
2	North Wisbech Neighbourhood Management	EE	Fenland DC	District	Two tier	Fair
2	Ilfracombe, Combe Martin and Bratton Fleming Neighbourhood	SW	North Devon DC	District	Two tier	Weak
2	Hawkinge Neighbourhood Management	SE	Shepway DC	District	Two tier	Weak

- 2.15 The potential significance of these characteristics is that Pathfinders in highly deprived neighbourhoods with other deprived neighbourhoods in the area and with two tier local authorities (such as the coastal district of Easington) may confront more challenges in engaging service providers to address their specific problems than other Pathfinders, especially those operating in unitary authorities with few other deprived neighbourhoods – (e.g. Springbourne and Boscombe West, Bournemouth). Our 2003/2004 Annual Review of the Programme identified the additional challenge of co-ordination that appears to exist in two-tier local authority areas.

Emerging local issues

Local Area Agreements and the Safer and Stronger Communities Fund

- 2.16 The reports on the Pathfinders during the most recent review of their operations and achievements were dominated by a single set of related issues. As anticipated at the beginning of this chapter, these were the introduction of Local Area Agreements (LAA) and the Safer and Stronger Communities Fund (SSCF) which appeared to put other challenges in the shade. These developments coincided with the reorganisations being planned or taking place in the PCTs and the police authorities in many of the Pathfinder areas.
- 2.17 There was a broad alignment between those Pathfinders who saw these developments as a mainstreaming opportunity and the unitary nature of the relevant local authority. For example, the neighbourhood manager from Gospel Oak was seconded to the Camden team dealing with the LAA which is seen to offer an opportunity to ensure that the neighbourhood management approach is mainstreamed via the LAA. Similarly, in Great Lever, the LAA expression of interest was actually developed by the neighbourhood manager who also acts as the joint lead on the ‘Stronger’ element of the LAA (supported by a representative from Bolton CVS).

- 2.18 There is also some evidence in the unitary authorities of the neighbourhood management approach already being rolled out. For example, in Blackburn with Darwen there has been a reorganisation of the Borough Council's regeneration department to fully benefit from the lessons being drawn from the Pathfinder. The department that contains the neighbourhood coordinators is being merged with the community development team to form a new department called 'neighbourhood engagement' to whom the drugs action team and the community safety team also report.
- 2.19 However, there is also some evidence of uncertainty and confusion arising from the advent of the LAA and the deployment of the SSCF, especially amongst those Pathfinders in two-tier authorities. In Blacon (Cheshire), for example, some stakeholders see the term *Local Area Agreement* as being a misnomer because its consequence is thought likely to be more like a sub-regional agreement with uncertain consequences for local priorities and service delivery. Similarly in Poulton (Lancaster), the adoption by Lancashire County Council of the role of accountable body for the Pathfinder has generated confusion in some stakeholders' minds as to whether the Pathfinder's funding will remain ring-fenced or will be contingent on it demonstrating that it has performed well.
- 2.20 Some Pathfinders acknowledge that the latter is likely to be the case and have made determined efforts to strengthen their relationship with the Local Strategic Partnership (LSP). In Easington, for example, the Pathfinder Manager and Deputy Manager have played an active role in several East Durham LSP sub-groups and in 2004 the Pathfinder was given voting rights on the LSP. Much the same process is apparent in Stanley Green Corridor (Derwentside) where the Pathfinder has established a closer working relationship with Durham County Council and the County LSP. The Partnership is now recognised within the LAA process and it accepts that this will require a shift into a new phase of development to define a wider role for neighbourhood management in the area.

Other emerging issues

- 2.21 The other developments mentioned by the Pathfinders as raising issues for their operations tended to be over-shadowed by the advent of the LAAs and deployment of the SSCF. Those that were referred to were not consistently within a particular theme nor were they generally to do with any changes in the economic and social context of the Pathfinder areas.
- 2.22 They were mostly very specific to the particular Pathfinder and mainly to do with some aspect of policy development amongst local partners as the following examples demonstrate:
- The Interlock (Basildon) Pathfinder reported that the new Chief Constable for Essex was introducing an ethos of policing for results and merging some of the local police units to provide a more flexible county presence and, hence, potentially reducing the neighbourhood emphasis.

- The most significant change in the Hattersley (Tameside) Pathfinder area was reported to be the tenant ballot that resulted in the transfer of all Manchester City Council's housing stock to a local Registered Social Landlord. The Pathfinder is now operating in the context of a major programme of housing renewal and physical development requiring new stakeholder organisational structures, processes and networks.
- The development of the greatest significance in the Knutton Cross Heath Pathfinder was the identification of its area as an 'Area of Major Intervention' by Renew – the Housing Market Renewal Pathfinder. Its proposed programme for the area is expected to involve housing demolition and new housing build and the introduction of more mixed tenure. The Pathfinder has played an important role in the design of the Renew programme in the area by engaging the community in the masterplanning process.

Concluding observations

- 2.23 The depiction in this section of the context in which the Pathfinders are operating demonstrates the wide diversity in the economic and social circumstances of the neighbourhood areas and their residents. Within a degree of deprivation in the Pathfinder neighbourhoods which is on average worse than in the local authority and regions in which they are located, there remains a great deal of variety in both the extent and form of deprivation in the areas.
- 2.24 Moreover, some of the Pathfinders are in local authorities which have a number of other equally deprived neighbourhoods whereas others represent pockets of isolated deprivation in more affluent communities. The Pathfinder areas also vary considerably in terms of the nature of the relevant local authority – some are two tier and some are unitary and they range in their CPA assessments from the weak to the excellent.
- 2.25 This means that the Pathfinders are likely to represent a good test bed for the principles and operations of neighbourhood management in a variety of different contexts. We will review in the rest of this report how consistently they have performed and what seems to be working effectively and not so well. But, on the evidence of the emerging local issues reported by the Pathfinders, the ones that have proved of most concern to them have so far been more to do with the changing local and neighbourhood political and governance arrangements than shifts in the economic and social conditions in which they are required to operate.

3 Impacts on mainstream services

- 3.1 This section considers the nature of the interventions that Pathfinders have been undertaking with service providers and evidence regarding the benefits and impacts of these activities.

The Pathfinder Approach

- 3.2 Working with mainstream service providers to improve the quality and responsiveness of public services to local needs is the objective that lies at the heart of the Neighbourhood Management Pathfinder Programme. All Pathfinders have worked with a range of service providers, pursuing improvements to a range of services. Round 1 Pathfinders are in their fourth year of activity, and have had a 'project fund' to support their activities, whereas Round 2 Pathfinders are still in their first full year of activity, with a much smaller amount of funding available.
- 3.3 Pathfinder activities in relation to mainstream services have included the development and delivery of their own funded projects (often to pilot new approaches), participation in projects and initiatives led by service providers, development of service level agreements, research projects and also discussions about future developments. Approaches between Pathfinders have varied, as has the nature of their priorities, not least reflecting their differing contexts.
- 3.4 Figure 3.1 (overleaf) shows the expenditure of the 20 Round 1 Pathfinders to date, to give an indication of the scale and cost of their activities. They have each spent, on average, just over £560,000 per year since they were established, of which just over one third was on core management costs (mainly the salaries of the team), with the remainder supporting various projects. The overall level of expenditure is modest compared with other area-based regeneration initiatives (SRB, NDC, Sure Start) and the strategic nature of the work is illustrated by the relatively high proportion of costs accounted for by the teams as a proportion of all spend.
- 3.5 The variation in levels of expenditure is a reflection of both differences in strategy and timing between Pathfinders, as well as, in some cases, the slower development of their programmes and difficulties with key projects.
- 3.6 Expenditure by Round 2 Pathfinders is capped at £350,000 per year, for all costs.

Figure 3.1: Round 1 Pathfinder Expenditure Years 1 – 4*

Pathfinder	M&A	Projects	Total	% of Lifetime spend	Of which M&A %
Great Lever, Bolton	865,695	1,887,519	2,753,214	79%	31%
Kirkby in Ashfield	866,447	1,727,720	2,594,167	74%	33%
Poulton	753,000	1,758,000	2,520,000	72%	30%
Knutton Cross Heath	939,908	1,553,298	2,493,206	71%	38%
Staveley	706,810	1,718,135	2,424,945	69%	29%
Hattersley, Tameside	816,597	1,605,853	2,422,450	69%	34%
Parkfield/Mill Lane	800,436	1,594,634	2,395,070	68%	33%
Greater Hollington, Hastings	790,972	1,105,657	2,351,103	67%	34%
Interlock, Basildon	767,125	1,583,239	2,350,364	67%	33%
Stanley Green Corridor	816,400	1,526,300	2,342,700	67%	35%
Springbourne & Boscombe West	828,758	1,352,261	2,241,019	64%	37%
Woolwich Common	1,008,970	1,162,571	2,201,541	63%	46%
Dewsbury West	914,632	986,295	2,196,988	63%	42%
Blacon, Chester	722,049	1,417,538	2,139,588	61%	34%
Community Counts, Gloucester	753,989	1,337,797	2,091,786	60%	36%
Heart of Burton	912,324	1,041,384	1,953,707	56%	47%
Easington	615,364	1,303,338	1,918,702	55%	32%
Kendray	760,000	1,097,000	1,857,000	53%	41%
Eastwood & Springwell Gardens	786,387	1,067,925	1,854,312	53%	42%
Gospel Oak, Camden	959,000	1,078,000	1,837,000	52%	52%
TOTAL	16,384,86	27,904,464	44,938,862	–	–
Average	819,243	1,395,223	2,246,943	63%	37%
Average per year	204,800	348,800	561,700	–	–

* Includes actual expenditure years 1 – 3, and estimated expenditure for Year 4 (2005-06)

Involvement of Service Providers

- 3.7 Before analysing the progress that Pathfinders have made in influencing services, it is worth first understanding the level of involvement that different service providers have had with Pathfinders in the last year or so – through engagement in Board meetings, discussions and projects. The pattern of involvement conveys some clear messages.
- 3.8 Figure 3.2, drawing on our research with the Round 1 Pathfinders, divides service providers into four categories of involvement. It shows that there are a small number of key service providers that have been consistently more involved with Pathfinders across the country (the ‘core supporters’) – the Police, PCTs, schools, housing and environmental services – but also a larger number of providers that have had more varying degrees of involvement.

Figure 3.2: Assessment of service provider involvement in Round 1 in the last 12 months

Level of Involvement	Service Provider	Change since 2004 (18 months)
Strong involvement “core supporters” (70% or more of Pathfinders with ‘strong’ involvement from the provider)	<ul style="list-style-type: none"> • Police • Primary Care Trust • Local schools • Local authority housing services • Local authority environmental services 	<ul style="list-style-type: none"> • No change • Stronger • Stronger • Stronger • No change
Good involvement “friends, but not always close” (‘Strong’ involvement in a few areas, and at least ‘some’ involvement in most other areas)	<ul style="list-style-type: none"> • JobCentre Plus • Local authority youth services • Local authority leisure services • RSL/Housing Associations 	Stronger Stronger No change Stronger
Variable involvement “acquaintances” (‘Little or no’ involvement in a third or more areas, but ‘some’ and occasionally ‘strong’ involvement in others)	<ul style="list-style-type: none"> • Local FE/HE colleges • Connexions • Fire Service 	Weaker No change Stronger
Minimal involvement “strangers” (70% of Pathfinders with ‘little or no’ involvement from the provider, and limited involvement in remaining areas)	<ul style="list-style-type: none"> • National Offender Management Service • Local Learning and Skills Councils • Local public transport bodies • Local authority social services 	No change No change No change No change

3.9 What is encouraging is that in the last 18 months, nearly half of the providers described in Figure 3.2 have become more deeply involved in a larger number of Pathfinders, indicating that even three to four years into the programme, Pathfinders are still making progress in engaging new partners and deepening relationships with existing ones. However, the providers who are ‘strangers’ to the programme have not been successfully engaged in more areas, suggesting that there are more deep-seated barriers to their involvement and that little progress is being made on this.

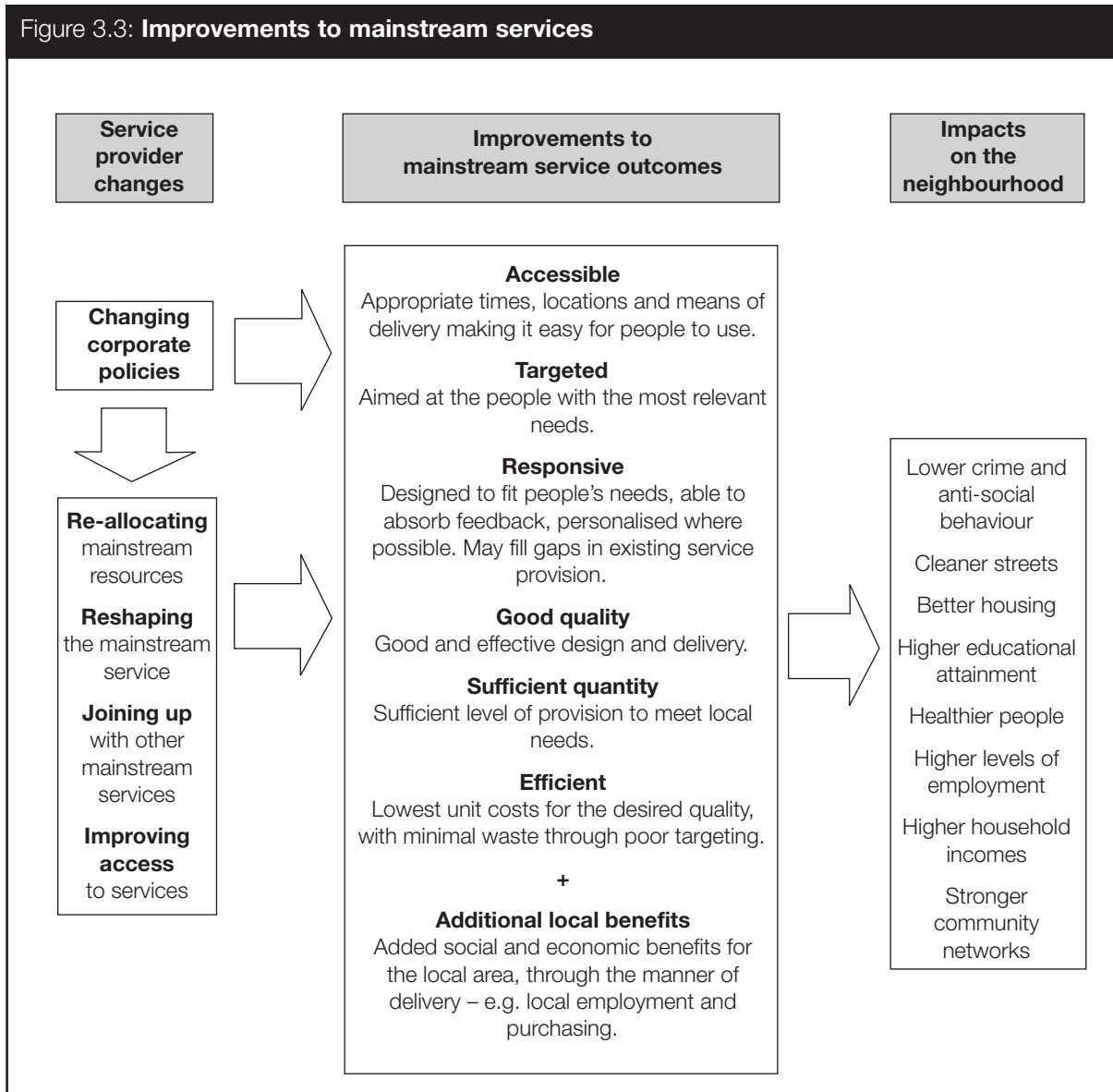
3.10 The pattern of involvement for the newer Round 2 Pathfinders is very similar to that of the Round 1 Pathfinders, although levels of involvement are generally weaker at present, reflecting the more youthful stage in their development. The only significant difference is the greater involvement of RSLs in Round 2, with 80% of Pathfinders having ‘strong’ involvement (making them ‘core supporters’) and less involvement from local authority housing departments. This reflects the intentional desire to involve more RSLs, and thereby more areas with a greater RSL housing stock, in Round 2.

Influencing mainstream public services

3.11 The rest of this section looks in more detail at the types of interventions that Pathfinders have been delivering with partners, the impact upon mainstream public services, and where data is available, any evidence of impact upon neighbourhoods. The interventions are explored by themes, although it is recognised that many activities are cross-cutting and often link with several themes. In each case, we are seeking to identify actual changes in service provider behaviour in one or more of the following ways:

- **Changing corporate policies and practices** – changes in the way that a provider operates that are likely to bring about benefits to the neighbourhood, such as reconfiguring the area that a service covers to coincide with the neighbourhood, or revising recruitment policies to increase local employment;
- **Re-allocating mainstream service resources** – increasing mainstream expenditure that benefits the neighbourhood, such as providing additional police patrols, or increasing the frequency of street cleansing;
- **Joining up mainstream service provision** – improving the linkages between two or more mainstream services in ways that improve the quality, targeting, responsiveness and/or efficiency of those services;
- **Reshaping mainstream service provision** – making changes in the way that a service is designed and delivered, to improve its quality, targeting, responsiveness or efficiency; and
- **Improving service access to increase take up** – increasing awareness amongst potential clients of the relevant services available to them and how they can be accessed, for example improving the signposting of services offering health advice and treatment through the use of outreach workers.

3.12 These changes to the design of services in turn lead to changes in the outcomes of those services, and ultimately impacts upon the neighbourhood, as illustrated in Figure 3.3.

