



Title:	<b>Hele Neighbourhood Management Pathfinder</b>		
Purpose:	<b>Extended Project Brief</b>	<b>May 2009</b>	
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## 1. Purpose

This report has been produced to outline the proposal for a multi-agency Neighbourhood Management Pathfinder Project in the Hele area of Torquay and to gain concept support and authorisation to proceed from Torbay Strategic Partnership. It will be set within the context of the community Plan and the Local Area Agreement. It will answer the following questions:

*What is the project trying to achieve?*

*Why is it important to achieve these aims?*

*Who will be involved in the project and what will be their responsibilities?*

*When will the proposals be put into effect?*

The report will comprise the basic proposal, including project structure, resources required and partnership commitment as well as the local and national context for neighbourhood management. Also, it will outline some potential key areas for delivery. The report will include a summary of associated documents that will be form part of the overall delivery plan for the implementation phase of this project and beyond.

## 2. Proposal

This report proposes:

- The establishment of a 9-12 month Neighbourhood Management Pathfinder Project within the Hele area of Torquay. The pilot scheme should then act as a catalyst and

validation for an expansion of the concept into all the areas of socio-economic disadvantage and health inequalities within Torbay.

- The establishment of a 'phased' delivery structure where the Neighbourhood Management model would then be established in Torquay and Paignton Town centres, Ellacombe, Foxhole and Queen Elizabeth Drive. It is envisaged that this rolling programme would take approximately 3 years with the end product of a chain of ongoing Neighbourhood Management Projects throughout the areas of inequality and deprivation in Torbay. The aims and objectives of these projects would vary according to local need and community feedback although all would contribute to the aims of the Community Plan and of the Local Area Agreement

### **3. Relationship to the Community Plan**

Hele Neighbourhood Management Pathfinder complements the overall Vision for the Bay through supporting the following four key themes:

#### Pride in the Bay:

- Creating and maintaining quality environments that are clean and safe, accessible and pleasant.

#### Learning and skills for the future:

- Raising aspirations for all
- Narrowing the gap between the most and least advantaged children

#### The New Economy

- Increase the proportion of people of working age in employment and make sure older people are valued as an asset to the Bay

#### Stronger communities:

- People feel safe
- People have access to good quality housing and support, education training and employment.
- People live in healthier communities and have happy independent and healthy lives
- People can develop their own communities and treat each other with respect and consideration
- Older people feel valued, contribute and benefit from the Bay's improved economy

#### 4. National context

Neighbourhood Management is a strong and effective example of neighbourhood working. 35 'Pathfinder' projects were launched through the Social Exclusion Unit in 2000 and following recent national evaluation the methodology is estimated to be operating in at least 27% of England's unitary or district level authorities covering 4.2 million people across 500 neighbourhoods. The vision for the methodology can be summarised as:

*'bringing residents and service providers together to improve the quality of life for the people in the most disadvantaged neighbourhoods and ensure public service providers are more responsive to neighbourhood needs and to improve their delivery.'*

Neighbourhood Management exists within a clear sphere of **governance** with ultimate accountability resting with the Local Strategic Partnership through their Health and Well-being arm.

Delivery takes place through a specifically established and locally based Neighbourhood Team comprising a Neighbourhood Manager, residents and estate based workers such as Street Wardens, Police Community Support Officers, Housing Officers and Health Trainers. Working to a specified **Neighbourhood Management Action Plan** the Manager reports to a **formal leadership body or 'Project Team'** comprising residents, councillors and representation from the statutory agencies, voluntary and private sectors. Themed and similarly constructed **working groups** (for example, crime, environment, housing, education and health and spatial planning) are established within the next strata.

Partners are then specifically tasked with objectives from the Neighbourhood Management Action Plan, which in turn is based upon a comprehensive base-lining exercise. Tasking takes place through a proven **problem solving** format. In order to establish ownership, direction and priority at the planning stage **stakeholder events** are conducted prior to inception.

