# Neighbourhood Management

**A report from Overview & Scrutiny**

# Contents

**Further information regarding this report can be obtained from:**

**Lead Review Officer:**     Benita Wishart

0121 464 6871

benita.wishart@birmingham.gov.uk

Reports that have been submitted to Council can be downloaded from www.birmingham.gov.uk/scrutiny.

# Preface

## By Councillor James Hutchings,

Chairman Local Services and Community Safety Overview and Scrutiny Committee 2010/11

We started this review when the city's neighbourhood management programme was in full swing, but it has taken some time to complete due to other work. We considered it appropriate to present our findings to Council as a record of what has been found and as helpful guidance as to the future. We wanted, in part, to draw attention to the variety of approaches there were to neighbourhood management across the city.

Birmingham has delivered one of the most ambitious Neighbourhood Management programmes in the country, in 31 priority neighbourhoods with a total population of some 350,000. The Committee has listened to those involved in this and have seen evidence of many improvements at a neighbourhood level.

The programme was funded through Working Neighbourhoods Fund grants which ended at the end of March 2011. It has not been possible to continue the programme due to the financial position the Council finds itself in. However, the programme has indicated some of the benefits of neighbourhood working and the Council and our partners need to consider how to retain a neighbourhood focus in the current circumstances.

I hope that this report offers some valuable suggestions about how to capture the good practice from the programme and to embed it in future neighbourhood working. One of the current workstreams within 'Taking Forward the Localism Agenda' is examining neighbourhood working. We hope that the suggested actions and the good practice identified within the report help both within this process and in the future within any restructuring or budget review.

We are grateful to the help of all who gave evidence and hosted visits and to Fiona Hughes, Acting Constituency Director for Yardley.

# Summary

The review was conducted by the Local Services and Community Safety Overview and Scrutiny Committee, with evidence taken between February and November 2010 from a range of witnesses including Council officers, residents, West Midlands Police and the community and voluntary sector.

The final report has been delayed by the pressure of the Committee carrying out two further reviews within that timeframe. This means that the context of the topic is now somewhat different. Not only has the key funding stream supporting neighbourhood management ended (Working Neighbourhoods Fund), but the City Council has to make savings of some £330 million over the next four years, and many of the partners involved in neighbourhood management are also experiencing reduced funding. The changing context, however, offers opportunities for neighbourhood working and the report makes suggestions about how to progress this in both the short term and the longer term.

Neighbourhood management is:

> "An approach that enables local communities and service providers to work together at a neighbourhood level to improve services and quality of life. It does this by joining up local services and making them more responsive to local needs."

Within Birmingham the approach taken between 2009 and 2011 was to have a Neighbourhood Manager for each of 24 priority neighbourhoods and six neighbourhood clusters. Local governance arrangements were developed, with reporting up to Constituency Strategic Partnerships and the Be Birmingham Neighbourhoods Board which had overall responsibility for the delivery of the programme. We have identified at least three models of neighbourhood management in the city, with variations to suit local circumstances. The most common approach was that the Neighbourhood Manager was managed by the Constituency. In Selly Oak neighbourhood management was rolled out across more neighbourhoods by having existing staff carry out Neighbourhood Manager roles in addition to their mainstream jobs. Finally, neighbourhood management in four of the areas were contracted out and these were managed by Balsall Heath Forum, Castle Vale Community Housing Association and Bromford Group.

Community engagement was a strength of many neighbourhood management projects. We heard about annual surveys of residents to identify priorities, involvement of residents on Neighbourhood Management Boards, and projects involving the community. There were many successes within the cleaner, greener, safer agenda and we heard of dramatic improvements to derelict sites and crime in some areas through Neighbourhood Managers co-ordinating responses with communities, West Midlands Police, the Council's Fleet and Waste Management team and other partners. Neighbourhood Managers were also required to work on other aspects of the Community Strategy too and we saw examples of them leading on and supporting a range of initiatives such as those countering worklessness and improving heath.

During 2010/11 work was undertaken to explore options for sustaining neighbourhood management projects once the Working Neighbourhoods Fund had ended. Whilst progress was made, the majority of Neighbourhood Managers have not been able to continue in post.

Neighbourhood Management has seen many successes within the most deprived parts of the city, both in terms of strengthening partnership working and in delivering improvements to residents as a result. It clearly helps to meet the Council's strategic outcomes and some of the principles set out in the Council Business Plan 2011+.