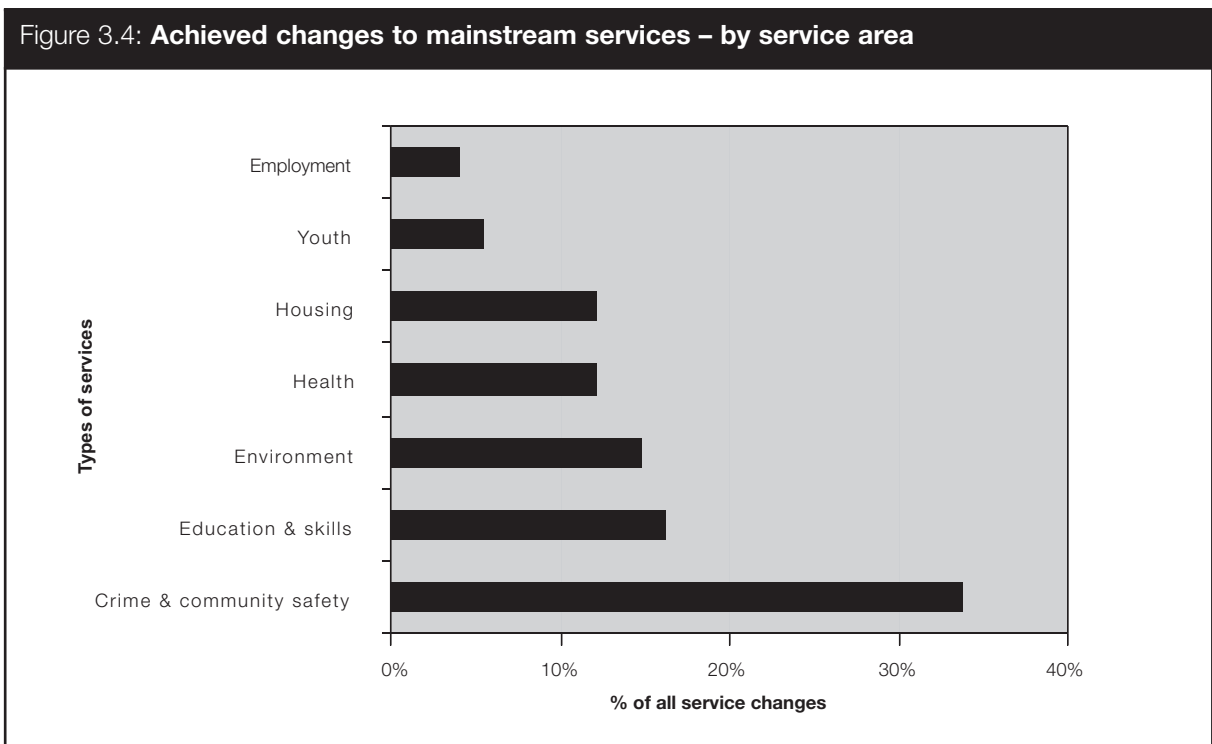


3.13 The evidence we have drawn on for the rest of this section relates only to *actual changes in service provider behaviour* that we have identified, not to those activities still in progress but yet to result in changes. It also only focuses on changes of a more significant scale, not every single activity of the Pathfinders.

Overview of impact on services

3.14 We have sought to identify the most significant instances of Pathfinders having achieved some impact upon local mainstream services, defined as an ‘actual change in service delivery’. Our overview analysis here focuses on the Round 1 Pathfinders, and whilst it may not include every example, we are confident that it encompasses the majority of the most significant instances. On average, this represents approximately four cases of significant mainstream change per Pathfinder.

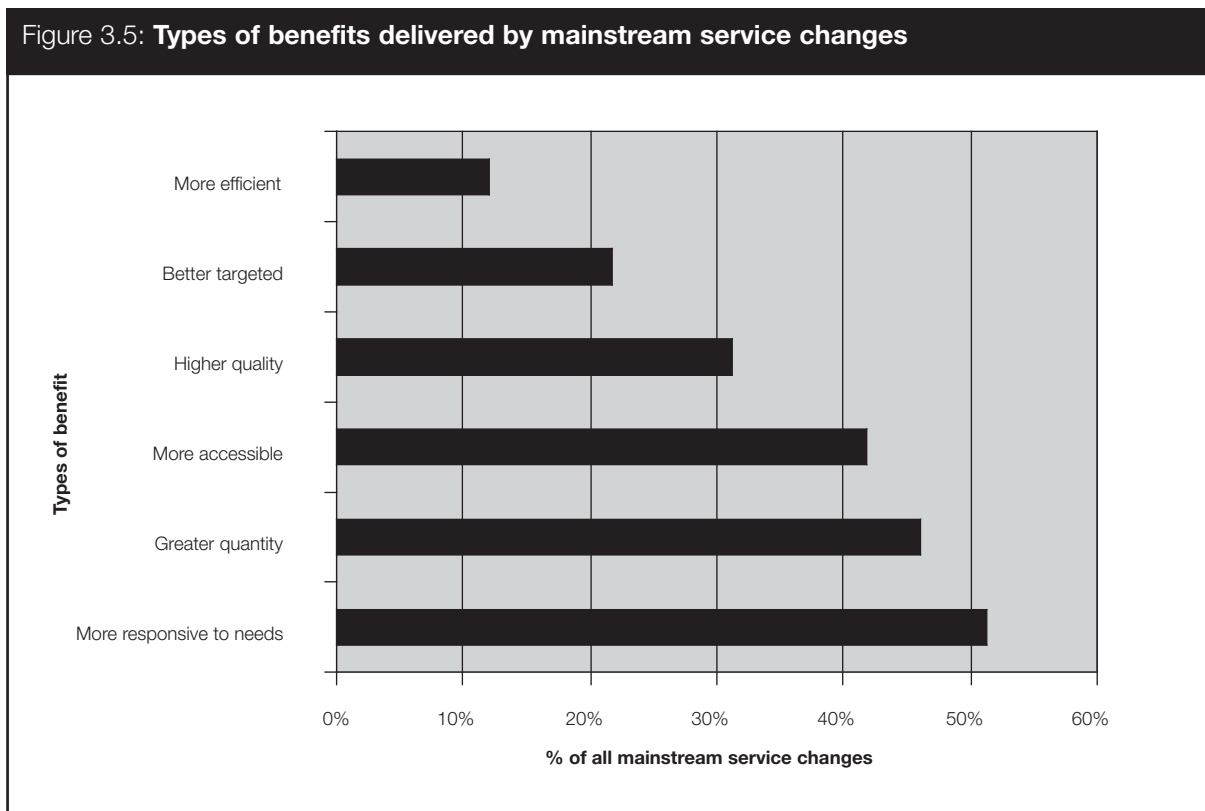
3.15 As Figure 3.4 shows, Pathfinders have secured changes from a *wide range of public services*, but with some clear differences between sectors. By far the greatest impact has been in partnership with the Police and other community safety organisations, accounting for over one third of all service changes. This reflects both the fact that crime is often the key concern of local people, and therefore Pathfinders, and also the responsiveness of the Police in particular in being willing to work at a neighbourhood level. Most other service changes are relatively evenly spread between housing, health, education and skills and environmental services. The service areas where the least impact has been made across the programme are in relation to youth services and employment services.



3.16 The *types of changes* being made encompass all five types of re-design – re-shaping and joining up services (nearly half of all changes are of this type), re-allocating resources (nearly 40% of changes fall into this category), improving access (nearly one third of changes involve this) and changing corporate policies or practices in some other way (involving about one in six changes).

3.17 We have also analysed the main *types of improvements* arising from the changes to mainstream services that Pathfinders have contributed to, as illustrated in Figure 3.5. Service changes often produce several types of benefits, but the most common are for services to be made more accessible to local people, to be increased in scale and to be delivered more responsively – that is, fitting people’s needs more closely, often through better information and a more personalised or localised approach. This can also involve extending the scope of a service to address needs not previously provided for (‘filling gaps’). The emphasis therefore is clearly upon making services easier to access, often by delivering them more locally, and this can often also bring benefits through a

more personal and informed approach. The type of benefit least likely to arise is an improvement in efficiency, although some efficiencies have been achieved, particularly in environmental services.



3.18 Figure 3.6 gives a more detailed picture of the types of service improvement arising for each of the different service areas. In each row, the most common type of improvement is shaded. Whilst this analysis is based on a relatively small set of data, so some care is required in interpreting these, the shaded boxes clearly emphasise how different the improvement challenges are between services.

3.19 The challenge for housing and environmental services is primarily about delivering more of the services to meet needs, whereas in health and employment, the challenge is to make them more accessible. Improving policing is partly about improving the scale of resources but primarily about improving responsiveness, and youth services require both improved quality as well as greater accessibility and quantity.

Figure 3.6: % of service changes delivering each type of improvement

Service area	Accessible	Targeted	Responsive to need	Quality	Quantity	Efficient
Crime and community safety	32%	20%	64%	20%	48%	8%
Health	89%	56%	67%	22%	33%	–
Education & skills	42%	17%	42%	67%	17%	–
Housing	33%	22%	44%	–	67%	22%
Environment	–	–	45%	45%	82%	45%
Employment	100%	33%	33%	–	–	–
Youth	75%	25%	25%	75%	50%	–
Average	42%	22%	53%	31%	46%	12%

3.20 The rest of this section looks at each service area in turn, considering in greater detail the types of service changes being achieved, in both Round 1 and Round 2 Pathfinders, any impacts and the issues arising.

Theme 1: Community safety services

3.21 Tackling crime, the fear of crime and anti-social behaviour has been by far the largest area of intervention for both rounds of Pathfinders. It was cited as one of the main concerns of local residents in the household surveys in most Pathfinder areas, and most have crime rates significantly above that of their local authority areas⁵.

3.22 All Pathfinders have worked closely with the Police and in most areas they have been one of the most involved service providers. Pathfinders have also worked with other community safety organisations such as neighbourhood and street warden teams, Drug Action Teams and community safety partnerships and also local housing and environmental service departments in relation to environmental crime.

3.23 Changes to the way that policing is delivered have been secured, at least to some extent, in nearly all Round 1 Pathfinder areas, and a growing number of Round 2 Pathfinder areas. The most common service improvements achieved have seen a greater *responsiveness* of police to local needs and an increase in the *scale of policing activities* in Pathfinder areas as a result of re-shaping, joining up with other services, and a modest re-allocation of resources to many areas. The most common types of changes to services are as follows:

- **Increasing the level of beat policing** through the addition of extra Police Officers or Police Community Support Officers (PCSOs), sometimes initially part funded by the Pathfinder. An increase in local policing is often accompanied with **stronger links with the local community**, as officers have more time to meet and discuss issues with local groups, including the Pathfinder, leading to a greater shaping of police priorities by local people and often greater trust and improved intelligence gathering by the police;

⁵ *Neighbourhood Management Pathfinder Programme Baseline Report*, Social Disadvantage Research Centre, 2005 and Pathfinder Household Surveys, NOP/MORI, 2003 & 2004.

- Related to an increase in police activity, some Pathfinders have supported the creation of a **new local base for policing** within the neighbourhood, to improve links with the community and other agencies;
- Improved joint working between the Police and other agencies to tackle **anti-social behaviour** more effectively;
- Improved **joint working between the Police and other agencies** to tackle a range of problems including vandalism, arson and drugs. The joint working is often based upon building stronger working relationships between organisations at a local level, usually facilitated by the Neighbourhood Manager, and increasing the flow of information between them; and
- **Specific innovations** in how the Police and others operate to improve the targeting of their resources and activities.

3.24 Examples of each of these types of change are shown overleaf in Figure 3.7 to illustrate what Pathfinders have achieved. It is not an exhaustive list. Many Pathfinders have also secured a number of different improvements, as they are often closely related.

3.25 It is important to recognise that the work of the Pathfinders has coincided with a nationwide shift towards neighbourhood policing in the last two years or so, accompanied by a growth in the ‘police family’ to include more wardens and PCSOs, as well as a growth in police resources and numbers. This has clearly helped. Nevertheless, it seems clear that Pathfinders have accelerated these changes where they were happening anyway and have also encouraged stronger links between the Police, other agencies and local residents, and also further innovations, improving the effectiveness, responsiveness and targeting of local policing. The particular value that neighbourhood management adds to policing and community safety seems to be:

- raising awareness of problems in the neighbourhood with service providers, drawing in resources and achieving a clearer focus on ‘problem solving’ not just service delivery;
- facilitating greater networking and joint working between agencies at a local level; and
- improving the flow of information between local people and local agencies, often encouraged by increased trust and familiarity between those involved.

3.26 Given that the development of initiatives in Round 2 areas is following a similar pattern to that in Round 1 areas, this suggests that the changes secured are not largely dependent upon project funding (which is not available in Round 2 areas) and are therefore arising from the work of the Neighbourhood Managers and their teams and partnerships.

Figure 3.7: Examples of improved mainstream services: Community Safety	
(1) Increasing the level of beat policing and increasing links with the community	<p>Community policing <i>Knutton Cross Heath, Newcastle under Lyme</i></p> <p>The Local Policing Unit within Staffordshire Police agreed to increase the local police presence in the area by 2 Police Officers and 2 PCSOs, partly funded by the Pathfinder, and mainstreamed from April 2005. The Pathfinder agreed a Service Level Agreement with the Police formalising the level of policing, target activity levels (e.g. % of time on foot patrol) and the involvement of the Pathfinder in shaping policing priorities in the area. The Police have been working closely with the Pathfinder's Community Safety Theme Group.</p> <p>Benefits:</p> <ul style="list-style-type: none"> • Increased levels, and greater visibility of, policing in the area through more foot patrols and greater 'after care/visiting' of victims of crime. • Closer links between local police officers and local residents, allowing a stronger working relationship to develop and local priorities to be better understood. • Secured the first PCSOs in the district. • From 2001/2 to 2004/5, the level of reported crime in the area has fallen by 17%, and fallen faster than in the district as a whole, narrowing the gap from 33% higher crime than the district, to 11% higher. Particular improvements have been made on reducing burglary and criminal damage. <p>Local policing, <i>Poulton, Lancaster</i></p> <ul style="list-style-type: none"> • An additional 'community beat manager' was recruited by the Police, with support from the Pathfinder, for the local area and local police shift patterns were also amended to increase the police presence in the area. The Police are more visible now and the community beat managers have greater contact with local groups and residents. <p>New beat officers, Heart of Burton, <i>East Staffordshire</i></p> <ul style="list-style-type: none"> • The Pathfinder funded two new police beat officers and additional wardens and promoted joint working between them and local residents. The mainstreaming of the new officers is expected in 2006. Relations with local residents have improved, and crime from 2001/2 – 2004/5 has fallen faster in the area than in East Staffs as a whole, narrowing the gap.
(2) Creating a new neighbourhood policing base	<p>Neighbourhood police base <i>Woolwich Common, Greenwich</i></p> <p>The Metropolitan Police have co-located a 'Safer Neighbourhoods' team of 3 police officers and 4 PCSOs in the Pathfinder's new 'community shop', where residents can access a number of services and wider information. The Met are moving towards ward-based policing, but this is the first police team in Greenwich to be co-located with other organisations. A secure part of the premises has been refurbished for their use by the Pathfinder, and it will provide a permanent base for the police team in the neighbourhood.</p> <p>Benefits:</p> <ul style="list-style-type: none"> • More visible police presence in the neighbourhood. • Improved linkages and information exchange with the Pathfinder and other agencies, including the council's housing management team (also based in the shop) • More accessible for local residents. <p>Community Safety Resource Centre, <i>Hattersley, Tameside</i></p> <ul style="list-style-type: none"> • To increase the police presence in the neighbourhood, the Pathfinder has established a 'one stop shop' for community safety, where Greater Manchester Police Officers are based, where other community safety services (Fire and Rescue, Town Patrollers, Road Safety officers, etc) can drop in and work and where local people have greater access to the Police and others. The Centre opened in July 2005 and was largely funded by the Police.

Figure 3.7: Examples of improved mainstream services: Community Safety (Continued)

<p>(3) Improved joint working between the Police and other agencies to tackle anti-social behaviour</p>	<p>Anti-social behaviour multi-agency team Greater Hollington, Hastings Established in 2003 by the Pathfinder, the team brings together the Police, the Youth Development Service, local housing associations, the Family Support Team (from Social Services) and officers from the Anti-Social Behaviour Unit. Chaired by the Police it meets every 2-3 weeks to share information and build working relationships between agencies.</p> <p>Benefits:</p> <ul style="list-style-type: none"> • Greater trust and sharing of information between relevant agencies. • More effective and targeted enforcement, including a more strategic approach from housing associations, introducing new tenancy agreements and ‘acceptable behaviour contracts’. • Greater attention now paid to prevention of anti-social behaviour, particularly through youth programmes. • Anti-social behaviour has fallen and residents no longer rate it as their main concern. • Working practices are being rolled out across Hastings to others. <p>Police and Youth Service, Kendray, Barnsley</p> <ul style="list-style-type: none"> • The Pathfinder has encouraged joint working between the Police, Barnsley Community Safety Partnership and Youth Services to address a problem of anti-social behaviour by young people, that had led to ASBOs being issued. Work has been done with young people through a Youth Inclusion Project, a participation project and funding for more recreational opportunities. The Police are working more closely with the youth service to manage local problems more positively. <p>Local anti-social behaviour service, Parkfield/Mill Lane, Stockton on Tees</p> <ul style="list-style-type: none"> • The mainstream anti-social behaviour service has adopted a new way of working, dedicating officers to specific areas as piloted in the Pathfinder area, to improve local working.
<p>(4) Improved joint working between the Police and others to tackle other crimes</p>	<p>Car Clear Plus Blacon, Chester The area had a problem with many stolen and abandoned cars that were being dumped, and subsequently set on fire, accounting for two thirds of the area’s arson activity and taking up Police and Fire Service time. The Pathfinder brought agencies together through its Community Safety Key Partnership Group, including the Police, Fire Service, wardens and local housing trust. A new protocol was developed to speed up the removal of abandoned vehicles, and action was also taken to reduce the supply of unroadworthy vehicles locally, target offenders and publicise a new hotline number to improve reporting of incidents.</p> <p>Benefits:</p> <ul style="list-style-type: none"> • Improved awareness of local services led to increased reporting. • Better joint working accelerated the removal of vehicles. • From 2003/4 to 2004/5, the number of abandoned cars fell by 37%, with a 63% reduction in vehicle arson.
<p>(5) Other innovations to improve community safety</p>	<p>CCTV and radios for local businesses, Gospel Oak, Camden</p> <ul style="list-style-type: none"> • The Pathfinder funded the provision of CCTV and a local radio network for local businesses, to help tackle crimes affecting them. The local council now maintains the CCTV surveillance. <p>Policing Information Co-ordinator, Woolwich Common, Greenwich</p> <ul style="list-style-type: none"> • The Pathfinder has funded a new co-ordinator, provided by the Police, who collates information and intelligence about crime from the Police database and other sources and shares it with the Police beat team, the Pathfinder and other relevant agencies. She also provides feedback to residents who have reported crimes on any progress made regarding those crimes. She is based with the neighbourhood police team and acts as an ‘information hub’.