#### 5. Neighbourhood Management in Torbay

Torbay Council is currently implementing an ambitious Transformation Agenda. The 'Closing the Gap' project has been established with the aim of minimizing the impact of deprivation and inequality within Torbay. In the process of identifying ways of achieving its desired outcomes Neighbourhood Management has been identified as a priority area as it contains the following overarching objectives:

- Fulfil the Corporate Area Assessment recommendations to adopt measures that directly address quality of life in Torbay
- Support the creation of successful, vital communities resulting in an improved quality of life for all our neighbourhoods. The pathfinder has the scope to improve the visual appearance, quality of life, general business and social prosperity in our areas of health inequalities
- integrating existing and disparate service delivery and community activists under one banner

- support the Community Plan, Local Area Agreements and partner's strategic plans in creating positive outcomes for neighbourhoods.
- narrow the gap between the most and least disadvantaged neighbourhoods
- improve the 'liveability' of neighbourhoods through measures to increase local environmental quality and visual appearance
- aims to raise the standard and condition of privately owned letting accommodation
- support measures to improve the health and well-being of neighbourhoods
- support the delivery of sustainable long term reduction in crime and anti social behaviour including increasing public perception
- support the delivery of measures to reduce worklessness and encourage enterprise
- support the securing and delivery of targeted external funding for neighbourhoods
- reduce perceptions of crime and fear of crime in neighbourhoods
- improve customer satisfaction with the place they live and with council and partners' services and performance

It is envisaged that this application of a neighbourhood management 'model' within the Bay will comprise an effective new approach to locality and neighbourhood working and will assist the council and all partners to achieve excellence, particularly in the delivery of neighbourhood services and in the engagement and empowerment of local communities. This will be achieved through effective partnership delivery, clear governance, measured and achievable objectives at street level and 10 overarching principles for neighbourhood working (see Section 15).

The existing Community Partnership structure provides an immediate capacity framework for resident engagement and effective delivery.

## 6. Anticipated results

Through the national evaluation process it is clear that Neighbourhood Management is an effective tool for immediate 'quick wins' and a method of engaging residents as well as providing a framework for longer term goals through an effective *phased delivery plan*. Best practice points to several key areas of anticipated success in Torbay:

- Engaging communities: broadening resident engagement in their own decision making process through a locality based approach that is both practical and personal.
- Influencing services: through the 'joining up of two or more service providers, improving access to or take up of services or the *creation* of new service demand.

- Specific short term impacts: improvements include - resident satisfaction, street cleanliness, environmental enhancement, community reassurance, reduced fear of crime and perceptions of self reported health.
- Long term impacts: Longer term objectives such as improved life expectancy, reduced morbidity, improved quality of housing (both in terms of numbers and quality of privately owned rentals), improved employment and educational attainment should form part of the *phased delivery plan*. This plan will ultimately establish a set of objectives for each neighbourhood that escalate from the operational to the strategic, effectively joining up the areas with combined long term vision of improved quality of life for all.

## 7. Torbay Local Area Agreement 2008-11

Hele Neighbourhood Management Pathfinder supports many current indicators. Examples include:

NI 04: % of people who feel they can influence decisions in their locality.

NI 18: rate of proven re-offending by adults under Probation Supervision

NI 30: Re-offending rate of prolific and priority offenders

NI 39: Alcohol-harm related hospital admission rates

NI 40: Drug users in effective treatment

NI 111: First time youth offending

NI 112: Under 18 conception rate

NI 117: 16-18 year olds who are not in education, training or employment

NI 153: Working age people claiming out of work benefits in the worst performing neighbourhoods

NI 187: tackling fuel poverty/people receiving income based benefits/living in homes with a low energy efficiency rating

S1.3: reduce the proportion of young offenders who re-offend

S4.1: increase in % of people who feel informed about what is being done to tackle ASB in their local area

E1.3c: number of adults over 16 with a history of homelessness/offending/substance misuse resettled into a supported housing option

## 8. Neighbourhood Management in Hele

National best practice recommends choosing an area or 'neighbourhood' typically consisting approximately 5000 residents that is set within an area experiencing socio-economic disadvantage and health inequalities.

It is clear that Hele meets such criteria and has done for a long time. Historically deprived and exhibiting the symptoms of inequality and deprivation Hele features two super output areas that are included in the top 10% most deprived in England. The area is subject to a high degree of varying interventions from the public and voluntary sectors that could be coalesced under the banner of a Neighbourhood Management pilot.

The area provisionally identified around Hele includes three residential areas, a small trading estate, a retail area, two community centres, one primary school, one secondary school and significant green space. The population covers a wide age range with a high working age proportion currently out of work and a significant proportion of lone parent families. Housing stock is a mixture of social and private housing. The main social housing provider is Riviera Housing Trust that has plans for substantial renovations in the area during this pathfinder period.

Over the years there has been a clear and evolving separation of the historical community into two main areas focusing on the Pendennis and Lichfield areas. Therefore an overarching long-term outcome of the Neighbourhood Management Pathfinder within Hele will be the re-discovering of the sense of community that once existed with Hele Road as its focal point.