There were challenges faced including inconsistent partnership working across the city and the variety of administrative boundaries of organisations involved. Whilst the programme was felt to be too inflexible and involving too much bureaucratic paperwork at the beginning, some steps were taken to address this.

Our findings have led us to the conclusion that neighbourhood management can make a difference and that we would encourage good practice to be sustained as possible within the current financial climate. Whilst most Neighbourhood Manager posts have not been able to be continued we think there may be opportunities for mainstreaming aspects of neighbourhood management through adopting the Selly Oak model. The report also concludes that other neighbourhood working approaches, such as neighbourhood tasking should, where possible, be supported.

# Suggested Actions

| 1 | Any future neighbourhood management proposals should be left to Constituencies and local structures to decide how to implement them, rather than having universal top-down procedures. Cabinet Committee Achieving Excellence with Communities should develop a strategic framework for neighbourhood working to develop within. |
|---|---|
| 2 | That Constituency Committees consider whether they wish to continue or develop neighbourhood management within existing budgets and structures, learning from experiences, including the Selly Oak model. |
| 3 | That the Cabinet Member for Local Services and Community Safety and the Cabinet Member for Equalities and Human Resources consider the policy support required to develop neighbourhood working in the context of future plans for localisation. |
| 4 | That the relevant Cabinet Members (e.g. for Local Services and Community Safety; Housing; and Sport, Leisure and Culture) ensure that frontline staff continue to support neighbourhood tasking or other multi-agency structures for working collaboratively and addressing local issues and problems where they have proved effective. |
| 5 | That if funding becomes available in the future and in any restructuring or review of local services the Cabinet Member for Local Services and Community Safety and Constituency Chairmen take the opportunity to investigate opportunities for neighbourhood management. This should take account of an examination of value for money and potential employment liabilities and the potential for sourcing neighbourhood management on a voluntary basis. |

# 1   Introduction

## 1.1   Introduction

1.1.1   This Overview on Neighbourhood Management has been undertaken by the Local Services and Community Safety Overview and Scrutiny Committee. The aim was to examine the Neighbourhood Management Programme funded through Working Neighbourhoods Fund (WNF) and administered by Be Birmingham in the context of the WNF funding ending in March 2011.

## 1.2   Neighbourhood Management

1.2.1   The Department for Communities and Local Government (DCLG) defines neighbourhood management as:

> An approach that enables local communities and service providers to work together at a neighbourhood level to improve services and quality of life. It does this by joining up local services and making them more responsive to local needs. It is a process which recognises the uniqueness of each place; allowing the people that live, work or provide services in it to build on its strengths and address specific challenges.[1]

1.2.2   The process of neighbourhood management involves local agencies working together with communities to join up services and improve outcomes at a local level.

1.2.3   Neighbourhood management is a targeted approach and operates at front line delivery level making it highly flexible and responsive to local needs and providing added value and cost-effectiveness in local services.[2]

## 1.3   Why look at Neighbourhood Management?

1.3.1   Members of the Local Services and Community Safety Overview and Scrutiny Committee, at the beginning of 2010, wanted to review the merits of neighbourhood management in more depth to assist with recommending options after March 2011. The Committee prior to May 2010 consisted of Councillors Mark Hill (Chairman), Robert Alden, David Barrie, Gareth Compton, Fergus Robinson, Mahmood Hussain, Carl Rice, Shafique Shah, Ann Holtom, Jerry Evans, and Jim Whorwood.

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[1] http://www.swresourcecentre.org.uk/factsheet_no_6_-_neighbourhood_management.pdf
[2] http://www.bebirmingham.org.uk/page.php?id=257

1.3.2    Between May 2010 and May 2011 the Committee consisted of Councillors James Hutchings (Chairman), Tahir Ali, David Barrie, Alex Buchanan, Gareth Compton, Nigel Dawkins, Ann Holtom, Carl Rice and Robert Wright.

1.3.3    In addition to evidence gathering sessions in the Council House the Committee visited neighbourhood management projects in the Perry Barr and Selly Oak Constituencies.

1.3.4    The key question we have sought to answer was:

> Does neighbourhood management help "decrease the differential" between the worst and best performing neighbourhoods in Birmingham, is it an effective way of doing this, and if so, what are the options for sustaining it after March 2011?

## 1.4    The Changing Context

1.4.1    The terms of reference for this Overview were agreed by the Committee in January 2010. At this time, the key motivation for considering the topic of neighbourhood management was that the key funding stream, Working Neighbourhoods Fund, was due to come to an end in March 2011. The purpose of the Overview was to assess the effectiveness of neighbourhood management and to offer suggestions about its future.