- 3.27 A recent review of ‘headline’ key crime indicators for the Round 1 Pathfinder areas has given the first view of how outcomes have changed during the programme. The change in the number of ‘all reported crimes’ per 1000 population has been analysed with respect to change over time from 2001/2002 (‘year zero’) to 2004/2005 (year three) and also in relation to the change in reported crime across the local authority district over the same time period. Of the 20 Round 1 Pathfinders, 16 were able to provide data suitable for comparison. Of these 16 areas, nearly 70% (11 out of 16) have experienced an absolute reduction in crime. Of greater significance to this evaluation however, is their relative performance to the surrounding local authority district. The picture here, although broadly positive, is more mixed. Of the 16 areas, 7 (45%) have experienced both falling crime and have narrowed the gap with their local authority area, 3 areas (20%) have simply retained the same relative position in regard to their local authority, whether crime was rising or falling, 3 areas (20%) have experienced falling crime but have worsened in their relative position with the local authority and 3 areas (20%) have experienced both rising crime, and at a faster rate than the local authority.
- 3.28 It must be noted that an increase in reported crime in some Pathfinder areas may be due to an increased police presence and higher reporting levels. More detailed data on crime trends will be available for Pathfinder areas through the household survey data in 2006 as well as through further data from SDRC, which will allow a fuller analysis of impact.

Theme 2: Housing services

- 3.29 Local authority housing departments and housing associations (and other RSLs) have been amongst those service providers who are well engaged with Pathfinders, and the theme as a whole has been important for many Pathfinders.
- 3.30 Housing issues vary significantly between Pathfinder areas both in nature and significance. Some Pathfinders are located in areas of low demand housing and are facing significant change (e.g. Knutton Cross Heath falls within the North Staffordshire Housing Market Renewal Pathfinder area), some have significant areas of poor quality private rented housing (e.g. Springbourne and Boscombe West, Poulton), some areas contain council housing stock that is undergoing stock transfer and/or redevelopment (e.g. Hattersley, Kendray) and the remaining Pathfinder areas contain a mix of council and other social housing, presenting varying degrees of challenge. Add to this the regional differences between Pathfinder locations (north and south) and geographical variations (urban and rural) and it becomes clear that any generalisations about the type of activities that Pathfinders are delivering in relation to housing services are hard to make.
- 3.31 What is clear, however, is that Pathfinders have successfully engaged with housing providers in all of these situations, and are promoting both improved services and stronger community involvement in decision-making as appropriate to the local context. We attempt to highlight here the scope and nature of housing activities by reference to some specific illustrations:

- **Working with a Housing Market Renewal Pathfinder** – the *Knutton Cross Heath Pathfinder area (in Newcastle-under-Lyme)* has been identified as an Area of Major Intervention by Renew (the North Staffordshire Housing Market Renewal Pathfinder). This is likely to involve the demolition of over 500 properties, mainly social housing, and the building of 500 new properties together with some new facilities, to change the tenure mix in the area towards private ownership and improve the area's image and attractiveness. The Neighbourhood Manager and team have been working closely with Renew and have been funded by them to lead on the process of communicating with the local community and involving them in the planning process. The funding has provided additional members of staff for the team. It is clear that the presence of the Neighbourhood Management Pathfinder, with its existing knowledge of the area, community and service providers, has added value to Renew's work and allowed it to proceed more effectively and efficiently than would otherwise have been the case, particularly in respect of engagement with the local community.
- **Improving private housing** – in *Poulton in Lancaster*, the city council agreed to delegate part of its housing capital budget for Poulton to a sub-group of the Pathfinder's Board. The group has set the priorities and strategy for the allocation of grants and other funds to promote the renewal of the area's run-down housing, which includes both owner occupied and a significant amount of private rented accommodation. The group was also asked to develop and agree proposals for a Home Zone and to administer the £3m Townscape Heritage Initiative, aimed at restoring local buildings and shopfronts of historic value. The group has brought together residents with service providers and improved the local accountability of council expenditure, improved the co-ordination of several initiatives, promoted more effective joint working between the council and local housing associations and sensitised service providers to local preferences. In *Springbourne and Boscombe West in Bournemouth*, the Pathfinder secured greater council expenditure in the area on sub-standard private rented housing and more robust enforcement of HMO requirements. The Pathfinder has also facilitated discussions involving tenants and landlords of private rented properties to identify local issues and seek solutions. A new Landlords and Tenants Accreditation Scheme has been established to promote higher standards of service and housing provision. Similar schemes have been set up by Pathfinders in *Easington* and *Dewsbury West*.
- **Redevelopments and stock transfers** – In *Kendray in Barnsley*, the area's significant stock of council housing was recently transferred to an ALMO (Berneslai Homes) and plans have been developed for improving the management of the housing stock together with plans for some redevelopment and environmental improvements. The Pathfinder has played a central role in bringing together the community, Berneslai Homes and other agencies and facilitating discussions that have shaped the design of how these homes will be managed in the future, and what the area will look like. Earlier in 2005 the Pathfinder appointed a theme manager to continue

this work. In *Hattersley in Tameside*, tenants recently approved a stock transfer from Manchester City Council to a Housing Association. The area also contains private housing, stock owned by another housing association, and land and roads owned by Tameside MBC, giving a complex pattern of land ownership. Through the long transfer process, the Pathfinder facilitated community involvement in decision-making and provided practical support to ensure the process was managed successfully, including a voids management process.

- **Supporting tenants** – a number of Pathfinders have also developed services to support the needs of tenants and residents. In Stanley Green Corridor in Derwentside, the Pathfinder has expanded a local ‘handyman’ service, undertaking repairs for local people, many elderly, which the Council is now funding.

3.32 The added value that the Neighbourhood Managers have provided in relation to housing is largely in two respects. Firstly Pathfinders have been successfully in identifying local housing issues and raising their profile with local housing providers and developing approaches to tackle the problems, often resulting in greater expenditure in those areas (public and private resources). Secondly, Pathfinders have been successful in bringing tenants and housing providers together for constructive discussions about how services and redevelopments should be designed.

Theme 3: Environmental services

3.33 Another closely engaged set of service providers with Pathfinders have been council environmental services departments. Most Pathfinder areas have high levels of resident dissatisfaction with the local environment, as evidenced by the MORI/NOP baseline household surveys. Many Pathfinders have therefore sought improvements to these services where it is a key local issue. The most typical, and most significant, changes secured are to the operation of street cleansing and related waste removal and grounds maintenance services. In eight of the twenty Round 1 Pathfinders (40%) these services have been joined together to provide a more integrated and efficient approach, and sometimes also increased in scale, to provide a fuller service. This represents a significant change including both a greater investment of resources in Pathfinder areas and reshaped services. Areas that have secured this approach include Pathfinders in Lancaster, Bournemouth, Tameside, Gloucester, Chesterfield, Bolton, Basildon and Stockton on Tees. Figure 3.8 describes some typical examples of the changes to services secured by Pathfinders.

Figure 3.8: Examples of improved mainstream services: Environmental services

More recycling, less litter***Poulton, Lancaster***

Lancaster City Contract Services introduced a new refuse collection system in July, 2003, acting on the recommendations of independent consultants commissioned by the Pathfinder to review existing waste collection, recycling and street cleansing arrangements. The changes brought in a mixture of wheeled bins with kerbside collection boxes for dry recyclables, communal bulk bins with mini-recycling centres and continuation of black sack collection for properties with restricted access. At the same time, a more mechanised street cleansing system was introduced, along with 'alley-gating' and better methods of tackling drugs-related litter. The Pathfinder funded the necessary equipment while Contract Services have met ongoing revenue costs.

Benefits:

- Accelerating City Council plans to improve waste minimisation and recycling arrangements in Poulton;
- Securing a more efficient and effective waste management strategy that uses wheelie bins and greater mechanisation for street cleansing;
- Encouraging other partners to take complementary action to ensure a coherent approach to the public realm, and benefits for other services – e.g. promotional work by Street Wardens, Strategic Housing's alley-gating programme to reduce crime, reducing arson through removing waste faster.
- The proportion of roads achieving EPA Grade A standard cleanliness (Code of Practice) increased from 37% to 53% immediately following introduction of the wheeled bins, and 96% of streets achieved an A or B (good or satisfactory) standard of cleanliness in August 2003 compared with 19% in October 2002, with this performance sustained since.
- The improved collection of garden waste and dry recyclables has meant that Poulton had already slightly exceeded Lancaster District's recycling target of 18% for 2005/6 by August 2003.

Neighbourhood Environmental Action Team (NEAT)***Great Lever, Bolton***

This intervention comprises a team of five people employed by the Commercial (Environmental) Services Department of Bolton MBC, with transport and equipment, who deliver general environmental improvements (and a range of specific projects) in the Great Lever area. They carry out tasks such as basic repairs, cleaning and alerting other agencies and partners to problems that they cannot deal with directly. The Team began work in December 2003 with pump priming money from the Pathfinder (£30,000) and a larger investment from Commercial Services (£125,000) to go towards training and the salary costs of the Team as well as some capital costs.

Benefits:

- The council spends more resources on improving the environment in Great Lever now as a result of this initiative;
- The model of working has now been rolled out to the neighbouring Burnden ward;
- The 2005 Streetworks survey reveals that average satisfaction levels within Great Lever have risen from 30% in 2002 to 66% in 2005. Survey results show significant improvements across all categories – 'customers expressed a notable difference in the estate, many attributed the change to the joint working being seen in the area'.
- Great Lever's DLEQ (District Local Environmental Quality) results have also improved significantly – by some 21% during the period 2002 – 2005.

Street cleansing and grounds maintenance***Interlock!, Basildon***

The Head of Operational Services from Basildon District Council has worked closely with Interlock! Following information and lobbying from the Pathfinder, the local street services have been changed. Since April 2005 there has been a dedicated team of street cleaners and grounds maintenance staff for the area. Streets are cleaned twice a week, litter collected on a regular basis, bushes are cut back when requested, grass is cut regularly and the team can respond to requests. There is also a new Enforcement Officer to deal with fly tipping and rubbish dumping. The changes were partly a response to improved dialogue between local residents and the council, promoted by the Pathfinder.

Benefits

- A more integrated and responsive service has been put in place.
- The approach has been rolled out to other areas in Basildon by the Council.
- Local surveys have shown a reduction in the proportion of people who said that 'litter and rubbish in streets as a problem' from 68% to 30% since 2003, a reduction in the proportion of people who think vandalism and graffiti is a problem down from 76% to 37% and a reduction in fly tipping.

- 3.34 Other Pathfinders have also sought to improve their local environment through more specific measures, including one-off ‘clear ups’, vandal-proof litter bins and enhanced graffiti removal services.
- 3.35 What is clear is that Pathfinders have been able to push for significant changes to environmental services, by raising the profile of local environmental issues and promoting joint working, and that these have provided tangible improvements to the cleanliness and maintenance of the public realm and also greater resident satisfaction. In some cases, the local authority was already moving in the direction of service improvement, but even here, the Pathfinders have added value by accelerating the process and improving links with other services.
- 3.36 Of the eight Pathfinders securing major changes to environmental services, seven are able to provide local evidence (from surveys) of improved street cleanliness and greater resident satisfaction, examples of which are illustrated in Figure 3.8. Analysis of the 2006 household survey results will also allow us to complement this evidence with more systematic evidence on impacts across the programme, but it seems clear that Pathfinders have had a demonstrable impact on their local environment and that this is changing residents’ perceptions of these areas. Many of the Round 2 Pathfinders are also tackling local environmental issues, following a similar pattern, although too early to assess for any impact.

Theme 4: Health and social services

- 3.37 This has been one of the ‘medium sized’ themes of activities across the programme, in terms of time, expenditure and changes achieved to mainstream services (as noted above in Figure 3.4), with the issues being addressed in most Pathfinders but not always as a priority theme.
- 3.38 Baseline data for all 35 Pathfinder areas⁶ shows that poor health – i.e. where the rate of illness or mortality rate is above the norm – is an issue in all but two areas and in some areas is very high. Easington has a rate of illness three times the expected average. Within this, more detailed data shows that heart disease is significantly higher than average in most Pathfinder areas, and nearly two thirds of areas have higher than expected rates of mental ill health.
- 3.39 Primary Care Trusts (PCTs) have been one of the most involved service provider partners in the programme so far, and most of the changes secured to health services have been through PCTs. A number of Pathfinders have also worked closely with their local Sure Start Partnership in considering the health of young children. Local authority social services departments have been one of the less well involved partners in most areas.

⁶ *Neighbourhood Management Pathfinder Programme Baseline Report*, Social Disadvantage Research Centre, 2005 and Pathfinder Household Surveys, NOP/MORI, 2003 & 2004

- 3.40 The majority of changes to mainstream service activity arising from the Pathfinders' work have been to re-shape services to improve their accessibility and take-up within Pathfinder areas. Benefits generally also include better targeting of these services and improving their responsiveness to the needs of local people.
- 3.41 The most common types of mainstream service changes have been as follows:
- **Local health needs assessments** – a number of Pathfinders have funded, or encouraged their local PCT to undertake, research to improve the PCT's understanding of health needs in the Pathfinder area and how they differ from surrounding areas. Where local health development workers are in place, this has also included greater consultation with local residents to learn about local health problems and how they vary between sections of the community. In some cases this has then prompted some redirection of resources to tackle problems not properly understood before, and in some cases prompted PCTs to target a small geographical area for the first time.
 - **Health development workers** – a number of Pathfinders have partly funded a local health development worker (often jointly with their PCT) to improve public health by raising awareness and take up of local health services with the local community, improving referral routes from GPs to a wider range of services and promoting healthier lifestyles through education and better signposting to support for this. Some of the workers have also helped to train local health staff to improve their ability to work with other agencies or community groups. The links developed with local people and community groups can also have a wider benefit for the PCTs, adding value to other PCT initiatives. The workers provide benefits from their work, and a number are now being mainstreamed by their PCT.
- 3.42 There is also a range of other projects providing specialist workers to work with particular groups (e.g. young parent support worker). Figure 3.9 provides some examples of the kind of work Pathfinders have been doing to improve local health. This also includes a brief description of the 'health and well being' programme in Greater Hollington, where a fuller approach has been taken to health, although this is not typical in the Pathfinder Programme.
- 3.43 The changes wrought by Pathfinders in local health services are often not significant in scale, and have not seen the redesign of core health services. However, by improving the local flows of information about both health needs and available services, some progress has been made in promoting health in these areas, redirecting resources to them and improving their targeting, albeit on a modest scale.

Figure 3.9: Examples of improved mainstream services: Health services

Health development worker***Hattersley, Tameside***

The Neighbourhood Health Worker was appointed in the summer of 2003, jointly funded by the Pathfinder and the PCT and based locally. The Worker's role has been to develop a range of local health initiatives and help establish the Healthy Communities Theme Group. The worker organised a workshop of representatives of health-related agencies to map and identify gaps in local primary care services. This workshop was followed up by a second one where residents identified the health issues that were important to them. Issues surrounding access to health services at the local health clinic came out strongly from the workshop and resulted in the formation of a small 'Access Sub-Group' to work with staff from the Public Health Department of the PCT, a recently appointed GP Access worker at the PCT and staff at the Hattersley Health Clinic to improve access.

A number of modest initiatives have also been introduced including a pilot Hattersley Post Natal Exercise Scheme and a 'Fresh Food' pilot scheme (for selling and promoting fresh locally grown food). In collaboration with the Community Development Team, an 'Over 50's' Group has been established and support given to Hattersley Healthy Walkers Group and the senior citizens living in the remaining high-rise block, Tameside Court. A 'Health Champion' has also just been appointed to do health out-reach work and support the Health Development Worker.

Benefits

- Residents have been involved and supported to identify issues relating to how local health services are delivered, and work with staff to find solutions.
- Access to some local health services has been improved, to increase take up.

Tackling tooth decay***Oldington and Foley Park, Wyre Forest***

Tooth decay and general oral health is poor in the Pathfinder area and 15% of the local population are not registered with a dentist. The Pathfinder worked with the local Wyre Forest PCT to introduce new dentistry services into the catchment area and to make residents aware that these new services were available. Rather than advertise in the local press, the Pathfinder identified volunteers to knock on doors (to get over issues of literacy) to record which residents weren't registered with a dentist.

Benefits

- Increased take up of dental services in the area, with 753 local residents signed up with the new dental services, representing 15% of the population of the Pathfinder

Health and Well Being in Greater Hollington***Greater Hollington, Hastings***

The Pathfinder has initiated a range of interventions to address health issues in the area and has brought together different agencies, including the Council and the PCT, to work on the same agenda. This initiative involves a Service Agreement with the PCT to provide targeted health improvements, tailored to the needs of Greater Hollington residents and reflecting an improved understanding of local health needs. A range of interventions is being delivered, with inputs from other agencies, around the following themes: Active Living, Mental Well Being, Eating and Drinking Well and Smoking Cessation. The PCT has prioritised the area in its strategies and action plans. The Pathfinder has also partnered the PCT and Hastings Borough Council in a successful £1 million 'Active Hastings' bid which will help to increase levels of participation in physical activity in Greater Hollington.

Benefits

- Research into health needs in the area has improved the PCT's understanding of how health needs vary geographically locally and has encouraged them to focus on Greater Hollington as an area of greater priority.
- The PCT has been supported to work more closely with other agencies and local community, particularly in the delivery of initiatives to promote healthier lifestyles.
- The available monitoring information to date shows that by 2004/5 there has been an 86% fall in the number of babies born to mothers who smoke, a 20% increase in levels of breast-feeding compared with only 9% in Hastings and the area is on target to meet a 15% reduction in teenage pregnancies.

3.44 The growing importance of the health inequalities agenda within the NHS in recent years has provided a helpful context for this strand of work, and has been a key factor in persuading PCTs to get involved with Pathfinders, assisted by the fact that PCTs often have a local geographical focus. It should be acknowledged therefore that the imminent re-organisation of PCTs, which may shift the focus of the NHS towards a larger spatial scale as PCTs merge, may

impact upon their ability to work at neighbourhood level. The number of PCTs is expected to reduce from over 400 to around 100. The intended mechanism for maintaining a locality perspective will then be 'Practice-based commissioning', which will devolve a purchasing budget to individual GP practices or groupings of practices. The picture on practice-based commissioning (PBC) is still emerging nationally but it seems likely that most PCTs will be implementing a group approach to PBC, with groups serving 20,000 to 50,000 people. This may be controlled by GPs who are independent contractors with few accountability mechanisms to local communities. There will be a challenge for re-organised PCTs to implement locality-based public health strategies that are sensitive to differences and inequalities between small areas using these new commissioning mechanisms.