Hele provides a suitable backdrop for the Neighbourhood Management Pathfinder and as part of the *phased delivery* plan will act as a catalyst for a series of similar initiatives throughout Torbay.

## 9. Project Team

The structure revolves around the Neighbourhood Management Team, co-located within the pathfinder area itself, the Project Team and also the Partnership Board within the 'Closing the Gap' Project.

The Project Team consists of representatives from all partner agencies and the pathfinder community itself. Each member will be of sufficient standing within their organisation to allocate resources and make decisions pertinent to the effective delivery of the stated outcomes. As issues, initiatives and concerns are identified by the ground focused Neighbourhood Management Team they will be communicated through the Neighbourhood Manager to the Project Team to ensure swift action is taken or decisions made at the appropriate level. Partners with regular input will hold standing appointments, partners with occasional input will be *tasked* to attend when required. It is envisaged that the Project Team will meet fortnightly through the implementation phase and then monthly when the pathfinder project is established. To date the Project Team has met twice with a suggested membership of:

Torbay Council:	Mark Richards Project Manager Healthier Communities, Tracey Cabache, Community Partnerships Officer, Jamie Staples, Senior Investigations Officer Spatial Planning
Torbay Care Trust:	Annette Benny, Commissioning Lead, Sue Watkins, General Manager for Public Health Provider Services (interim), Rebecca Walker, Patient & Public Involvement Support Officer
Riviera Housing Trust:	Alison Kenny, Community Development Manager
Devon & Cornwall Police:	PS Graeme Kay
Safer Communities Torbay	Carl Wyard, Anti-Social Behaviour Project Manager
Jobcentreplus:	Joan Farleigh, External Relations Manager
Supporting People:	TBC
Integrated Youth Services:	TBC
Private business:	TBC
Probation:	Alex Drennan, Ruth Roberts, Partnership and Joint Commissioning Manager
IBay Team:	Doug Haines, Partnership and Policy Analyst
Community Representatives	Proportionate representation from the three wards within the project area
Councillors:	As above
Young person's rep:	TBC
Devon & Somerset Fire & Rescue:	Ian Heywood, Group Manager
Torbay Development Agency:	Debbie Passmore, Partnership Executive

## 10. The Neighbourhood Management Team and project resources

The Neighbourhood Management best practice and national evaluation identifies a core team, delivery timescales and recommended budget. Within Hele there are numerous stakeholder programmes being delivered as will become evident through the mapping process. Therefore through a process of resource allocation, commitment to support and recognition of the Neighbourhood Management Team as the conduit for all related projects and initiatives we anticipate that the pilot will largely be delivered through existing resources:

- Neighbourhood Manager: seconded through Torbay Council (Community Safety) and Torbay Care Trust.
- Community Engagement Officer / Community Development Officer & administration support through Torbay Council (Communities).

- Patient & Public Involvement Support Officer (Torbay Care Trust)
- Torbay Street Wardens: 2 allocated to the Hele neighbourhood area.
- Community Safety Officer (Devon & Somerset Fire and Rescue)
- Police Community Support Officers: 2 allocated to the Hele neighbourhood area.
- Police Neighbourhood Beat Manager: 1 allocated to the Hele neighbourhood area.
- Health Trainer/Lifestyles Support Worker (Torbay Care Trust)
- Anti-Social Behaviour Case Manager (Safer Communities Torbay)
- Riviera Housing Trust: Housing Officer and administration support.
- Elected Councillors on a drop in basis.
- Small start up funds will be available through the Community Partnership/community Engagement budget although a fundraising strategy will need to be developed that identifies short term funding and turnaround times. As the roll-out moves into some of the more strategic aims of the phased delivery so longer term funding through partner agencies will need to be sourced.
- Pooled funding to site a cabin style office within the pathfinder area. Local companies/partners are currently being sourced to investigate the possibility of siting suitable accommodation for the Neighbourhood Team as listed above

## **11. Community Board**

The Community Board will comprise a group of constituted local residents and community representatives who will effectively task the Neighbourhood Management Team with identified work for the pathfinder area. It is anticipated that the Community Board will include representatives from active residents associations and the Acorn and Windmill Community Centres amongst others. Initial membership will be drawn up through the June stakeholder events. See organisational flowcharts in Appendices for further details.