1.4.2    Although this was deemed to be an urgent topic, the Committee has, since that time, had to respond to two further issues within very constrained timescales – Localisation and Project Champion. Neighbourhood management deliberations were, therefore, put on hold. This means that the context of the topic is now somewhat different with both a new Government and the City Council's need to make significant budget savings. Not only has the key funding stream supporting neighbourhood management ended, but the City Council has to make savings of some £330 million over the next four years, and many of the partners involved in neighbourhood management are also experiencing reduced funding.

1.4.3    The changing context, however, offers opportunities for neighbourhood management. A key plank to neighbourhood management has been the engagement of local residents; ensuring that they are able to shape services and work with partners to make changes. The Big Society is a key plank of the Government's re-engagement of society with the Prime Minister having defined Big Society at various times as:

> Helping create the Big Society: This then is our new role for the state. Galvanising, catalysing, prompting, encouraging and agitating for community engagement and social renewal. It must help families, individuals, charities and communities come together to solve problems. We must use the state to remake society. We must use the state to help stimulate social action.[3]

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[3] David Cameron, 10th November 2009. At:
http://www.conservatives.com/News/Speeches/2009/11/David_Cameron_The_Big_Society.aspx

It includes a whole set of unifying approaches – breaking state monopolies, allowing charities, social enterprises and companies to provide public services, devolving power down to neighbourhoods, making government more accountable.[4]

The Big Society is about a huge culture change......where people, in their everyday lives, in their homes, in their neighbourhoods, in their workplace don't always turn to officials, local authorities or central government for answers to the problems they face, but instead feel both free and powerful enough to help themselves and their own communities.[5]

1.4.4    A thread running through these definitions is of the empowerment of local communities and neighbourhoods. Neighbourhood management can be one way of achieving this.

1.4.5    The neighbourhood has also been the focus of debates at a national level (localism) and local level (localisation). The Communities and Local Government House of Commons Select Committee is, at the time of writing, examining localism. Richard Kemp, the Liberal Democrat Lead Member at the Local Government Association defined localism as:

Involving people, wherever possible, in the decisions that affect their life, and devolving to officers, members and civil society – that's probably the easiest way to describe it – power to make those decisions at the lowest possible level, so we meet the real needs of local communities and individuals, not the perceived needs of people in Whitehall and town halls.[6]

1.4.6    At a city level the Committee responded to the Executive's consultation on the 'Future Shape of Localisation'. Whilst this response did stress the importance of local delivery of some services, there was no discussion of service delivery at the neighbourhood level due to this parallel Overview being undertaken. However, the neighbourhood level does need to be considered in any future review of service delivery and governance structures.

1.4.7    Outcomes (in terms of residents' quality of life) differ considerably across the city. The approach that has been taken to improve outcomes overall is to focus some interventions on the most

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[4] David Cameron, 31st March 2010. At:
http://www.conservatives.com/News/Speeches/2010/03/David_Cameron_Our_Big_Society_plan.aspx
[5] David Cameron,19th July 2010. At:
http://www.conservatives.com/News/Speeches/2010/07/David_Cameron_Our_Big_Society_Agenda.aspx
[6] House of Commons. Uncorrected oral evidence to Communities and Local Government Committee, 1st November 2010. At: http://www.publications.parliament.uk/pa/cm201011/cmselect/cmcomloc/uc547-i/uc54701.htm

deprived neighbourhoods – the priority neighbourhoods. These have been the focus, in general, for the neighbourhood management projects.

1.4.8    One other initiative, both nationally and within Birmingham, has been the strengthening of partnership working through the Total Place pilots, now being progressed as Community Based Budgeting. Within Yardley the Total Community pilot used that approach to focus attention on a single neighbourhood.

1.4.9    Overall, it is clear that the context has changed in a number of ways since the Overview commenced. Of particular note are the budget challenges and the delayed timescale for completion of the Overview. For these reasons some lines of enquiry were not pursued. By the time this report is presented to Council the neighbourhood management structures detailed in this report will have been dismantled. The report, therefore, aims to provide an overview of the neighbourhood management programme, to highlight the models in use and the strengths and weaknesses of the programme and to set out some options for the future.