Theme 5: Education services

- 3.45 Educational attainment is a key issue in many Pathfinder areas, with performance at Key Stage 4 falling below the national average in every area, and significantly below in many areas. Wider evidence shows that the level of adult skills is also below the national average.
- 3.46 Pathfinders have succeeded in forging close links with local schools and local education authorities. This has coincided with a time of significant change and increased funding for schools. There has been more varied success in securing the involvement of local colleges and Connexions and little progress in working with Local Learning and Skills Councils.
- 3.47 The main focus of Pathfinder activities in education and skills has been on local schools and has included a range of interventions largely aimed at boosting attainment indirectly through greater social support, improving pupil attendance, raising aspirations, improving transition from primary to secondary schools and promoting healthier eating/healthier lifestyles rather than primarily seeking to influence teaching or the nature of the core educational service. Projects have sought to pilot, and leave a legacy of, new working practices. Schools have also been supported by Pathfinders in building stronger links with other schools and local agencies to support their move to 'extended school' status, and in Hastings, a 'full service schools' model has been piloted.
- 3.48 The value of neighbourhood management to schools appears to be in supporting them to become better integrated with other local services (and schools) and ensuring more holistic support for children with additional social needs. Some Pathfinders have also worked with local schools and colleges with a view to improving access to learning for adults, particularly with respect to improving basic skills. Some typical interventions are illustrated in Figure 3.10.
- 3.49 Direct and measurable impact on educational attainment at a programme level is unlikely given that interventions have differed quite significantly in nature and scale between Pathfinders; the collective scale of activity is insufficient to be separable from the plethora of other initiatives in education sector. This is not to say that benefits are not present, but that they are more specific to groups of pupils (e.g. those with specific needs), or individual schools and specific areas. The available evidence, illustrated in the examples given, suggests most individual projects have been beneficial.

Figure 3.10: **Examples of improved mainstream services: Education services****Adding value to secondary schools*****Stanley Green Corridor, Derwentside***

There are a number of education interventions supported by the Pathfinder. GCSE Learning Support, transition teachers and ‘aspirations begin at home’ are all interventions designed to support GCSE results. A speech and language intervention has also been provided.

Benefits

- New approaches to supporting pupils to improve their performance have been piloted.
- Results at Stanley School of Technology have improved dramatically, with one of the highest increases in ‘value added’ in England in 2004/5. The interventions have contributed to this.
- The Pathfinder has provided a new forum to bring head teachers in the area together in a way that did not happen before.

Supporting primary school attainment***Springbourne and Boscombe West, Bournemouth***

A number of measures have been developed by the Pathfinder with local schools to support local primary school performance. **Nurture Groups** were piloted in one primary school in the area, and have now been extended to all primaries in the Pathfinder area, and mainstreamed. The aim is to encourage children aged 4-6 with additional needs to develop emotionally, academically, socially and behaviourally through support and learning activities in small group sessions. Nurture Groups have a maximum of 10 children which is 1/3 of the average class size. The Ofsted report for the pilot school commented that ‘those pupils who have complex special educational needs and additional vulnerabilities benefit enormously from the “nurture group” that they join for four afternoons each week. The important features of such provision have been carefully researched, so pupils work in a suitably attractive and comfortable room and a very high emphasis is placed upon enhancing their self-esteem’.

The **pupil family support worker** co-ordinates the local service response to the health, social and family needs of the school community. The worker is shared by two primary schools and acts as a link between families and the school and other service providers. The education authority used the model piloted by the Pathfinder to develop a new role. The Pathfinder has also developed an initiative to provide **hot school meals** in one primary school, to improve their diet and health.

All three initiatives have been mainstreamed by the participating schools, and the nurture groups and pupil-family worker roles are now being applied more widely across the local authority by the LEA.

Benefits

- The Pathfinder has supported the piloting of new approaches to pupils with more complex needs, and helped to introduce some beneficial new practices.
- The target of offering hot school meals to all Kings Park pupils has been attained. The school’s evaluation (including parents and children) of hot school meals has been very positive, and take up as of June 2005 is 23%.

Community college***Knutton Cross Heath, Newcastle under Lyme***

As part of the Pathfinder’s focus on lifelong learning, it sought to engage with Newcastle College to find ways of increasing the skills base of the adult population. The Pathfinder and the College worked together in 2003 to develop a pilot “Community College” programme – outreach adult learning – to be funded jointly for a period of 2 years. Hitherto adult learning was delivered mainly at the College’s Newcastle site. There were high levels of apathy towards learning by residents in the Pathfinder area, low levels of car ownership, and learning participation rates for the local population were low. The new service involved a Community Tutor, the recruitment of a series of Learning Champions (local people who had benefited from learning, whose role was to encourage others to learn), and delivery of a range of learning opportunities at locations and times more convenient to local people.

The Pathfinder also played an instrumental role in introducing the Community Tutor to other agencies and initiatives to maximise opportunities for joining up – e.g. local crèche facilities, placing information in buses used by other organisations, contacting hard to reach groups, and finding venues at key projects in the area, tapping into their users and generating revenue to these organisations from room/IT suite hire. The service has since been rolled out by the College to other parts of the Borough.

Benefits

- The Pathfinder has helped the college pilot a new way of working that makes its services more accessible to local people, and has increased participation in learning.
- College data shows that the number of learners enrolled on courses started at 17 learners in September 2003 and rose to 141 learners by December 2004. 60% were on courses addressing basic skills needs.
- The successful performance of the project is demonstrated by Newcastle College’s willingness to mainstream the project, and to roll it out to three other areas of the Borough. The project has also been put forward for a national Learning & Skills Beacon award.

3.50 Within the last 12 months a related and important development in many Pathfinder areas has been the active engagement by Pathfinders with schools and early years childcare providers to support the development of the first wave of Children's Centres. This is often in conjunction with local Sure Start Partnerships (e.g. Woolwich Common in Greenwich). Although this process is still at a relatively early stage in many areas, Pathfinders have been able to help in bringing local agencies (and residents) together and facilitating the development process. The value they have been bringing, often to organisations unused to working outside of their sector, is a more holistic thinking about how different services can be brought together and delivered in a more co-ordinated and accessible way. They are also able to assist in highlighting local needs, and supporting community involvement in the development process.

Theme 6: Employment services

- 3.51 All but two Pathfinder areas experience rates of unemployment higher than local or national averages, and in some cases significantly higher. Round 1 areas experience higher unemployment on average than Round 2 areas.
- 3.52 Tackling worklessness directly has, however, been one of the smaller themes of Pathfinder activity thus far in the programme. JobCentre Plus have been reasonably well engaged with many Pathfinders, but not strongly so in all areas. Many interventions by Pathfinders have also been of a project nature, delivering present benefits but not focused on influencing mainstream service change for the longer term. Relatively few examples of mainstream change exist. Where they do, they are focused on improving the outreach and accessibility of mainstream employment services, or improving their ability to target 'hard to reach' groups locally.
- 3.53 One of the best and most typical examples is the initiative in Springbourne and Boscombe West (Bournemouth) to jointly fund a new **employment outreach worker**, employed (and partly funded) by JobCentre Plus and based in a local Doctors' surgery. Patients on long-term incapacity benefit are referred to the employment advisor to consider options for employment. The advisor has exceeded targets thus far. The post has been a departure in practice for the local JobCentre Plus and is demonstrating demand for this type of outreach role, which is better linked to other services and more accessible to those most in need of support.
- 3.54 Data on worklessness and unemployment rates is presently only available across the programme from 1999 to 2002/3 (the first year of the Round 1 programme). During this time, worklessness and unemployment fell in most Pathfinder areas in line with national trends. This is unlikely to have been caused by Pathfinder activity, given the timing of the data and the scale of their activities at the time. The household survey in 2006 will provide more up to date information on progress. However, given the modest scale of activity to date by Pathfinders, any significant impact on worklessness seems highly unlikely.

- 3.55 It is likely that this is due to both the difficulties of influencing JobCentre Plus and also the fact that this theme was not prioritised in the first few years of the programme, where the focus was clearly on community safety and the local environment. Given the importance of this issue in many Pathfinder areas we recommend that this is now reviewed across the programme with a view to establishing whether the issue of worklessness should be given greater priority by more Pathfinders. The extent to which neighbourhood level working can contribute to reducing worklessness remains to be seen, but neighbourhood managers may be able to add value through enhancing the reach and accessibility of employment services, linking them to other services (e.g. GP referral) and promoting a more joined up approach to tackling some of the causes of worklessness in respect of education, skills, local transport links, etc.

Theme 7: Youth services

- 3.56 The challenge of providing increased, better quality and appropriate youth services has been recognised nationally as a key issue, particularly for deprived areas. It has been an area of concern and discussion for many Pathfinders and many have sought to engage their local youth services department over ways to improve services.
- 3.57 The evidence thus far suggests that, although youth services are now better engaged with Pathfinders than they were, and many Pathfinders have funded projects and additional short-term provision some of which are innovative in nature, progress in actually re-shaping these mainstream services has been limited so far. Project activities have included work to involve young people in designing local recreational facilities, provision of additional youth workers and the funding and co-ordination of summer activity programmes. However, the lack of funding and capacity in many local youth services appears to have made it difficult for them to respond to Pathfinder concerns or to mainstream new practices or innovations.

Conclusion

- 3.58 In terms of the scale of change, and tangible outcomes, the greatest progress has been made by Pathfinders with community safety services, particularly the Police, and with environmental services. What is striking about these changes is that relatively modest shifts in resources seem to be able to produce relatively significant changes in resident perception of their areas. (This will be tested more consistently when the results from the 2006 household surveys in Round 1 areas becomes available.) There is also hard evidence of impact on many neighbourhoods – safer and cleaner.
- 3.59 Changes to services are also evident in education, health and housing, although on a smaller scale or specific to smaller numbers of Pathfinders. Impact on employment and youth services, to date, has been less obvious, although there are some areas where changes have been secured.

- 3.60 The added value that Neighbourhood Managers and their partnerships bring most obviously and consistently is:
1. the identification and crystallisation of local problems into specific challenges, as seen from a ‘customer/resident’ viewpoint, together with the ability to raise them with service providers and prompt a faster response. In particular, this provides a drive for coherent solutions to ‘joined up problems’ as this is how residents experience them;
 2. promoting networking, relationships and joint working between service providers at a local level, to bring about more holistic responses to local challenges;
 3. improving the accessibility of services, particularly by promoting local/outreach delivery in the neighbourhood;
 4. providing an environment in which innovation and pilot projects by service providers are encouraged and can be better delivered, with new working practices developed as a result;
 5. bringing residents and service providers together to improve the sensitivity and responsiveness of local services to local needs; and
 6. helping to strengthen the local community and voluntary sector.
- 3.61 It must also be noted that national reforms and changes in some service providers has undoubtedly provided fertile ground for neighbourhood working – this includes the move towards neighbourhood policing, the health inequalities agenda being pursued by PCTs and a more general shift towards greater community involvement in a number of public services.

4 Establishing the Round Two Pathfinders

4.1 The purpose of this section is to outline the progress made by the Round 2 Pathfinders since they were first awarded funding in December 2003. The chapter draws on the annual reviews undertaken in all 15 Round 2 Pathfinders in the autumn of 2005.

Background

4.2 In December 2003 a further 15 Round 2 Pathfinders were added to the Neighbourhood Management Pathfinder Programme. The purpose was to test out neighbourhood management in a variety of different areas and environments not covered, or covered only to a limited extent, by Round 1 Pathfinders. “The Neighbourhood Management Pathfinder Programme – Round 2 Guidance” proposed that these Pathfinders should fall in to one or more of the following five categories:

- communities at risk of decline through low housing demand;
- pockets of deprivation in areas of high housing demand;
- schemes in rural areas;
- housing investment and management opportunities; and
- RSL leadership

4.3 In addition to occurring in ‘different’ environments, Round 2 Pathfinders would also differ from Round 1 in that they would only receive approximately £2.5 million compared to £3.5 million over the lifetime of the programme. Initially each Pathfinder had £200,000 to commence recruitment of key staff, establish the partnership and operational systems and to develop the delivery plan. Then following the approval of the delivery plan the Pathfinders had up to approximately £350,000 per year. Unlike the initial arrangements for Round 1 partnerships this funding allocation had no pre-determined split between the operational costs of the Pathfinder (management and administration) and resources used to support service spending or special projects (‘leverage’).

4.4 The remainder of this section examines the progress that has been made in building partnerships with service providers and local communities, developing Pathfinder capacity and developing programmes of activity.

Partnership Building

Pathfinder Boards

4.5 During their first year of operation Round 2 Pathfinders, like the Round 1 Pathfinders, made good progress in developing both the structures and membership of the Board. All of the Pathfinders, bar one, have already moved on from ‘shadow board’ status, with 14 boards now fully constituted and the final one (Pan Neighbourhood Partnership, Isle of Wight) was about to

formalise its membership at the time of writing. Two Pathfinders (Church Street, Westminster and Crosby, North Lincolnshire) are also establishing themselves as separate legal entities.

Board membership

- 4.6 The average size of the Boards is also the same as it was in Round 1 Pathfinders⁷. Round 2 Partnership Boards have an average of 22 members. The size of individual boards does however vary between 30 (Improving Croft and Cowpen Quay, Blyth) and 17 members (New East Blackburn, Blackburn with Darwin).
- 4.7 All of the boards have a multi-sector mix of representation which usually consists of residents, voluntary, community and faith groups, local councillors and representatives of other service providers and local businesses.
- 4.8 Two Pathfinders (Ovenden, Calderdale and Crosby, North Lincolnshire) have sought to ensure that residents are in the majority, and seven Pathfinders have developed processes to directly elect local residents. If community, voluntary and faith groups are included then a total of seven Pathfinders could be considered to have a 'community majority'. Despite the generally positive engagement of local residents, three Pathfinder Boards (South Bermondsey Partnership, Southwark; Fenland Links, Fenland; and Transform, North Devon) do have lower levels of resident representation (although these Boards still include local councillors who live locally).
- 4.9 A key sector of representatives is public sector service providers. A good number and range of providers have engaged with the Round 2 Pathfinder boards; these especially include the Police, the PCT, Jobcentre Plus, the Local Authority, and local Housing Associations. For six Pathfinders, public sector membership was the largest 'group' of representatives. It was also felt, perhaps most importantly, that these representatives were generally at the appropriate level to be able to influence budget and strategy within their organisation.
- 4.10 Local councillors were also present on all of the Pathfinder boards. For seven of the Pathfinders the councillor was from the local Executive/Cabinet or was the Leader/Deputy leader of the council, a factor that potentially signals the seriousness with which these councils are taking engagement with their Pathfinder.
- 4.11 It is also notable that ten of the Pathfinders have achieved business representation at board level. Figure 4.1 below summaries the overall structure of Round 2 Boards:

⁷ *Annual Review 2003/2004*, October 2004, ODPM.

Figure 4.1: Board Membership Across the Pathfinder Programme

Groups	Board Membership across the Round 2 Programme			Board Membership for Round 1 Pathfinders (Year 1)	
	No.	%	Average	%	Average
Residents	118	37%	8 residents	31%	7 residents
Community groups	15	5%		8%	
Voluntary groups	26	8%	7 service providers (all)	8%	7 service providers (all)
Employment/work related organisations	7	2%		3%	
Local authority officers	35	11%	3 councillors	6%	3 councillors
Local councillors	43	13%	1 community groups	16%	2 community groups
Business	15	5%		5%	
Health organisations	17	5%	2 voluntary groups	5%	2 voluntary groups
Schools or colleges (not LEAs)	10	3%		4%	
Police	13	4%	1 business	4%	1 business
Other Service Providers	23	7%	22 members	9%	22 members
Total	322	100%		100%	

Board leadership

4.12 The importance of an effective chair was seen, in the evaluation of Round 1 Pathfinders as a clear benefit to the work and operation of the Board. The sector from which the Chair was drawn varied between Round 2 Pathfinders. Four Pathfinders had a local councillor as Chair, three had a resident and two had a head teacher. The remainder had chairs from other sectors including the police, a bishop and the private sector. Despite this variation in leadership we believe that the Boards are generally strong and effective. For 14 of the Pathfinders our evaluators described the Boards as “providing clear leadership, functioning well and with the appropriate membership” either wholly or ‘mainly’.

LSP linkages

4.13 During their development phase and first year of activity 14 Pathfinders have developed formal links with the Local Strategic Partnership (LSP). These links have primarily been developed through the cross over of Pathfinder Board members with the Board of the LSP. In addition to this, a number of other stronger links have also been forged: four of the Pathfinder’s Neighbourhood managers (Improving Croft and Cowpen Quay, Blyth; Fenland Links, Fenland; Oldington and Foley Park, Wyre Forest; and Together, Tranmere/Rock Ferry, Wirral) are members of the LSP executive; Fenland Links are accountable to both the LSP Board as well their own partnership board; and Team Leyton have been working alongside the LSP on joint service planning days to develop work to provide more joined up services in the area.

Service provider engagement

4.14 A key area for partnership building is the engagement of local service providers. As identified above the Board is one of the primary tools by which Pathfinders have sought to achieve this. However, during their first year, the Pathfinders have also undertaken a number of other approaches.

- 4.15 It was clear from a significant number of the Round 2 Year 1 Evaluation Reports that Pathfinders have adopted an approach that made good use of discussions at sub-board thematic groups. The majority of Pathfinders have developed a number of different working groups: some Pathfinders have a group for each of the key themes as well as cross-cutting themes, whilst others have a much smaller number. Whilst the number of groups varied between Pathfinders, the membership of the groups was generally the same and included board members, key service providers and local residents. These groups are working effectively and have provided an effective mechanism to discuss and ‘drill down’ on specific issues. Figure 4.2 provides some examples.

Figure 4.2: Examples of service provider engagement

South Bermondsey Partnership, Southwark

The Partnership’s strategy is organised under four headings, each of which is supervised by a Theme Group: Crime and Environment; Health and Worklessness; Learning and Young People; and Community Involvement. Each group is chaired by a board member who adopts a ‘champion’ role in relation to the theme. The groups are in the early stages of development and are still ‘finding their feet’; however, they are largely regarded as useful forums that bring together service providers who would not otherwise meet.

Manton Community Alliance, Bassetlaw

Six issues groups sit below the Board: Green Spaces and Parks; Crime and Community Safety; Health; Housing; Education; and Children and Young People. The role of these groups is to: develop innovative ideas that will support change in local service provision; act as a champion for a key local issues; maintain strong links to the overarching themes of the Pathfinder; assist service providers to pilot new initiatives; support the Board in its scrutiny role; and maintain effective links to the community. Membership of the groups is open to all residents and local providers.

- 4.16 The service providers actually involved in Round 2 Pathfinders over their first 18 months of operation, are very similar to those engaged by Round 1 Pathfinders: the Police, the PCT, local schools, and Local Authority Housing and Environmental Services were all seen to have a ‘strong’ level of involvement by a majority of the Pathfinders.
- 4.17 However, it is interesting to note that it would appear that Round 2 Pathfinders have been more successful than Round 1 Pathfinders in engaging the Local Authority Youth Services (67% ‘strong’ involvement compared to only 35% in 2003-4 for Round 1 Pathfinders) and RSL/Housing Associations (80% ‘strong’ involvement compared to only 20% for Round 1 in 2003-4). The significant difference in RSL/Housing Association involvement is at least partly by design and a result of the intentional selection of Round 2 Pathfinders on housing related issues. A fuller analysis of service provider involvement in Pathfinders is presented earlier in section 3.