## **12. Co-located office**

National best practice stresses the need for the Neighbourhood Management Team to be co-located on a permanent or shared basis within an office located within the pathfinder area. This will ensure that the team members are available on either a drop in of appointment basis but that there will always be a member of staff on hand to interact with the local community. It is anticipated that the office will be located near to the focal point of Hele Road, thereby ensuring ownership by all aspects of the community.



### 13. Supporting documents (to follow)

In order to provide the best foundation for delivery within the pilot area a series of pre-start activities and implementation phase activities will be undertaken:

- Maps: showing boundaries of the proposed area. Boundaries will be of a 'grey' nature to ensure that relevant community activity is included and that the project retains its inclusive. Community focused and led approach.
- Organisational chart: Easy to read flow charts outlining the structures
- Mapping of current service delivery: this would involve all statutory, voluntary organisation and private sector initiatives. Typical examples would involve the activities of the two community centres in the area – Windmill and the Acorn Centres, the activities of Environment Services under the Cleaner, Safer, Greener agenda, those of Children's Services, typically through Sure Start, and also the activities of the Street Wardens.
- Baselining activity: this process will take place as a pilot initiative for the newly formed iBay Team. Comprising analysts from both the council, police and Care Trust iBay will provide a comprehensive but quantified data set that will incorporate amongst others the Place Survey 2009, Joint Strategic Needs Assessment, related LAA targets, Crime and Disorder Strategic Assessment, FLARE returns, MOSAIC data, crime statistics, Torbay Care Trust data (including deaths, morbidity and hospital admissions), benefit levels, unemployment, absenteeism, housing data and street warden survey reports.

As well as the important 'number crunching' that is essential to such an exercise it is anticipated that some depth will be added to the profiling through the use of *anecdotal or interview style comments* to give an individual slant on what it means to live within an area such as Hele and what aspirations are evident.

- Themed analysis of survey data: this process will involve examining The Place Survey 2008, Street Warden Surveys, PACT data from the local police, Torbay Care Trust and Torbay Council Children's Services data amongst other available sources. From this data it is anticipated that themed areas or 'blocks' will be identified that can then be prioritised or added to at the subsequent Stakeholder Events.
- Stakeholder events: one or more initial events that would look to set out the multiple areas of interest within Hele based on the baselining activity and the themed analysis of current and previous surveys. These would then be prioritised by residents as well as potential new themes added at the following stakeholder events to ensure ownership at all levels at start up time.
- Project outcomes: a key document will be a series of 'outcomes' linked to the themed area of concerns or 'blocks.' Each outcome will be linked to a series of related measures or 'deliverables' with related timescales and responsible officers. As such the various outcomes will form the scope of the project. At the same time the project will also possess an exclusion criteria whereby it will be made clear that

where effective legally binding or existing channels of action are already in place these will be adhered to.

- Project Timeline: focusing on Hele in the first instance with potential to transpose the same timelines on subsequent projects in other areas of health inequalities within Torbay.
- Communication/PR strategy: development of a clear partnership strategy to support vision, a phased delivery approach and ownership by the community and all partners.
- Service Level Agreement/Neighbourhood Charter: establish as a commitment to the *neighbourhood* and not specifically as a tool for delivery.
- Budget report: focusing on in kind resources and officer allocation.
- Risk Log: This ongoing document will form part of the implementation process and will identify potential risks to project success including community engagement, partnership representation and delivery and office location.
- Control area: identification and base-lining of a 'control' area to provide subsequent evidence for the benefit of interventions. An alternative to implementing a 'control area' would be to measure the data captured for the previous two years in Hele. An eventual decision will be made in due course.

#### **14. Multi-agency support**

Support for the Neighbourhood Management model, both as a pathfinder within Hele and also as a phased rollout into other areas of health inequalities in Torbay is reflected in the membership of the Project Team and example comments below.

##### Torbay Care Trust

In achieving the status of World Class Commissioning it is crucial that Torbay Care Trust understands what the local population most need and want from health and social care services. Neighbourhood Management allows the Care Trust to follow a principle in initiating our work in those areas experiencing the greatest health inequalities

##### Devon & Cornwall Constabulary

Neighbourhood Management supports the implementation of the Neighbourhood Policing model that involves the placement of dedicated, visible and community accountable staff within a neighbourhood locality. This joint working will also facilitate inroads into the confidence targets set at national level and represented within the Local Area Agreement.

##### Devon & Somerset Fire and Rescue

The Devon & Somerset Fire & Rescue Service community risk profile indicates the main area in Torbay as being the Tormohun and town centre area as the area requiring intensive intervention and neighbourhood renewal.