## 1.5    Structure of This Report

1.5.1    The report outlines the history and aims and objective setting of neighbourhood management and discusses the funding that has been available (Chapter 2). Structures, governance and partners are outlined in Chapter 3. Chapter 4 aims to provide a flavour of neighbourhood management through some area based and thematic examples. Finally, Chapter 5 aims to pull out the conclusions and options for the future.

# 2 History, Aims and Funding of Neighbourhood Management

## 2.1 National Neighbourhood Management Pathfinders

2.1.1 In 2001-02 the Department for Communities and Local Government (DCLG)[7] established a neighbourhood management pathfinder programme to develop and test how neighbourhood management might be used as a tool to tackle disadvantage. Nationally 35 pathfinder areas were set up in two rounds: twenty initially with a further fifteen launched in 2003. Birmingham was not one of these pathfinders.

2.1.2 An evaluation of the programme, conducted by SQW Consulting for the DCLG demonstrated that neighbourhood management can make a significant impact in deprived neighbourhoods, particularly around crime reduction and environmental issues. This is reflected by the Flanagan[8] and Casey[9] Reviews, which both recommended aligning neighbourhood policing more closely with neighbourhood management to achieve joint outcomes.[10]

2.1.3 Although Birmingham was not one of these pathfinders, Birmingham was later awarded Neighbourhood Element (NE) funding and this is discussed below (section 2.31).

## 2.2 Neighbourhood Management Beyond Birmingham

2.2.1 Since Birmingham City Council is the largest council in Europe and covers the largest population in England it is not always easy to make comparisons with what is happening elsewhere. For the purpose of this Overview we received evidence from the Comprehensive Area Assessment and six neighbouring metropolitan councils were contacted. Details are in Appendix 3. It demonstrates that there is no single approach to neighbourhood management. That data was collected in May 2010 and although changes will have occurred it was felt that this still provides evidence of possible approaches.

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[7] Formally the Office of the Deputy Prime Minister (ODPM)
[8] Sir Ronnie Flanagan's 'Independent Review of Policing' in 2008
[9] Louse Casey's review for the Cabinet Office 'Engaging Communities in Fighting Crime' in 2008
[10] http://www.official-documents.gov.uk/document/cm74/7448/7448.pdf

## 2.3   Neighbourhood Management in Birmingham

### Neighbourhood Management 2005 – 2009

2.3.1   In 2005–06 Birmingham was awarded £4.8 million[11] Neighbourhood Element (NE) funding. This Government funding was designed:

> To improve the quality of life for people living in the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery.[12]

2.3.2   The City Council used the Neighbourhood Element funding to pilot neighbourhood management in ten of the most disadvantaged areas. Five Wards were eligible for Neighbourhood Element funding, covering ten neighbourhoods. The pilot adopted a phased introduction. Phase 1 consisted of six neighbourhoods in 2006–07[13]. Phase 2 consisted of four neighbourhoods in 2007–08[14]. A Neighbourhood Manager was assigned to each neighbourhood. The City Council acted as the accountable body with strategic management being the remit of Be Birmingham (the Local Strategic Partnership).

2.3.3   Each priority neighbourhood was allocated £100,000 per year for two years to fund the Neighbourhood Manager's post and the posts of any support staff. Each neighbourhood was also able to submit applications for project funding from the Innovations Fund (up to £90,000 over two years per neighbourhood). In addition, Members in each Constituency could match NE funding with Neighbourhood Renewal Fund (NRF).

2.3.4   The light touch evaluation 'Learning from Neighbourhood Element to Improve Birmingham's Neighbourhoods' found that neighbourhood management had been good at:

- Bringing together local people with local partners to improve services 'on the ground' particularly through activities for young people; and

- Had been most successful in the areas of 'crime and grime' and young people through more joined-up responsive services.

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[11] SQW Consulting (2008) Neighbourhood Management Beyond the Pathfinders 10 Full Case Study Reports. At: http://www.sqw.co.uk/nme/downloads/Non_NMP-Case_Study_Reports%20_Final.pdf
[12] Office of the Deputy Prime Minister (2006) *Neighbourhood Management – At the Turning Point?* At: http://www.sqw.co.uk/file_download/15
[13] Bordesley Green, Farm Park/ Sparkbrook, Highgate/ Small Heath, Kingstanding, Lozells, and Saltley/ Washwood Heath
[14] Handsworth, Soho Finger/ Gibb Heath, Summerfield/ Central, and Glebe Farm/ Lea Village

### Neighbourhood Management 2009 – 2011

2.3.5    Subsequently neighbourhood management arrangements were put in place in 24 priority neighbourhoods[15] and six neighbourhood clusters each of which covered a number of non-contiguous Super Output Areas (SOAs) using Working Neighbourhoods Fund (WNF). Please refer to Appendix 1 for a map of the priority neighbourhoods and clusters.[16]

2.3.6    The majority of Neighbourhood Managers were recruited and line managed through the Constituencies. Neighbourhood management for four of the priority neighbourhoods and clusters was commissioned through partner organisations and this is discussed further in section 3.3.