Community engagement

- 4.18 Another key area for partnership building has been the involvement of the local community. The Round 2 Pathfinders have sought to engage and involve the community through similar methods to those utilised in Round 1. This process has included the development of existing, and the creation of new, neighbourhood partnerships/forums, community forums and community reps. A number of the Pathfinders also had at least one of these types of groups

operating in the neighbourhood and have therefore sought to utilise and build on the existing structure to engage the local community. Many of the Pathfinders have also developed other interesting involvement methods, some of which are described in Figure 4.3.

Figure 4.3: Examples of community involvement

Oldington and Foley Park, Wyre Forest

The ‘Carrot Club’ is a regular informal opportunity undertaken in the local school’s canteen, timed to coincide with parents and carers collecting their children from school. The ‘club’ provides the opportunity for the Pathfinder and other service providers who are active in the area to meet with residents in an informal manner.

Ovenden Initiative, Calderdale

To further facilitate the engagement of resident board members, the Neighbourhood Manager meets the group two days before the full Board meeting to go through issues and ensure that last minute questions are addressed at the full Board meeting. Non-resident board members felt that these sessions had meant that the early reticence of some community members to participate fully in formal settings was gradually being overcome.

Together, Tranmere/Rock Ferry, Wirral

There was agreement from local resident groups to form one formally constituted group: Residents Together. This group provides a resident partnership covering the complete Pathfinder area and will: act as a resident monitor of progress; provide resident group validation of the approach and issues to be addressed; and provide a framework for capacity building and Board recruitment. The group will also set up a sub-group that will act as commissioning body for the Wirral NRF People and Places Fund in the area, providing £260,000 of funding over 2 years from 1st April 2006.

New East Blackburn, Blackburn with Darwen

The ‘Street Ambassador’ programme provides a system to gather the views of local community members even if they do not attend formal Pathfinder events. Any resident can become an ambassador providing that they adhere to a formal code of conduct.

- 4.19 Representation from Black and Minority Ethnic (BME) groups has been achieved to a reasonable degree in those areas where there is a significant BME population. BME groups are formally represented on six of the Round 2 Pathfinder boards. For three of these Pathfinders (South Bermondsey Partnership, Southwark; Crosby, North Lincolnshire; and East Blackburn, Blackburn with Darwen), BME members account for at least a quarter of all board members.
- 4.20 On the whole, the first year of activity has seen notable progress in engaging with the local community. For 14 of the Pathfinders, the community were (2 Pathfinders), or mainly were (12 Pathfinders), assessed by our evaluators as “fully involved at all levels of the Pathfinder”. However, it was acknowledged by some Pathfinders that there was still a need for more direct and structured community involvement.

Internal partnership capacity

Neighbourhood manager and teams

- 4.21 A key finding from our evaluation of the Round 1 Pathfinders was the need for Pathfinders to recruit a neighbourhood manager earlier in the process in order for them to ‘own’ the Delivery Plans and drive the development process. Round 2 Pathfinders were required to recruit a Neighbourhood Manager before developing a Delivery Plan. This change has meant that all 15 Pathfinders have

a manager in post. At the time of fieldwork (September 2005) 11 of the Pathfinders had had a Manager in post for over a year and two managers had been in post for just under one year. Two Pathfinders, have however had problems.

- 4.22 The Pan Neighbourhood Partnership (Isle of Wight) had problems recruiting a manager as the initial recruitment process was unsuccessful. Therefore, the two directors of the consultancy engaged to write the Delivery Plan were recruited on a job share basis in February 2005. Again, due to recruitment problem Team Leyton's (Waltham Forest) Manager, who has been in post since July 2005, is only on a temporary contract until December 2005. Despite these recruitment problems the Round 2 Pathfinders are further ahead than Round 1 Pathfinders were at the same time in their development process. Many Round 1 Neighbourhood Managers were not in post until part way through their first year and even at the end of the first year, only 18 of the 20 Neighbourhood Managers were in post.
- 4.23 Another recommendation from the National Evaluation of Round 1 was that the size of a Pathfinder team should be a minimum of five staff. The average size of the Round 2 Pathfinder teams is 6 FTE, which is similar to the Round 1 average in 2004 of 6.5 FTE. The actual size of core teams do vary between 9 (Transform, North Devon) and 3.6 (Hawkinge, Shepway). It is possible that the smallest teams may need to consider some increase in size.
- 4.24 In addition to the Neighbourhood Manager, the core team within Round 2 Pathfinders generally consist of the following three broad types of team member:
- Policy and Projects – the most common positions include, a deputy neighbourhood manager and a communications officer;
 - Monitoring, Finance and Admin – positions include an administration officer, an office manager and a monitoring officer; and
 - Community involvement – including community support and development workers.
- 4.25 We have calculated that 85% of the Pathfinders' 'core teams' were in post by October 2005 which is an improvement on the situation experienced by Round 1 Pathfinders where, at the end of the first year, only 78% of the 'core teams' were in place.
- 4.26 Two Pathfinders have adopted slightly different approaches to staff teams. The Fenland Links Partnership (Fenland) has tried to adopt a different style of team with one overall Team Manager and three Neighbourhood Managers responsible for different aspects of the work including priority working groups, progressing mainstreaming among service providers, supporting capacity building and encouraging best practice. However, since its inception there have been a number of changes to the team due to secondments of two of the Neighbourhood Managers and maternity leave for the third. This has subsequently resulted in a reassessment of the structure of the team.

- 4.27 Another different approach is the creation of a specific neighbourhood information officer by Together, Tranmere/Rock Ferry (Wirral). The creation of this post has already had an impact in improving the quality of small area intelligence below ward level and promoted greater exchange of intelligence between service providers and the Pathfinder. It has also provided the Pathfinder with a means to begin to evaluate early interventions.

Partnership offices

- 4.28 The Round 2 Pathfinders have made faster progress than the Round 1 Pathfinders in establishing adequate offices in the neighbourhood. By October 2005 all 15 Pathfinders had established offices within their neighbourhood areas. Of these, 13 have good office facilities a number of which are ‘front line’ or ‘drop in’. In a number of cases the offices were either shared with another service provider or had space for service providers or board members to ‘hot desk’.

Partnership systems

- 4.29 All of the Pathfinders have put in place the necessary range of financial control, legal, personnel and office management procedures. Like most of the Round 1 Pathfinders the arrangement for Round 2 has been to ‘borrow’ and use the systems of the Accountable Body. What is different is that whilst 19 of the Round 1 Pathfinders (95%) used the Local Authority as the Accountable Body, only 10 (67%) of the Round 2 Pathfinders have done so. Five of the Pathfinders have used a different Accountable Body, something that was actively encouraged by the NRU. The different Accountable Bodies used are detailed in the table below:

Figure 4.4: **Pathfinder with different Accountable Bodies**

Pathfinder	Accountable Body
Oldington and Foley Park (Wyre Forest)	Wyre Forest Community Housing – an RSL established as a result of the voluntary transfer of the housing stock from Wyre Forest District Council in 2000.
Improving Croft and Cowpen Quay (Blyth)	Guinness Trust Group – an RSL with a significant number of properties and a history of extensive involvement in the area.
Transform (North Devon)	North Devon and Exmoor Regeneration Company (RegCo) – a non-statutory organisation that also acts as accountable body for the Market and Coastal Towns initiative.
Ovenden Initiative (Calderdale)	North Halifax Partnership – a company limited by guarantee currently acting as an accountable body for Sure Start North Halifax. It has also previously managed an SRB 4 project in the area ‘Route to Employment’.
Church Street (Westminster)	Paddington Development Trust – a community-led organisation with social objectives. It is also the accountable body for an Urban EST/EDF and SRB 5 programme. The Neighbourhood Manager is however employed by Westminster City Council.

- 4.30 Two other Pathfinders, Together, Tranmere/Rock Ferry (Wirral) and Team Leyton (Waltham Forest), have the Local Authority as the Accountable Body although the local RSL has the responsibility for line management of the Neighbourhood Manager.

- 4.31 At this early stage it is difficult to assess whether there have been any systematic differences in the operation or performance of the Pathfinders as a result of the different Accountable Bodies.

Partnership expenditure and activities

- 4.32 In addition to the time spent by Round 2 Pathfinders on developing their local bases, setting up systems and establishing partnership structures, they have begun to seek to influence change in service providers and in their neighbourhoods.
- 4.33 It has already been mentioned that a key feature of the Round 2 Pathfinders was the early recruitment of Neighbourhood Managers at the start of the process to drive the development process forward. The result of this is that all of the Round 2 Pathfinders have developed clear written Delivery Plans. The general focus of these plans is around the five broad neighbourhood renewal themes of housing, environment, crime, health, education and worklessness.

Pathfinder expenditure

- 4.34 Before analysing the activities of Pathfinders it is necessary to take account of the financial context in which they are operating. The £200,000 initial development funding has been spent on setting up teams, systems and offices facilities. Where there have been issues of under-spend, these have tended to relate to the difficulties in recruiting staff.
- 4.35 Overall, approximately 80% of the Pathfinders' £350,000 first year budget is projected to be spent on Management and Administration costs, including the staff team and office costs. The remaining 20% of costs is being used for project activity in the neighbourhood.

Pathfinder activities

- 4.36 Here we examine the Round 2 Pathfinder activities over both their development year and their first year of operation (2005/6) which is still underway at the time of writing. These activities can be split into four broad areas which we briefly assess below: community engagement; improving local services; delivering quick wins; and learning and development.
- 4.37 All of the Pathfinders' have developed Delivery Plans that set out a clear focus and objectives. These plans have been informed by a variety of different sources including the development of a baseline, the MORI household survey and other community consultation exercises. The result of this is that the Pathfinders have developed plans that identify objectives for the longer term, such as worklessness and health, as well as identifying key needs for the shorter term: improving the environment and reducing crime. Over the past year the strategy across the programme has been to engage with the local community and to begin to influence priority local service providers.

Community engagement

4.38 In their first year of operation the Pathfinders have devoted significant time and resources to the process of community engagement. For many Pathfinders the involvement of the community is regarded as the top priority. In general the purpose of the activities has been two-fold. Firstly they have sought to raise the profile of the Pathfinder within the community and secondly to engage the community in the work of the Pathfinder. Community engagement with the Pathfinders is occurring on a number of different formal and informal levels. All of the Pathfinders have sought to engage residents through their formal Board and issue/thematic group structures. There have also been a number of other activities undertaken by the Round 2 Pathfinders to engage with the wider community on a more informal basis. These activities are very similar to those employed by the Round 1 Pathfinders and include: the publication of newsletters delivered to all households within the neighbourhood; the employment of specific team members to work directly with the community; and fun days and one off events to attract and involve the community.

Improving local services

4.39 The Pathfinders have also invested a significant amount of time in engaging and building relationships with local service providers. There is an acknowledgement across the Pathfinders, primarily as a result of lower funding, that in order to have an impact, service providers need to be engaged from the outset. However, a number of Pathfinders have begun to see an increase in, or a localising of provision, for example extra police in the area or a health worker based in the area.

4.40 Across the Round 2 Pathfinders there has been a narrower focus for the first year of activity than with Round 1 Pathfinders. The primary focus of the majority of Pathfinders has been on liveability issues. The Pathfinders have felt that crime and environmental issues are the ones most pertinent to the local community and therefore the most important to address in the early stages. A smaller number of Pathfinders have also placed an increased focus on issues relating to children and young people.

4.41 The early results of the Round 2 Pathfinder activities reflect this focus. In summary, a number of Pathfinders, through close consultation and working with the Police, have increased the Police presence and focus on the Neighbourhood as well as addressing a variety of neighbourhood specific crimes. The other key area of activity has been the improvement of the environment. The Pathfinders have been in close consultation with the Council's environmental services departments to improve the quality of the local neighbourhood environment. This has included work on reducing litter and graffiti as well as wider work to improve the street scene.

Quick wins

4.42 As expected, activity in this area has been less than Round 1 Pathfinders due to the smaller budgets. However, all of the Pathfinders have sought to use quick wins as a means to enhance either community or service provider engagement. Over the past year quick wins have included: increasing the number of litter bins; community fun days; part funding of Police Community Support Officers (PCSOs); and improved signage.

Partnership learning and development

- 4.43 Previous evaluations had identified this as an area of weakness for a number of Round 1 Pathfinders. The activity of Round 2 Pathfinders within this area has been mixed.
- 4.44 A number of Pathfinders have actively sought to learn directly from Round 1 partnerships. This learning has generally occurred in one of two ways. The first has been through study visits to other Pathfinder areas. The second has been to model and draw upon successful elements of Round 1 Pathfinders.

Figure 4.6: Examples of learning and development

Fenland Links, Fenland

Made a number of visits to 'Interlock' in Basildon and the Manager of Interlock attended and spoke at the first Fenland Links Board meeting on some of the achievements and successes of the programme. These links have been maintained throughout the first year of activity.

Pan Neighbourhood Partnership, Isle of Wight

They drew on the experience of Spingbourne and Boscombe West in Bournemouth to both draw up a constitution for the Partnership and to develop a 'ground workers' team of service provider staff with an interest in the Neighbourhood.

Manton Community Alliance, Bassetlaw

Developed a strong relationship with Round 1 Pathfinders in the East Midlands and are using these relationships to address key issues such as the implication of developing LAA funding.

Transform, North Devon

Staff and Board members (residents and agency staff) have visited other Round 1 Pathfinders and their procedures have been influenced by them, e.g. the Board member's handbook is modelled on Springbourne and Boscombe West.

- 4.45 There has, however, been less time spent on learning from and evaluating the Pathfinders' own activities. Only a few Pathfinders have actually developed formal structures for evaluation of their activities. The best example of this type of learning has been developed by Together, Tranmere/Rock Ferry (Wirral) who seek to use 'case studies' to identify and plan interventions in relation to key issues facing the area. This process helps the Pathfinder to evaluate the extent to which services complement one another and the success of interventions as well as plan longer term improvements.

Conclusions and issues

- 4.46 The Round 2 Pathfinders have made good progress over their first 18 months or so of development and activity. The focus of work has been on developing their Boards, building teams and putting appropriate structures in places. There are clear similarities between the Round 2 and Round 1 Pathfinders in terms of team and board composition, the pattern of service provider engagement, the types process used to secure community involvement and other activities.

- 4.47 However, the recruitment of Neighbourhood Managers earlier in the development process has clearly accelerated their development when compared with the Round 1 Pathfinders at the same point in their development. It has allowed for greater drive and continuity in the development phase and first year. By October 2005, all 15 Round Pathfinders had Managers in place, 85% of team members had been recruited and all Pathfinders had offices established within their neighbourhoods. We estimated in our 2002/3 report that it took Round 1 Pathfinders between 21-24 months to establish themselves as 'ready for business'. It is probably fair to say that for Round 2 Pathfinders this process has been 6-8 months faster.
- 4.48 There has also been a clearer prioritisation by the Round 2 Pathfinders on what they are seeking to achieve in their first years of activity. Round 2 Pathfinders have been more successful on focusing on a smaller number of issues most notably around the liveability agenda and, to a lesser extent, children and young people. The Round 2 Pathfinders are also more aware than the Round 1 Pathfinders, at the same stage in their development, of the importance of engaging service providers. There is a clear acknowledgement amongst the Round 2 Pathfinders that in order to succeed service providers need to be engaged from the outset. To date, it is hard to fully assess the impact of having less money. However, it is probably fair to say that because of smaller budgets the Round 2 Pathfinders have spent less on quick wins and increased their focus on the need to fully engage and consult with service providers.
- 4.49 Areas of concern for Round 2 at this time include the lack of focus on research and self-evaluation and more specific issues related to those Pathfinders who have not yet established full teams.

5 Key factors in the success of the Pathfinders

Phased development

- 5.1 The national evaluation of the Neighbourhood Management Pathfinders has been tracking their progress almost from the outset and this has enabled observation of the way in which they evolved from one phase of development to the next. Some of the current evaluation reports on the first round Pathfinders acknowledge this phased development quite explicitly.
- 5.2 For example, the evaluation of Dewsbury West Neighbourhood Management reported the Year 4 Delivery Plan as signalling a change in approach from “*narrative and aspiration*” to a more focused quantitative approach building on strong statistical foundations in the identification of priorities, links with other programmes and the establishment of milestones. The Stanley Green Corridor Neighbourhood Partnership was described as having developed in phases. The first phase was focused on resolving organisational issues, engaging with service providers and building credibility. The second phase was about delivering interventions and the third phase about tackling the challenge of mainstreaming.
- 5.3 This phased development is also evident from the distinction observable between the first and second round Pathfinders. The critical success factors associated with the latter are very similar to those that were reported in the evaluation on the first development phases of the Round 1 Pathfinders. However, the factors now associated with the achievements of the first round Pathfinders are substantively different and much more to do with the conditions needed to bring about demonstrable changes in service provision and the effects on the Pathfinder neighbourhoods and their residents.

Success factors in the development phase of the Round 2 Pathfinders

- 5.4 The evaluations on the Round 2 Pathfinders report that many of them have learned from the experience not just of the Round 1 Pathfinders but also from wider experimentation with neighbourhood management. There are examples amongst the Pathfinders that show how they are coming to grips with the challenge of:
- Setting up a Board to provide strategic direction and focus and establishing a neighbourhood management team working from premises in the area;
 - Identifying the priority needs of the neighbourhood through analysis as well as consultation, securing ‘quick wins’ to increase their visibility and credibility at the same time as making explicit their intention to influence mainstream services from the outset;
 - Involving residents and their communities in a variety of ways and engaging the relevant stakeholders;
 - Building trust between residents and service providers by helping them to agree priority policy changes and the appropriate allocation and use of resources; and

- Developing performance monitoring and management systems that enable them to record and publicise ‘distance travelled’ to celebrate success and to prompt contingency actions where required.