### Devon and Cornwall Probation Area

The Neighbourhood Management model will assist in strengthening links between the Probation Service and a range of key partners, as well as improving links to the Borough Command Unit tasking process. This will ensure relevant information/intelligence is shared and actions put in place for those individuals identified at highest risk of re-offending, to enable a rapid response to fluctuations in offence types. This will enable accurate targeting of resources/developmental work on areas of intervention.

As with other areas in the country, development of the neighbourhood management model will allow for much tighter partnership working to meet and problem solve around emerging issues. This work would be able to look at changes in practice/policy, demographics, waiting times for treatment, housing/employment changes etc and identify and put in place actions to address them and/or to be fed back into service planning and commissioning functions.

In summary, we would hope that the neighbourhood management model will assist with the development of a system for ongoing monitoring and reporting of key risk factors for the Probation offender caseload- i.e. accommodation, employment, substance misuse. In doing this, the role and interaction of partners will be enhanced to provide more effective assistance with reductions in the number of people re-offending.

#### *Community Payback*

Community Payback provides over 30, 000 hours of unpaid work and reparation in South Devon each year of which Torbay is the largest benefactor. Effective delivery of community payback will continue to have a positive impact on signal crimes and make improvements to the physical environment of the community. Development of the Neighbourhood Management model will greatly enhance opportunities for the community to understand the aims of community payback and to influence how unpaid work projects contribute to their community. Through broadening resident engagement at a number of levels, the neighbourhood management model will increase ownership of community payback work, allowing for fuller participation in identifying and prioritising projects.

### Jobcentreplus

Jobcentreplus and LSC both have contractual arrangements with Working Links to deliver a European Social Fund programme in Torbay which links with Local Area Agreement priority NI 153 – working age people claiming out of work benefits in the worst performing neighbourhoods. This contract includes spatial and thematic targeting; particularly in Tormohun and Roundham with Hyde with an emphasis on delivery through Neighbourhood Action Teams using hooks such as sport, environment, family activities, arts and enterprise - especially through the voluntary and community sector.

Jobcentreplus also has contractual arrangements with Action 4 Employment in Torbay who deliver the government's 'Pathways to Work' provision – aimed at supporting those claiming health related benefits.

### Safer Communities Torbay

The model supports the delivery of Engaging Communities in Fighting Crime, a review by Louise Casey which demonstrates the need to deliver long term sustainable change in

reducing crime and increasing public reassurance. As such the public need to be at the heart of this work. Safer Communities Torbay is working to implement the recommendations within this report during 2009/10 of which the implementation of neighbourhood management is a crucial factor.

## **15. Proposed evaluation**

Evaluation will be a constant throughout the Neighbourhood Management Pilot with the formal leadership body or Project Team monitoring progress against the initial micro, street level targets identified and agreed with stakeholders. It is recommended that two evaluations take place at the mid way point and at the end of the implementation phase after 6-9 months.

## **16. Ten principles of neighbourhood working:**

Working with residents – residents are the local experts who will design and influence the services they receive.

Working with Community Champions – recognising the important role of the elected councillor and the power of local democracy.

Working in partnership – through the TSP and neighbourhood partnerships.

Making a difference – being outcome focused and working with communities to set budgets, performance manage and evaluate service delivery.

Creating self-sufficient and sustainable communities – breaking the cycle of dependency and co-producing outcomes with residents.

Tackling inequality and improving cohesion – being inclusive and targeting the whole community.

Understanding the evidence – working with residents to understand the results of consultation as well as information analysis.

Being flexible – to meet changing needs and circumstances, recognising the diversity of neighbourhoods.

Maximising value for money – balancing demand and ensuring efficiency.

Building capacity – community development and building capacity of stakeholders.

## **17. Key government drivers**

- Strong and Prosperous Communities: White Paper 2006
- Respect Action Plan 2006

- A Decent Home : Definition & Guidance for Implementation: DCLG 2006
- NICE Guidance – Community Engagement PH009
- National Community Safety Plan 2006-09
- Sustainable communities Act 2007
- An Action Plan for Community Empowerment: Building on Success 2007
- Local Government Public Involvement in Health 2007
- Lyons Enquiry into Community Engagement 2007
- Comprehensive Spending Review 2007
- Creating Strong and Prosperous Communities (Statutory Guidance) 2008
- Communities in Control: Real People, Real Power 2008
- Transforming Places, Changing Lives: A Framework for Regeneration 2008
- National Strategy on Participatory Budgeting 2008
- World Class Commissioning 2008

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