2.3.7    The Selly Oak Constituency decided not to appoint a Neighbourhood Manager for its priority neighbourhood cluster (comprising two neighbourhoods), on the basis that it had introduced a light touch mainstreamed approach to neighbourhood management in 20 (now 22) of its 34 defined neighbourhoods over the last two years.[17]  This approach is outlined in section 3.3.6.

## 2.4    General Aims

2.4.1    The programme aimed to improve Birmingham's neighbourhoods, particularly the least affluent ones, addressing poor performance against agreed city targets and locally determined priorities and making people's lives better where it counts – in their own neighbourhood. It had four key elements:

- Focused intervention in the 31 priority neighbourhoods across the city to deliver improved outcomes in those neighbourhoods and improve satisfaction levels of residents with their local areas;

- Empowering communities to make a contribution;

- Driving partner commitment to change and effective joint working at neighbourhood level; and

- Putting in place an infrastructure to enable change to be driven at neighbourhood level, but also enable city driven interventions to maximise impact at neighbourhood level.

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[15] The 25 priority neighbourhoods were defined by using a mapping exercise to highlight Super Output Areas (SOAs) falling within the worst 5% nationally for multiple deprivation. These were then grouped together to form neighbourhoods of a population of up to 15,000.  A further six clusters using the same methodology for non-adjacent / non-contiguous SOAs were defined.

[16] The intention had been to establish neighbourhood management in 31 neighbourhoods.

[17] Based on the neighbourhoods in the 10% most deprived Super Output Areas in the country, and those with two domains from the index of multiple deprivation in the worst 20%. Selly Oak Constituency Plan 2007-1010

## 2.5 Setting and Monitoring Local Priorities

2.5.1 A detailed analysis of the performance of each priority neighbourhood / cluster against key Local Area Agreement targets was completed by Be Birmingham and a wide range of socio-economic data used to produce 31 individual Neighbourhood Strategic Assessments to inform planning and delivery of interventions at a neighbourhood level.

2.5.2 Neighbourhood Managers used the Neighbourhood Strategic Assessment and local consultation to formulate a Neighbourhood Plan for each priority neighbourhood which set out the partnership priorities for improving the neighbourhood. This was agreed with stakeholders and endorsed by the local Constituency Strategic Partnership and the local Neighbourhood Partnership. Quarterly progress reports were produced against these plans which were then summarised at a Constituency level. These Constituency reports then formed the basis for a quarterly progress report to the Neighbourhoods Board.

2.5.3 Some examples of this approach from the Handsworth Neighbourhood Management Plan March 2010 - March 2011 are shown overleaf in Table 1. The plan itself was 40 pages long, so the table provides a flavour of the range of issues tackled through neighbourhood management. In total 85 actions were included in this plan which indicates the extent of partnership working in the locality. The plan indicated the partners identified as contributing to each action. The Neighbourhood Manager was named as the lead on a small proportion of the actions. For 22 actions the Neighbourhood Manager was named as the sole lead and in a further 14 as a joint lead. For only one action was the responsibility that of the Neighbourhood Manager's alone: to establish a safe, green group to manage issues regarding local concerns and anti-social behaviour. The Neighbourhood Manager's role was key to all actions as the action planning process which she facilitated enabled the priorities to be determined and the actions identified and monitored.

## 2.6 Neighbourhood Management Funding

2.6.1 Neighbourhood management in Birmingham has always been short-term funded, previously with neighbourhood element funding and latterly with WNF funding, which ceased in March 2011.