5.5 Figure 5.1 provides some examples of this process at work.

Figure 5.1: Examples of Round 2 Pathfinders finding their feet

- The Community Office located in **Hawkinge** has played a key role in bringing partners together in a way that did not happen before and in giving many service providers the local base and support they need to focus their effort more on Hawkinge. It has also provided a focus and facility for local residents, which provides a one-stop approach to solving service problems.
- Transform in **North Devon** has grasped the concept of neighbourhood management in that it does not see itself as setting up ‘projects’. Mainstreaming is being built into all the new posts it has funded. The main components of its strategy have been:
 - Assembling data to improve service provision and support new initiatives
 - Securing quick wins around liveability and access issues, including community action days which bring a range of service providers onto the patch.
 - Bringing services and Board members together through focus groups which also provide a potential route to engage residents who are not on the Board
 - Providing initial funding for posts which bring services closer to the community and tackle key needs, with mainstreaming built in from the start
 - Providing initial support to enable mainstream services to test out new initiatives
- The approach to partnership working in the **Oldington and Foley Park NMP** area has taken note of the most effective elements from the previous round of NM Pathfinders and some of the lessons from other ABIs, such as the New Deal for Communities. The Pathfinder’s approach has some very distinctive characteristics;
 - Systematic capture and establishment of baseline and other area-specific data
 - Emerging (and consistently used) methods for the recording of ‘distance travelled’ on projects designed to help boost confidence, and raise horizons
 - The regular circulation of data on performance
 - The routine consideration of performance issues by the Board
 - Set out its intentions to influence mainstream services from the outset
 - Taking the residents and the service providers with them at all stages – definite feeling of ‘doing with’ rather than of ‘doing to’.
- In taking forward the delivery plan agenda, the **Ovendon** Pathfinder experience highlights the importance of building on the work and networks of local community organisations and partnerships; getting the early ‘buy in’ of key individuals and organisations who are needed to work with the Pathfinder, adopting a non-confrontational style with local service providers; and raising the awareness of middle and front line managers to the aims of the scheme.
- In improving service delivery quickly, ‘joined up’ working at the point of delivery is seen as more effective than addressing changes in policy, institutional structures and delivery processes from the top down.
- The strategy of Together in **Tranmere** is based on developing and maintaining real-time analysis of the area’s problems and resident priorities, which is capable of interrogation and presentation at street, super output area and area-wide basis.
- Together has recognised that its initial Delivery Plan is only a starting point and that inter-agency dialogue, better neighbourhood intelligence and learning the lessons from existing policies and early NM interventions through monitoring and evaluation will progressively lead to a more refined approach.
- It has pursued its plans systematically but also displayed a willingness to respond flexibly to key partners’ policy drivers and preferences to facilitate buy-in and reduce overload. It has recognised the crucial importance of getting key partners on Board through identifying NM champions within respective organisations and promoting culture change and new modes of thinking.

- 5.6 The evidence from the Round 2 Pathfinders suggests that they have largely understood, and been embedding, the principles and practices of neighbourhood management. However, it is still too early for achievements to have been secured in quantitative improvements in service provider performance and in conditions in the neighbourhoods themselves. Where discernible progress has been made, it tends to be on issues to do with 'liveability' as the examples in Figure 5.2 show.

Figure 5.2: **Examples of progress amongst the Round 2 Pathfinders**

- The establishment of neighbourhood based mechanisms for the strategic planning of services in relation to community safety, housing, environment and community involvement (**Crosby**).
- Mainstream bending of resources with respect to ward improvements, safer neighbourhoods policing and beat sweeps (**Leyton**).
- Transform (**North Devon**) made an immediate impact on liveability issues through getting new bins installed, changing rubbish collection times, creating three new posts (2 Neighbourhood wardens and one Police Community Support Officer) and providing the necessary support to get new initiatives off the ground (e.g. the sexual health clinic and the Combe Martin Youth Club) or to test out new approaches (e.g. a planned training initiative in catering).
- Achievements to date in **Solihull** have mainly concentrated on environmental issues with involvement from housing, transport and environment and crime reduction services – co-location with area caretakers has made a difference in developing a joint approach to tackling local concerns and this will be strengthened with PCSOs and the neighbourhood policing team also moving into the Pathfinder office space.
- The key achievements of the **Westminster** Pathfinder have been in the management and running of the Church Street market, the development of good relationships between the Civic Watch activity and the safer neighbourhood team, and shop front improvements in Church Street.

Critical success factors in Round 1 Pathfinders

- 5.7 The experience of the Round 1 Pathfinders demonstrates that they have shifted into a higher gear than achieved last year and, as expected, compared with the Round 2 Pathfinders. What is evident from their experience is the amount of effort required to ensure that achievements are built on and cemented into the structures and systems of the relevant service providers. There are some critical factors revealed from that experience which appear to increase the chances of success in embedding neighbourhood management practices in the thinking and operations of service providers. Each of these is discussed in turn and illustrated by examples from the Round 1 Pathfinders.

Analysis, learning and action

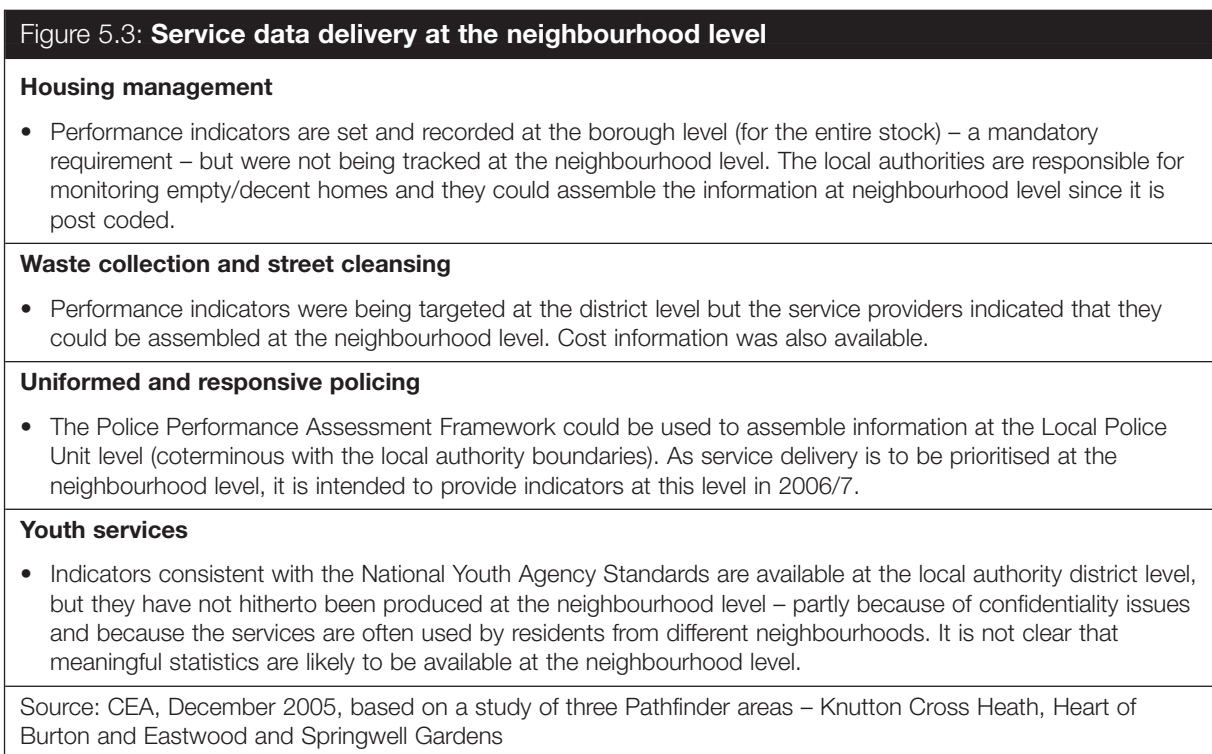
- 5.8 The identification of the priority needs of the neighbourhood and its residents cannot be a passive process if it is to enable and prompt service providers to address the needs in systematic and sustainable ways. For example, the Joined-Up for Safer Communities theme in the **Heart of Burton** was pursued, not just by an evidence based approach, but one that also involved working closely with a range of providers and residents to identify the real problems, get the baseline right, agree potential solutions, track changes, recognise what was not working and change tack as appropriate. It was important to do this because it was acknowledged by partners that the pathways to improved outcomes at the neighbourhood level were not fully understood and that mutual learning was required on the ways that physical, social and economic factors interacted in contributing to community safety and about the distinctive but supportive roles of the separate providers (and residents) in bringing it about.

5.9 Similarly, in **Greater Hollington**, the Multi-Agency Team approach has enabled service providers to develop a greater awareness of each other’s roles and contributions and of the complexities underlying anti-social behaviour. A recent Pathfinder evaluation drew attention to how the various agencies are now more aware of the holistic nature of the problems and the need for joined-up solutions (as shown in the box).

Anti-social behaviour – joined up problems need joined up solutions

- The connections between poverty, poor service availability and low educational aspirations and a propensity to engage in crime and anti-social behaviour
- The connection between patterns of truancy and youth crime
- The role that improved housing management, for example acceptable behaviour contracts, can play in reducing the risk of anti-social behaviour
- The role that sports activities and after-school recreation programmes can play in achieving the same outcomes.

5.10 The need for close cooperation with service providers in analysing conditions at neighbourhood level was reinforced by the study carried out as part of the national evaluation on service data availability in four areas that Pathfinders have generally prioritised, namely youth services, street scene, policing and housing in three Pathfinder areas. The findings of the study are summarised in Figure 5.3. They demonstrate that, by and large, service providers in these four areas work within performance management frameworks that are specified at spatial levels higher than the neighbourhood. Performance targets and monitoring are not generally set and carried out at the neighbourhood level although some of the data could be made available in this form. Moreover, in some cases, there is the intention to do so. Nevertheless, the review of service data availability suggested that, until now and currently, providers are likely to have to carry out special exercises with regard to their standard performance indicators in order to lay the analytical foundations for consideration of neighbourhood problems and priorities with the neighbourhood managers.



Leadership, management and champions

5.11 The experience of neighbourhood management generally across the Round 1 Pathfinders suggests that its success requires a combination of:

- strategic direction and leadership through a Board made up of residents and service providers;
- a neighbourhood manager and team that has credibility with service providers and residents as well as skills in programme management and partnership working; and
- networking through theme groups or in other ways to provide for mutual learning, support and championing of neighbourhood management practices amongst service providers.

5.12 At **Blacon**, for example, the evaluation report observed that making the business case for change was not necessarily enough to persuade provider agencies to take on new commitments and/or reallocate resources and/or reshape services in the area. Evidencing the costs and benefits of specific options had to be done in the context of the budgetary and other constraints of partners. This required the neighbourhood management boards and managers to have negotiation and “future gazing” skills and aptitudes that enabled them:

- To get to grips with the wider and changing policy context in order to be alert to changes that might affect service providers’ willingness and capacity to adopt a neighbourhood management approach and to be able to respond to both threats and opportunities; and
- To work at the senior and middle management levels of partner organisations to embed neighbourhood management thinking and practices.

5.13 The key strengths identified at **Great Lever** include those set out in the box. The cultivation and nurturing of a network of providers who then champion the neighbourhood management approach has also been a success factor in, for example, Staveley, Kirkby, Kendray, Hattersley and Basildon.

Key strengths in Great Lever Neighbourhood Renewal

- Strong strategic direction and leadership provided by the Pathfinder Board
- A dynamic neighbourhood manager who is respected by service providers and local residents
- Commitment to neighbourhood management by service providers who have used the model as an opportunity to pilot new initiatives and take risks
- Championing of achievements have reinforced the case for rolling out the model more widely.

SLAs, protocols and other formalities

5.14 The hard work of analysis and consultation with service providers and residents about the priority needs of the Pathfinder neighbourhoods and the options for change have paved the way in a number of Pathfinders for the establishment of service level agreements or other formal arrangements for embedding service improvements.

- 5.15 The **Knutton Cross Heath** Neighbourhood Management Initiative, for example, has been rigorous in terms of demanding a mainstreaming commitment from service providers in return for leverage funding. It has pursued the negotiation of Service Level Agreements (SLAs) with major service providers. Feedback from the police is that the SLA and formal mainstreaming commitment it represented were instrumental in their continuation of an enhanced level of service after NMP funding ended. The Pathfinder is still working on SLAs with the County and Borough Councils regarding certain key services but has struggled to make progress for a variety of reasons, including restructuring, budget pressures and management cultures.
- 5.16 Formal arrangements to embed resource allocations and/or service changes were also a feature of other Pathfinder work on improving community safety and other policing services. The following three cases represent different degrees of formality in the mechanisms for delivering joined-up thinking and working.
- In **Heart of Burton**, the neighbourhood wardens have information/intelligence sharing protocol agreements with the police. Service level agreements are in place committing the police to mainstreaming multi-agency working on demonstration of evidence of success and subject to funding being available.
 - The **Greater Hollington** Partnership sets targets for and monitors the performance of those Multi-Agency Team agencies that deliver its 'leverage interventions'. The police team in the area is line-managed by Sussex Police but it formally reports to the NM Partnership's Intervention Management Group that sets targets and priorities and monitors its performance.
 - Our research in **Hattersley** concludes that "*the process of preparing service level agreements – or variants of them – is important for understanding the constraints operating on individual service providers, and for better clarifying the concept being developed*".
- 5.17 Formal arrangements – through SLAs and in other forms – for embedding performance targets and monitoring have been put in place at Interlock (Basildon), Blacon, Springbourne and Boscombe and Parkfield Mill Lane. It was explicitly acknowledged by some of these Pathfinders that they had had to change their way of working. While earlier on it was possible to influence service provision by directly funding service activity, this 'leverage' is now no longer there. Influence on service provision has to come through other means, for example, by providing a channel for the community contribution, joint planning, SLAs, or simply through advocacy.
- 5.18 The concern voiced by some Pathfinders was that SLAs may be unenforceable where the providers in question come under budgetary pressure and/or there are competing demands on their scarce resources. However, it is also accepted that formal mechanisms are helpful in ensuring that some neighbourhood management practices survive the passage of time, people and funding.

Engagement of residents and the communities in which they are located

- 5.19 A critical feature of the mechanisms by which providers are brought to account has been the engagement of local residents and the communities in which they are located to identify priorities for action, to help in the appraisal of options for intervention and the design and delivery of the preferred options and to monitor progress and trigger contingency action as required. A number of the Round 1 Pathfinders reported that investments in, and the process of, community involvement had not been easy but were now paying dividends.
- 5.20 In **Kirkby**, for example, it was reported that, over the last eighteen months, the Pathfinder introduced a number of innovations to encourage the development of new ideas and methods of working including the reconstitution of the Board and the development of the 'Working Group' approach. The strategy for improved community involvement included:
- The appointment of five residents on to the Board;
 - The development of a clear Pathfinder Community Involvement Strategy; and
 - More strategic use of the Community Panels, Focus Group's, Street Representatives and the Community Editorial Team for the newsletter.
- 5.21 The test which community involvement has to pass if it is to be sustained and enhanced is that it must make a difference to local service delivery and the lives of local people and must be seen to do so. Thus, in Kirkby, the momentum for community involvement is likely to have been strengthened because of the progress that has been seen to be achieved in those areas of particular concerns to residents, including improved educational attainments and reductions in the actual and reported levels of crime.
- 5.22 The mechanisms for community engagement that can facilitate this process are many and varied and are determined, in some respects, by the nature of the service being delivered and the characteristics of the people it is designed to serve. They include the following:
- The establishment of a 'bricks and mortar' facility in the neighbourhood such as the community shop in the **Changes in Common** Pathfinder (Greenwich) which provides a space for accessible and integrated service delivery and the potential as a 'one-stop-shop' for local residents. A similar function was served in **Hattersley** by the Community Safety Resource Centre where joint working was delivered and from which residents were provided with access to a range of community safety services.
 - The conduct of ad hoc or regular consultations with the community about needs and service quality – the primary source of evidence used by the **Greater Hollington** Pathfinder for shaping its community safety priorities are the Annual Community Consultations with residents – these are also used to monitor the progress against these priorities.

- Development of community or resident groups to engage with multi-agency front-line service providers; The **Gospel Oak** Multi-Agency Team (GOMAT) with seven core service provider members, for example, operates through a wider services team to engage with parent and resident forums as well as in other ways. At **Springbourne and Boscombe West**, community engagement is fostered in a similar way – through forums and meetings such as Groundworkers which is a network of frontline workers who have daily contact with service users. One of the most significant achievements in **Staveley** over the last eighteen months was claimed to be the increased community capacity brought about by the work of the neighbourhood management team with local community groups and the establishment of a number of new such groups which have now become autonomous.
- The neighbourhood management board and theme groups: A good many of the Pathfinders identified the work of the theme groups of the neighbourhood management board to be critical in bringing together service providers and residents in ways that provided for systematic and continuous assessment of priorities, service quality and areas for improvement. In **Dewsbury West**, the work plans developed in the theme groups represented an essential underpinning of the Pathfinder's work – priorities were clearly identified, links with other programmes made, responsibilities allocated and programme milestones specified to enable effective tracking of progress.

Engagement with the broader political agenda

- 5.23 In Section 2 we briefly described the changing local political context in which the Pathfinders were operating. This has made it all the more important that the Pathfinders seek to engage constructively with the local stakeholders – most particularly the local authorities and Local Strategic Partnerships (LSPs). In the next section we consider how the local authorities are assessing and implementing roll out of the neighbourhood management model. It will be evident from that discussion that the Pathfinders can play an important role in demonstrating the case for roll out and engaging in the process but this requires them to take external and engaging perspectives and actions.
- 5.24 The same can be said with regard to their relationships with the LSPs. A stronger relationship facilitates the Pathfinders' understanding of the changing political agenda and organisational structures and where and how they can most effectively contribute. The relationships are variable across the Pathfinders in large part because of the different rates of progress being made in the development of the LSPs. Some of the Pathfinders have had long-standing and close relationships with their LSPs. For example, the Staveley Pathfinder in Chesterfield has always had a strong relationship with the LSP as both its manager and chair have been involved on the LSP Board and the manager attends several of its sub-groups. Similarly, the Hattersley Pathfinder works closely with the Tameside Strategic Partnership with its manager on the Partnership's Neighbourhood Renewal Sub-Group which reports to the main Board as a standing item. It is difficult to make causal connections but it seems likely that this relationship helped in an important recent development by which Pathfinder was able to link neighbourhood community groups to the Partnership's community empowerment network, Tameside Voice and its support agency, Tameside Third Sector Coalition.

5.25 Other Pathfinders have sought to strengthen and enhance their relationships with their LSPs to secure their position and influence in local political and other developments. The Easington Pathfinder strengthened its links with the East Durham LSP to the point where in 2004 it was given voting rights. Both the Pathfinder manager and deputy manager have now played active parts in several LSP sub-groups. In Heart of Burton, there has been a similar strengthening of the relationship by which the Pathfinder is now helping to develop a neighbourhood based regeneration strategy. The newly elected chair of the LSP attends the meetings of the Partnership and the chair of the latter sits on the LSP Board. In Dewsbury West there was evidence of a similar mutually reinforcing process in which the LSP observed a more strategic approach being taken by the Pathfinder and gave presentations to its board to encourage the process of mainstreaming. In Knutton Cross Heath, the LSP is reviewing its own structures and strategies with the aim of streamlining them and accelerating delivery of a more focused community strategy with clearer priorities. The Pathfinder manager is on the working group set up by the LSP to carry out this task.

Concluding observations

- 5.26 The key factors in the establishment of neighbourhood management are, in its formative stage, to do with establishing capacity, credibility and communications and the Round 2 Pathfinders have generally made good progress in this regard – building on the experience of the Round 1 Pathfinders and the neighbourhood management experiments and developments elsewhere. As neighbourhood management matures, the critical success factors are more to do with embedding its principles and practices in the mind sets, structures and processes of both service providers, residents and local partners and stakeholders.
- 5.27 The experience of the Round 1 Pathfinders suggests that hard and innovative work is required to make this happen in ways that:
- result in changed approaches to needs analysis and learning;
 - prompt partners to champion the neighbourhood management approach;
 - provide for formal commitments with service providers that enhance their accountability to service users;
 - embed a variety of mechanisms for community engagement in providers' structures and processes in ways that require them to respond to neighbourhood needs in transparent improvements to service delivery and outcomes for residents; and
 - engage local stakeholders, particularly the LSPs, in constructive dialogue and action that benefit the development of LSP strategies for neighbourhood renewal and wider regeneration.

6 Progress and prospects for the roll out of the Pathfinder model

The lessons being learned from the Pathfinder experience

- 6.1 The Round 1 Pathfinders, by virtue of their greater maturity, provide the major source of evidence on the extent to which neighbourhood management principles and practices are being rolled out or being considered for roll out to other areas. The experience of neighbourhood management across the Pathfinders is generally positive. There is no evidence from our evaluation work to date of any intention to close down the Pathfinders although there is undoubtedly a degree of uncertainty about the form in which they will be sustained. The neighbourhood management experience has led to mainstreaming of some projects and practices in all Pathfinders and roll out of the neighbourhood management approach being seriously contemplated or carried out in over half the Round 1 Pathfinder areas. This has to be regarded as encouraging for an initiative which is only about half way through its life.
- 6.2 Many of the local authorities concerned are clearly eager to learn from the Pathfinder experience – and not only in the delivery of particular services (like neighbourhood wardens) but also in the approaches they are considering for neighbourhood renewal. Consider the examples in Figure 6.1.

Figure 6.1: Lessons being learned from the Pathfinders

- Chesterfield Borough Council was reported as recognising that the approach provides a better way of working and is considering ways in which to incorporate some of the lessons learned from the Staveley Pathfinder.
- The Heart of Burton Pathfinder is now helping East Staffordshire Borough Council and others to develop a neighbourhood based regeneration strategy.
- Bassetlaw District Council was said to be displaying a strong commitment to the Manton Neighbourhood Management and to be keen to learn from best practice as the Pathfinder develops new ways of working particularly with respect to service delivery, partnership working and community engagement.

- 6.3 In the two case studies that were the subject of our thematic report on the prospects for rolling out neighbourhood management – Great Lever (Bolton) and Parkfield/Mill Lane (Stockton), neighbourhood management is perceived by the relevant local councils to have worked. There is recognition in both of the benefits it can bring through community engagement, its focus on localities, joined up service provision and evidence-based decision-making. This has translated into a clear commitment at Chief Executive level to the principles of neighbourhood management and to its roll out into other geographical areas. Such a commitment extends beyond particular service development ideas that have been tested by the Pathfinders and which have already been extended into other parts of the Borough, for example, ‘village policing’ in Stockton and the Neighbourhood Environmental Action Teams in Bolton.

The context for rolling out the Pathfinder experience

- 6.4 The Local Authorities in which the Pathfinders are located are currently coming to terms with the new agenda being set by the requirement for Local Area Agreements (LAA) and the deployment of the Safer and Stronger Communities Fund (SSCF). In many cases this was an extension and reinforcement of the considerations that the authorities were giving in any case to the process of regenerating their most deprived areas.
- 6.5 However, the approach being adopted is not necessarily being couched at the neighbourhood level. Some authorities have been quite explicit about this (see the examples in Figure 6.2).

Figure 6.2: Examples of neighbourhood management being considered at wider spatial levels

- In developing its LAA strategy, Hastings Borough Council was reported as rejecting a neighbourhood structure as being too expensive and unsustainable. Instead, the Council has opted for an approach based on four Areas each with its own coordinator, management board, delivery plan and multi-tasking team. This was thought to provide the balance required between economies of scale and community engagement.
- Rotherham MBC has led a restructuring process based around seven Area Assemblies through which it intends to deliver neighbourhood services – Eastwood and Springwell Gardens Neighbourhood Management lies within the South Area Assembly (that has its own Neighbourhood Action Group headed by a neighbourhood manager from 2010 Rotherham).
- Southwark LBC is committed to decentralisation of decision-making through the establishment of eight Community Councils each of which is a delegated sub-committee of the council with each having a 'Together Action Zone' to provide a local focus for service delivery particularly in relation to 'crime and grime' issues. A series of neighbourhood plans is being rolled out across the borough separately.

- 6.6 In the thematic case study areas, Stockton was one of the first 21 local authority areas to be the subject of a pilot LAA. This is now in the process of being implemented. Bolton is part of the second round of LAAs which will be implemented from April 2006. In both cases, the roll out of neighbourhood management is considered to be highly compatible with the aims of LAAs, encompassing local empowerment and the joining up of services and initiatives. The experience of neighbourhood management was reported as being critical in making the case for securing the LAA in the Borough. Its future implementation will take place within the new structures developed under the LAA. In Stockton's case, this will be through strengthening the four Local Strategic Partnership (LSP) Area Boards. In Bolton, there is an added local dimension in that the Council services themselves are currently subject to a major review entitled 'Shaping Future Services' which seeks to reshape services around four customer groupings (for example, 'Children and Young People').

Proposals for rolling out neighbourhood management

- 6.7 There are proposals for mainstreaming projects and/or rolling out neighbourhood management amongst all the local authorities in which the Pathfinders are located, implying at some permanent legacy in all areas. There is a distinction, however, to be made between *mainstreaming projects/processes* – i.e. the wider adoption of a specific Pathfinder practice or project amongst service providers – *mainstreaming of the core neighbourhood management function* itself and *rolling out* the neighbourhood management approach more generally to other neighbourhoods.

- 6.8 As noted above all Pathfinders are expected to continue operation after April 2006, despite the funding changes, with decisions on the mainstreaming of their core functions still to be made for most of them. Mainstreaming projects and processes invariably involve some degree of neighbourhood working (see Section 3) as demonstrated in Figure 6.3.

Figure 6.3: **Examples of mainstreaming with a neighbourhood dimension**

- **Project mainstreaming:** There are many examples where a Pathfinder demonstration or pilot project has been sufficiently successful that it has been adopted more widely. Such project roll out has been achieved across a variety of services although not very often involving the joining up of multiple providers.
 - The Education Excellence Cluster rolled out the Interlock! pilot in Local Delivery Groups in East and West Basildon.
 - A Tameside-wide Clean Sweep Team has been established on the lines of the Hattersley Pathfinder's initiative and there is an evolving network of smaller-scale Community Safety Resource Centres based on the Hattersley model at borough level.
- **Process mainstreaming:** This is where elements of good practice taken from the Pathfinder experience are adopted more widely – but not necessarily just within the service providers involved in the original projects.
 - LSP is seeing Transform (the Pathfinder in Devon) as an opportunity to test practices that can be rolled out to the wider area – *“As we deploy ALL targets, we will look at how they deploy in the Pathfinder. We are using it strategically. There is an opportunity to take the neighbourhood focus to different blocks of the LAA to help the Devon-wide approach”*.
 - The Stanley Green Corridor Neighbourhood Partnership experience is being captured in a Derwentside Neighbourhood Renewal learning Plan involving joint training and information sharing between partners.
 - In Bolton it is likely that local charters will be developed for all target deprived areas – these will set out the aspirations for each area and the priority service improvements. Whilst the governance arrangements have yet to be finalised, it is likely that some elements of neighbourhood management will be featured.

- 6.9 By and large, the roll out of the neighbourhood management approach has been considered with respect to the range of services that address crime and community safety, environmental and housing management and maintenance and the needs of young people, children and their families. This is entirely understandable because it is in these areas that neighbourhood management has been most able to demonstrate the benefits or potential benefits in improved service provision.

- 6.10 There are broadly two forms of roll out that are currently being considered and/or implemented in over half the Round 1 Pathfinder areas and a few Round 2 areas as follows:

- **Pathfinder + 1 roll out:** We have used this label to denote a process of roll out of neighbourhood management in which the Pathfinder model is more or less replicated but, for the moment, in only one other place in the local authority area. Both thematic case study areas fall into this category but there are other examples as well.
 - In Kendray, for example, a commitment has been made to rolling out neighbourhood management approaches more widely and to the appointment of a manager for one other area in Barnsley.
 - The good work of the Knutton Cross Heath Pathfinder persuaded the Borough Council to take a paper to its Cabinet to seek agreement to roll out of the neighbourhood management approach in the Chesterton area – another deprived area previously the subject of SRB funding and which continues to have a community partnership.

- **Local area roll out:** This category of roll out seems to be the most common in practice and intent. It is characterised by the situation in which a local authority is considering or has adopted the “neighbourhood management approach” but within larger spatial areas within the authority area. This is the position in Kirklees MBC (the Dewsbury West Pathfinder) where the authority is assessing whether the approach can be pursued within the current administrative boundaries – relating closely to “Area Committees”. This same pattern of thinking was observed in Rotherham (Eastwood and Springwell Gardens Pathfinder), Hastings (Greater Hollington), Tameside (Hattersley), Chesterfield (Staveley), Solihull (Fordbridge) and Southwark (South Bermondsey).

6.11 The last two models are closest to the notion of general roll out of the neighbourhood management approach but they are caveated by either being incremental in their proposed development (one neighbourhood at a time) or being at a wider spatial level than anything that might reasonably be described as a neighbourhood. There appear to be a number of constraints that have influenced this approach.

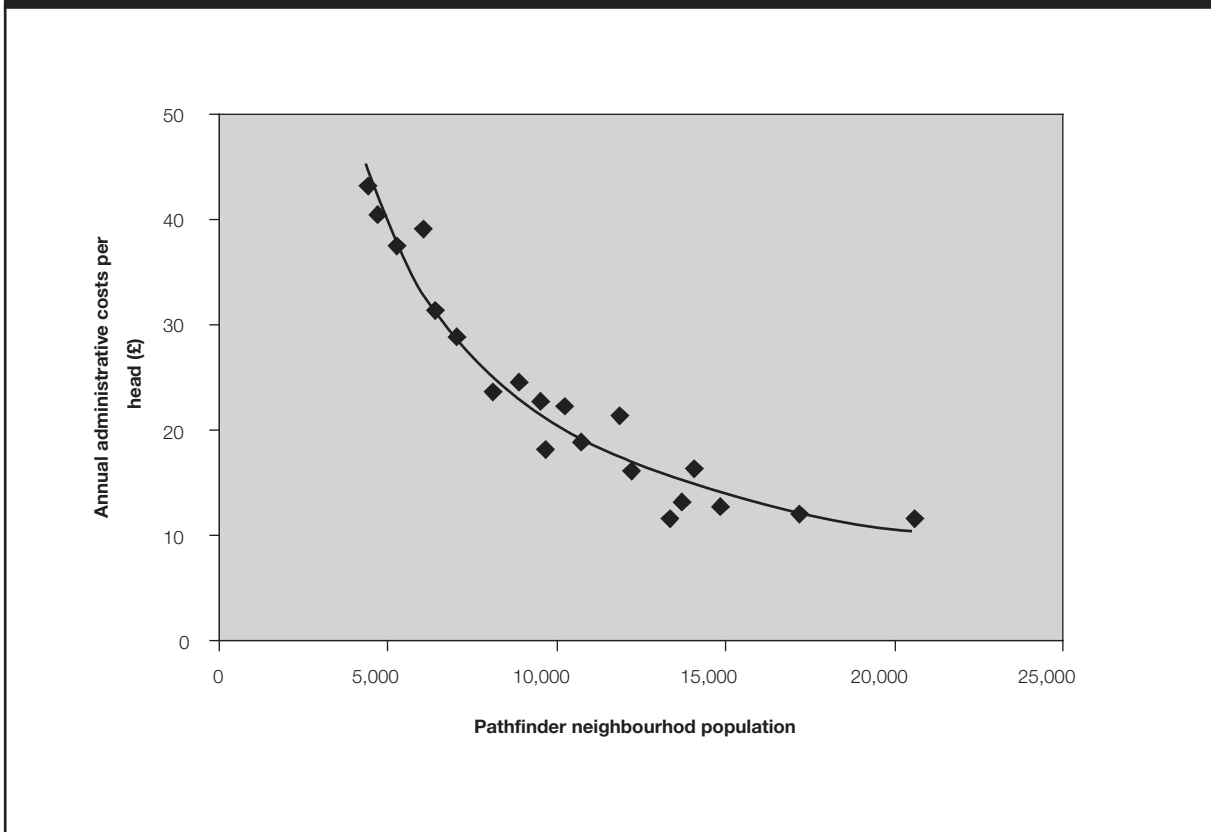
The constraints on general neighbourhood management roll out

Resources

- 6.12 It has already been noted that Hastings took the view that a comprehensive neighbourhood structure was “*too costly and unsustainable*”. Its preferred option of “*Area*” working was felt to provide greater economies of scale. Tameside concluded that, without additional resources, it seemed unlikely that it could directly replicate the Hattersley model in its current form and scale in all its disadvantaged neighbourhoods. The evaluation report on Staveley quoted a number of agencies in Chesterfield observing that the implementation of neighbourhood management faced the contrasting tendency in terms of corporate policies moving towards efficiency drives through scale (e.g. in pursuit of Gershon).
- 6.13 The thematic case study areas (currently both examples of the Pathfinder + 1 model of roll out) revealed an acceptance that the practice of neighbourhood management might, in principle, be applied throughout a local authority area. However, it was seen to involve an additional and immediate resource cost (in terms of staff resources to manage the process of community engagement as well as funding) which limits its applicability in a practical sense. It was also anticipated that there would be difficulties in recruiting enough neighbourhood managers of appropriate calibre to manage the process effectively.
- 6.14 Thus, in both Bolton and Stockton, it is proposed that neighbourhood management should be rolled out gradually, probably only to one new area in the short term. In both cases, the local authority is a recipient of the Neighbourhood Element of the SSCF and this would support the cost of targeted neighbourhood management initiatives in the short term in addition to the Pathfinders already in place. Roll out beyond this initial new area would take place where the levels of deprivation warranted it, as resources permit and as experience is gathered – though in Bolton the possibility of one new area each year was mentioned.

- 6.15 The question of the costs of neighbourhood management – and whether or not there are potential scale economies – can be explored (in a qualified way) by consideration of the management and administrative costs incurred by the Round 1 Pathfinders. Over the period from 2002/03 to 2005/06, the annual average management and administrative costs of the Pathfinders was about £200,000 with the lowest annual cost being about £150,000 and the highest £250,000. This compares with the annual average management and administrative costs of the NDCs of £500,000 over 2002-04 and a range from about £175,000 to £970,000. It needs to be borne in mind when making this comparison that the NDCs have a far larger portfolio of higher value projects to manage.
- 6.16 Figure 6.4 compares the annual average of administrative costs per head of population with the population levels for each of the Round 1 Pathfinders. Before considering the implications of the apparent scale economies shown in the figure, it should be noted that Pathfinders were to some degree constrained in their spend on administration, that this was not determined by the level of population they were designed to serve and that, therefore, there will inevitably be apparent scale economies. It should also be noted that the figure only expresses costs and says nothing about the relative benefits of neighbourhood management at different levels of expenditure or for varying population levels – it is not a measure of value for money. It may be that higher costs deliver higher benefits. It is also possible that more deprived areas require a greater intensity of intervention and therefore may require higher costs per head.

Figure 6.4: Annual administrative costs per head of population of Round 1 Pathfinders (2002/03 – 2005/06) and population (2003)



6.17 Taking the above major qualification into account, the following observations can be made:

- Firstly, the annual operating cost of neighbourhood management in the Pathfinder areas per head of population varies – it can be as low as £10 per annum or higher than £40 – but is significantly lower than other regeneration programmes (e.g. NDC).
- Secondly, there could be a minimum efficient scale for the delivery of neighbourhood management – e.g. at around a population level of 5,000. Below that level the annual costs of neighbourhood management per head of population could be much higher than £40.
- Thirdly, the shape of the cost curve in the figure suggests that there might be economies of scale in delivering neighbourhood management but that they start to peter out for populations in excess of 15,000. (There may also be wider reasons not to ‘scale up’ neighbourhood management to larger areas, not least the ability to engage with local communities.)

Behavioural constraints

6.18 Another challenge is attitudes. In the Bolton case study, it was reported that it was acknowledged that, as neighbourhood management principles are extended across the Borough, there may be difficulties amongst provider ‘middle managers’ who are reluctant to change the way in which they do things. Some service providers may take time to fully understand the neighbourhood management agenda, and others may find it difficult to understand why they need to engage with service users at the neighbourhood level as compared with higher spatial levels. This is perceived to be less of an issue in Stockton (possibly because it is a smaller local authority) where it is believed that neighbourhood management has already contributed to a breakdown in the ‘silo’ attitude previously displayed by many managers.

Priorities

- 6.19 Although it may be the case that neighbourhood management can benefit any geographical area, resource constraints might only permit a limited roll out of something similar in nature to the Pathfinder model. Choices are then likely to have to be made about which areas might derive most benefit from the adoption of neighbourhood management principles and practices.
- 6.20 For example, the evaluation report on Knutton Cross Heath recorded the view of a number of stakeholders that there was still a lot of work to do in the neighbourhood and that a sustainable legacy of service improvement and strengthened community capacity had yet to be secured. There was, therefore, a risk of dilution of effort and weakening of focus if neighbourhood management was rolled out.

6.21 The same sentiment was evident in the thematic case studies.

- In Stockton the view has been taken that neighbourhood management is an appropriate response where there are particular local difficulties or where the development of community capacity would bring benefits in relation to stimulating the demand for better services.
- In Bolton, while four potential areas (all with a population of around 10,000) have been identified, a Working Group concluded that ‘Neighbourhood Management may have limited success where the majority of the targeted area is severely deprived and is better suited to areas with more mixed patterns of deprivation’, suggesting that they did not see it as equally appropriate for all areas, even all deprived areas.
- In both Stockton and Bolton, the presence of areas of opportunity (e.g. for employment) close to the neighbourhood management area is considered to be an important criterion because it allows neighbourhood management arrangements to give the area a push in the right direction for sustained regeneration to be achieved in a relatively short time period. Thus, while the level of deprivation has been one element in deciding where next to roll out neighbourhood management, it is not the only one.

NM structures

6.22 In both case study areas, it is clearly accepted that roll out will not necessarily take the form that it has taken in the Pathfinder. It will vary from area to area, depending on the nature of need and the existing renewal partnership structures and processes, and may not be at the level of intensity that has characterised the neighbourhood management initiatives so far. Additionally, this intensity may not be required because there will not be the same demand for learning that was part and parcel of the Pathfinder approach.

6.23 In both areas it is still very early days in terms of roll out. But while both are agreed that there should be one further area fairly immediately identified to benefit from an intensive approach along Pathfinder lines, it is also accepted that:

- other areas should follow – though not in the shape of a uniform model; and
- some neighbourhood management principles should apply across the whole Borough eventually.

Concluding observations

6.24 The results of neighbourhood management have been sufficiently positive that proposals are being worked up and/or implemented to mainstream and/or roll out its practices across all Pathfinder areas. The neighbourhood management approach itself is being considered for rollout in at least half the Pathfinder areas. The most common approach seems to be to contemplate the application of the approach to wider spatial areas or in an incremental way (one step at a time) – either at a project level or more widely.

- 6.25 There is some concern about the cost and resource implications of rolling out neighbourhood management more comprehensively. The experience of the Pathfinders is that the annual administration costs of neighbourhood management averages about £200,000 or £20 per head (with the range being £10 – 40 per head). The annual cost per head of population appears to rise significantly for neighbourhoods with populations below 5,000 and the scale economies appear to peter out for populations in excess of 15,000. Our research on neighbourhood management initiatives outside of this programme suggest that lower unit cost approach are also possible (e.g. Wolverhampton's programme, at c.£150,000 per neighbourhood), albeit with some variation in approach.
- 6.26 Bearing in mind these observations on the costs of neighbourhood management, it is possible to draw the following inferences for rolling out the approach:
- Neighbourhood management principles and practices such as community engagement and more responsive service provision are being considered for extension throughout a local authority area at neighbourhood and perhaps also at wider spatial levels – although the unit cost reductions of working at larger population levels may not persist beyond 15,000.
 - There may be other constraints on the extent to which roll out will happen or be contemplated comprehensively because of resource limitations (recruiting the right calibre of neighbourhood management teams), competing priorities (what is done for one area must be done for another) and the changes and resources required to enable service provider managers to operate at neighbourhood level (e.g. in management information systems).
 - However, the presence of a more intensive neighbourhood management approach in disadvantaged areas is perceived to have brought benefits by many of the Pathfinder local authorities in the form of improved services from providers particularly those working on the liveability issues.
 - This could justify extension of the approach to other disadvantaged neighbourhoods – not necessarily using the Pathfinder model but involving elements of it such as a dedicated resource to promote and sustain community, user and provider engagement and benefits.

7 Conclusions and policy implications

Concluding assessment

- 7.1 Our research in 2005/6 has studied the practice of neighbourhood management in 35 areas in England, in the largest study of its kind in the UK. The evidence shows that the Pathfinder Programme, now in its fourth full year, is in good health. The 15 new Round 2 Pathfinders have established themselves relatively quickly, learning some of the key lessons from Round 1. The 20 Round 2 Pathfinders are about to enter their fifth full year, a mature stage for them, with a commitment in all areas to see their partnerships continue into 2006/7 (in the new era of LAAs/SSCFs) and clear commitments already to roll-out neighbourhood management in some form in five of their 20 local authority areas, with roll-out under serious consideration in a further five areas.
- 7.2 Our research has also demonstrated that neighbourhood management, as delivered by this programme, is capable of bringing mainstream services together and involving local communities to deliver better outcomes for deprived areas. The main benefits so far have been to make the deprived Pathfinder neighbourhoods safer and cleaner and help shape services that are better joined up, more accessible and more responsive to local needs. In some areas there is evidence that even relatively modest improvements in key services and outcomes can also have a significant effect on local resident perceptions of their area, boosting confidence.
- 7.3 The programme has clearly benefited from a supportive policy environment that has increasingly prioritised community and user involvement in public services and promoted the tackling of social and economic inequalities. Notwithstanding this, neighbourhood management has also ‘struck a chord’ with many organisations that have come into active contact with it. To many practitioners, residents and service providers, it has the hallmarks of a more intelligent and sustainable approach to neighbourhood renewal and public service improvement. It is not expensive compared with more conventional regeneration approaches (annual costs per neighbourhood are typically £200,000), it is grounded in its local community with a dedicated local team, and it is clearly focused on improving mainstream services – the services that matter in deprived areas – from the perspective of the ‘customer’.
- 7.4 Perhaps the most encouraging sign is the commitment from more than half of the local authorities involved in Round 1 to seek to embed the practice of neighbourhood management in their areas in some way. Given that the programme is still in its fourth year (out of seven), this is an achievement. As the Pathfinders continue to evolve and develop it is also clear that many are continuing to engage new partners and develop new initiatives, which augurs well for the future and suggests that there is still further potential within the programme.

- 7.5 Wider experience beyond the programme also shows a strong interest currently in the idea and practice of neighbourhood management, with over 250 initiatives of that description in England. With a forthcoming government white paper on ‘neighbourhoods’ the idea is now under intense scrutiny. Neighbourhood management has reached, in our view, a crucial turning point in policy terms – possibly a ‘make or break’ moment. If it fails to convince, it will join many other regeneration initiatives that come and go, but if it is identified as the ‘right tool at the right time’ it may develop to become an essential tool in delivering neighbourhood renewal.
- 7.6 On the basis of the evidence we have gathered and analysed, we suggest that neighbourhood management is indeed a valuable tool that deserves to be developed and adopted more widely. It is, alone, not sufficient to deliver neighbourhood renewal but can add value to that process in many deprived areas.

Issues and policy implications

- 7.7 Within this positive assessment, there are some important caveats and issues:

Size matters?

- 7.8 Amongst those local authorities proposing to roll-out neighbourhood management more widely in their areas, a number are proposing, or exploring, the option of rolling out the principles of neighbourhood management but at a larger geographical scale – ‘areas’ not ‘neighbourhoods’. The reasons cited for this clearly include cost considerations.
- 7.9 Whilst this may seem like a pragmatic compromise, it is our view that neighbourhood management cannot necessarily be ‘scaled up’ to a larger geographical unit, particularly with respect to the community engagement that is an integral part of how it works. Attempting to secure the same benefits by working at a significantly larger scale is, to our knowledge, largely untested. The largest areas in the Pathfinder Programme have populations of up to 15-20,000 but not beyond this, and most have populations of 5,000 – 15,000.
- 7.10 An alternative option to consider would be seeking smaller teams. Our recent case study of Wolverhampton’s neighbourhood management initiative showed that benefits could be obtained at neighbourhood level with a unit cost per neighbourhood of £150,000, less than the average unit cost of most Pathfinders.
- 7.11 There is also an open question as to how realistic it is to expect local authorities to voluntarily roll out neighbourhood-level programmes across their areas, given the greater empowerment of local communities that this can represent. Whilst some local authorities appear to welcome this prospect, some do not, even though it may yield benefits, as they would prefer to see service improvement driven through different means. If neighbourhood management is to achieve widespread adoption, it may require further support from central government.

The nature and scale of impact

- 7.12 A careful consideration of the evidence presented in this report shows that the benefits and impacts attributable to the Pathfinders do not extend to all services in all areas, and those impacts are not always large-scale in their effects. There are two points to consider.
- 7.13 Firstly, we believe we have presented some robust evidence of the benefits of neighbourhood management in this report, but have not had access to much comprehensive or consistent impact data for the programme. The 2006 household surveys presently being undertaken in Round 1 areas will provide an important source of evidence on how residents are being affected by any changes, and their perceptions of these changes. Further updates of key administrative indicators from SDRC would also be a valuable source of complementary outcome data.
- 7.14 Secondly, it is important to be realistic in our expectations of what a small, modestly funded neighbourhood partnership can achieve in respect of neighbourhood renewal. Neighbourhood management may be able to add value, but it cannot, alone, deliver neighbourhood renewal objectives. When assessing the value of neighbourhood management as a tool for change therefore, we must assess the benefits against the scale of investment to achieve them.

Performance management and roll-out

- 7.15 Progress has been made by many Pathfinders in developing performance management systems and processes, but our review suggests that these remain relatively weak and inconsistent for too many Pathfinders, particularly in respect of outcome indicators and measuring the costs and benefits of interventions. Given the new funding regime now applying to Pathfinders, with Local Strategic Partnerships having full ownership of LAA and SSCF monies from April 2006, the ability of a Pathfinder to clearly evidence its benefits and local impacts is more important than ever. With the move away from a national performance management system to more local arrangements for 2006/7, we believe that further support and guidance is necessary.
- 7.16 It is also important that every Pathfinder continues to engage with local partners in making the case for roll-out. The decision on whether, and how, to proceed rightly remains with local partners, but the potential of the Programme will not be fully realised unless Pathfinders take the lead in explaining and highlighting the neighbourhood management approach so that informed decisions can be made. Not all Pathfinders have been so pro-active in discussions regarding their future.

Worklessness

- 7.17 Our review has highlighted that worklessness is a key issue for most Pathfinders, yet it has not been a priority for many Pathfinders of either Round. As already discussed, this has been partly because issues relating to community safety and the local environment have been prioritised by many Pathfinders. Now that all Pathfinders have passed their initial stage, however, it is appropriate to review the attention given to this theme. It is not clear to what extent neighbourhood level interventions can effectively deliver employment outcomes, but given the importance of the issue, we believe that it is important that this is at least properly tested by the programme.

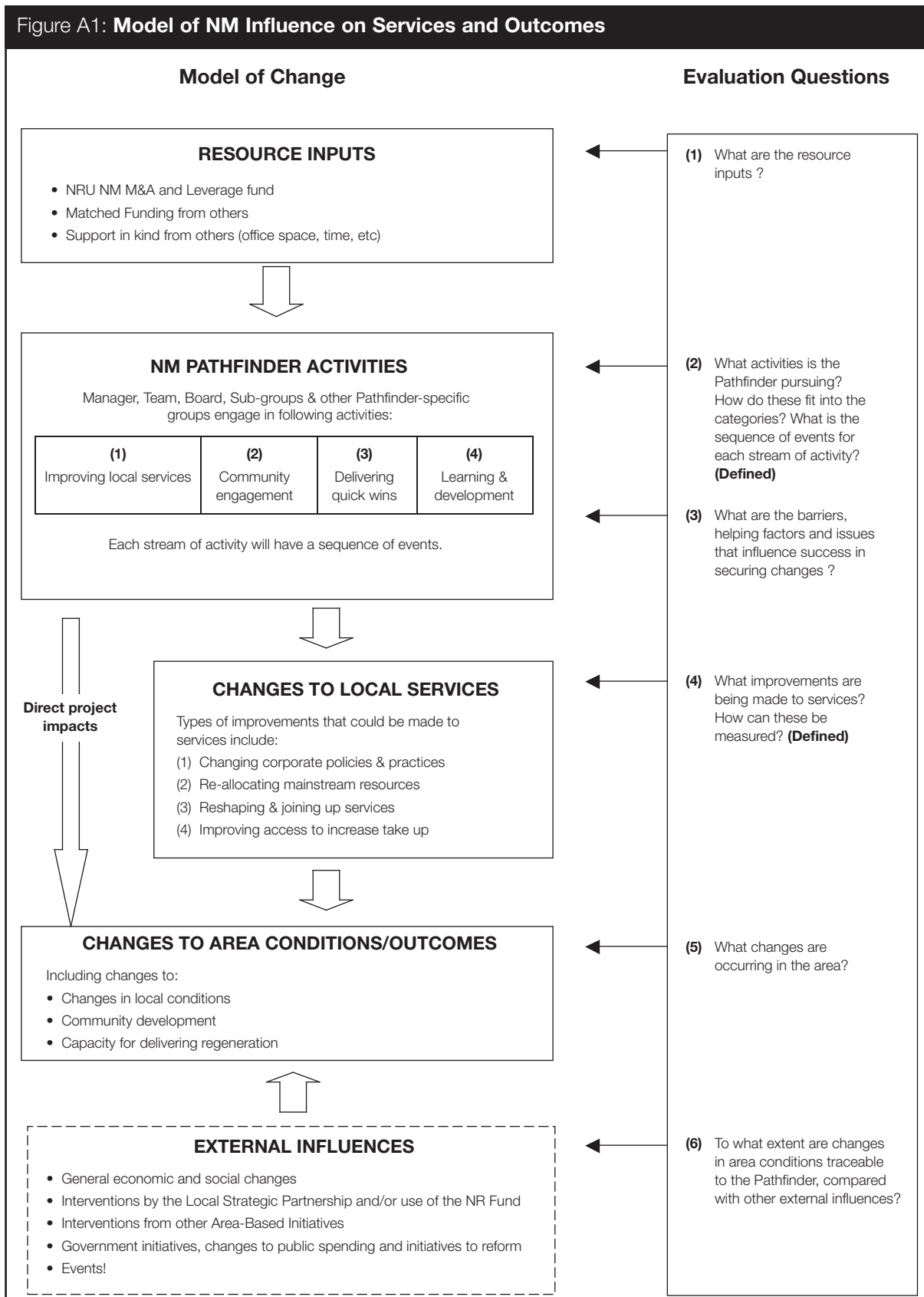
Annex A: Neighbourhood Management Model of Change

This Annex outlines a basic model for understanding what Neighbourhood Management Pathfinders do, what sort of changes they might effect, and how this might happen. It identifies a chain of events (or 'channel of influence') and seeks to establish clear terms which can be used to describe different features of the process.

(1) General Process of Change

Figure A1 (overleaf) illustrates the main process of change and the basic concepts. It also highlights the key questions for the evaluation as a whole. Not all of these questions will be answered through the case studies.

Figure A1: Model of NM Influence on Services and Outcomes



(2) NM Pathfinder Activities of Influence

This is a categorisation of the various activities that *Pathfinders* can engage in to secure change in their neighbourhoods, whether directly through their own expenditure, or indirectly through influencing others.

(1) Improving Local Services through Influence and Demonstration

These activities are designed to secure permanent, sustainable change to the way that local services are delivered, in a way that benefits residents in the neighbourhood. Activities include:

- *Research and analysis* – collecting, analysing and discussing information about local needs and services, to inform discussions with service providers about the appropriate nature and level of services for the neighbourhood, and the feasibility of new approaches.
- *Lobbying* – raising awareness of the Pathfinder and neighbourhood management objectives, creating an environment conducive to change, and seeking changes by persuasion.
- *Training/development for culture change* – building the capacity of the Pathfinder Board, team and local service providers, including front-line managers, to promote change in local services. These activities may help in breaking down professional ‘silos’, equipping people with more relevant skills, and developing trust between organisations.
- *Negotiating and monitoring SLAs* – creating and using ‘tools’ to promote and monitor change to local services. The focus is on establishing explicit targets for the neighbourhood that can be monitored.
- *Developing new mechanisms for service delivery* – discussing and developing new ways of delivering, monitoring or advertising services. Could include devolved delivery, budget pooling, co-location of staff, joint working arrangements, information sharing, incentivisation schemes, etc. The Pathfinder may or may not be involved in the resultant process.
- *Monitoring and evaluating public services* – maintaining a ‘watching brief’ on changes in services and their performance, and monitoring against targets or standards if they exist. The purpose of such monitoring/evaluation is to feed into ongoing the discussions and relationship with service providers.
- *Pilot/Demonstration Projects* – this is the piloting of new services to fill gaps or to experiment with innovative approaches, with the intention that the services will either demonstrate a need or demonstrate a successful new approach. The projects are run with the explicit objective of ensuring that they are mainstreamed if successful, or that the lessons are learned by the service provider.

(2) Improving Community Engagement

There are different types of activity that a Pathfinder might engage in with respect to engaging the local community:

- Building the capacity of local people to get involved with the pathfinder itself (on the Board, through Fora, etc);
- Promoting community development more generally;
- Improving community engagement with service providers, helping to make services more responsive to local concerns.

(3) Delivering ‘Quick Wins’

These activities are likely to be relatively small scale and short term and may not necessarily be innovative or aimed at mainstreaming, but are designed to deliver benefits to local residents quickly. The purpose of such actions is to build local confidence, tackle specific problems and raise the profile of the Pathfinder.

(4) Learning & Development

These are activities that involve Pathfinders in reviewing their own progress, developing their institutions, systems and personnel and sharing information. It includes monitoring, evaluation, training and partnership development.

Pathfinders should have formal reflective processes to ensure that their progress is reviewed regularly (‘how are we doing?’) and that their experiences are recorded, assessed and shared (‘what are we learning?’). This could include a range of activities from informal feedback, use of statistics to formal evaluation and self-evaluation.

(3) Types of Changes to Services

This is a categorisation of the various changes to services that Pathfinders might seek. These are changes/activities undertaken by *service providers* themselves and are the desired immediate end-product of the Pathfinder's activities:

(1) *Changing corporate policies amongst service providers*

- Securing changes to corporate policies (recruitment, procurement of services or goods, style of approach, etc) that benefit the neighbourhood and overcome previous stigmatisation or discrimination.

(2) *Re-allocating mainstream resources*

- Increasing expenditure on services
- Moving expenditure between services, to improve 'fit' with nature of local needs

(3) *Re-shaping mainstream services*

- Improving co-ordination between services:
 - i. Sharing data
 - ii. Referral of beneficiaries
 - iii. Operational co-ordination of services
 - iv. Co-location of delivery teams
 - v. Changes to area boundaries of services
- Filling gaps between services
- Reducing overlaps of services
- Joint working arrangements between services
- Joined up working at the point of delivery
- Devolved decision-making
- Devolved delivery of services
- Pooling of budgets

(4) *Improving service access to increase take-up*

- Increasing general awareness and take up of services
- Increasing awareness and take up of services amongst particular groups or in particular areas of the neighbourhood

It may be possible to measure and monitor changes to particular services with regard to various hard indicators, as follows:

- level of service expenditure
- level of service provision
- improved quality of services
- changes to the nature of services
- better take-up of services
- better take up of services by particular groups within the community, or from particular areas of the neighbourhood
- improved value for money

These indicators allow changes to services to be monitored and understood. As such, they represent ‘interim outcomes’, as they are a sign of change but are not the ultimate objective of neighbourhood management. The main aim is to change neighbourhood conditions (e.g. unemployment, crime levels, etc) and these are measured through local condition indicators.

Within this, particular issues to be alert to, in terms of clarifying benefits, are:

- Is there anything particularly innovative or unusual about the changes?
- Are any public expenditure savings likely to be made across service or organisational boundaries (will spending by one body save another one money)?
- Is there any shift from reactive to preventative expenditure or any recognition that the balance between the two types of expenditure is an issue?

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