2.6.2 The programme 2008-2011 was funded via Working Neighbourhoods Fund (WNF) with a total budget available of £4,200,000.[18] What this meant for a typical neighbourhood management area is that this funding paid for the Neighbourhood Manager's salary, an annual running budget of £10,000, a community engagement and communications budget of £4,000 and an interventions / early wins budget of £5,000. In addition the Constituencies received £2,000 towards support costs. There were two additional funding streams:

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[18] March 2009 Cabinet report

**Table 1: Handsworth Neighbourhood Management (NM) Plan – Examples of Priorities**

| Theme | Priority Issue | Objectives | Actions |
|---|---|---|---|
| Suceed economically | Area regeneration and investment | Ensure that there is regeneration and investment within the NM area | Work with regeneration partners to support investment in key sites within or boarding the NM area that will contribute to economic growth |
| | Low income / child poverty | Raise awareness around child poverty and work with partners to tackle local issues | Increase referrals to family support / money advice services |
| Stay safe in a clean, green Neighbour-hood | Serious violent and acquisitive crime | Increase awareness of domestic violence crime within the neighbourhood management area and promote better access to services for residents affected | Run a women's day event with Neighbourhood Managers from Lozells and Birchfield |
| | Litter, dumped rubbish and detritus | Improve street and environmental cleanliness within the NM area | Carry out an audit of the NM area to identify grot spots and areas that require action. Repeat on a 6 monthly |
| Be healthy | Health inequalities | Establish health needs within NM area | Collate health reports / data and service information to develop a local health needs assessment |
| | Increasing access to services and screening | Promote stop smoking services within the NM area to contribute towards increasing the number of smokers from the NM area that quit | Develop working relationships with stop smoking providers and support initiatives to increase take-up |
| Enjoy a high quality of life | Decent housing and reduction in empty properties | Tackle housing issues within the neighbourhood | Undertake a mapping exercise of all void properties in partnership with local service providers |
| | Services and facilities for children and young people | Ensure that young people have opportunities to meet the Every Child Matters and Brighter Futures outcomes | Establish a youth service provider forum in partnership with BCC Youth Service and establish a database of local provision |
| Make a contribution | Lack of awareness and co-ordination of community-led activity / groups / volunteering | Increased active participation of Handsworth residents, empowering them to influence neighbourhood management planning and service delivery | Provide support to groups / forums across the NM area to build capacity and maintain local resident involvement |
| | Lack of people feeling they can influence local decision-making | Enable more local citizens to have their say and influencing local regeneration within NM area | Increase local participation in the regeneration of Handsworth through various externally commissioned projects: Sense of Place Project, Beyond Bricks Project |

- The Neighbourhood Intervention Fund (Early Win Fund) was a dedicated fund (£500,000) that could be 'bid' into by Neighbourhood Managers to support the delivery of small scale, short-term interventions. Interventions supported by the fund needed to reflect neighbourhood priorities and have evidence of need or partnership working.[19]

- The Successful Neighbourhoods Fund was part of the Social Capital and Enterprise Programme, with the allocation of an additional £40,000 WNF to each priority neighbourhood and cluster. The funding was managed through Constituencies by their respective Neighbourhood Managers who were responsible for assessing applications and supporting local community and voluntary organisations to deliver their individual projects in line with Be-Birmingham guidance.

2.6.3    Additional resources, such as Future Jobs Fund trainees, were aligned to this programme.

2.6.4    It proved difficult to find evidence about some key areas of finance. First, how much, if anything, did partners contribute in cash or in kind to the programme? This does appear limited, but there were some examples. The West Midlands Police indicated that additional internal funds were successfully bid for in Perry Barr as a result of neighbourhood management. In Selly Oak the West Midlands Police contributed £1,700 to a community event.

2.6.5    Second, how much additional funding was levered in due to the neighbourhood management approach? We received evidence about many examples of additional funding. The Handsworth neighbourhood management area was delivering an additional £49,000 of projects (at the time of the Committee visit, September 2010) which included environmental projects, community engagement, social media and health and heritage projects. In addition, bidding for funding has been an explicit role for some Neighbourhood Managers. The Neighbourhood Managers within the Selly Oak Constituency, for example, made 18 bids to gain an additional £160,000 of external funding.

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[19] Progress towards LAA Targets: Neighbourhoods Approach and Community Engagement report to this Committee on the 26th January 2010

# 3 Structures and Partners

## 3.1 Introduction

3.1.1 This Chapter considers the structures which supported the delivery of neighbourhood management objectives at a city-wide and neighbourhood level and the models adopted.

## 3.2 Overview of the Structures

3.2.1 Figure 1 depicts an overview of the neighbourhood management structure that was in place. At the time of writing the future of the Neighbourhood Partnership and the Neighbourhoods Board (as part of Be Birmingham's restructuring) was under discussion.

**Figure 1: Overview of Neighbourhood Management Structures**
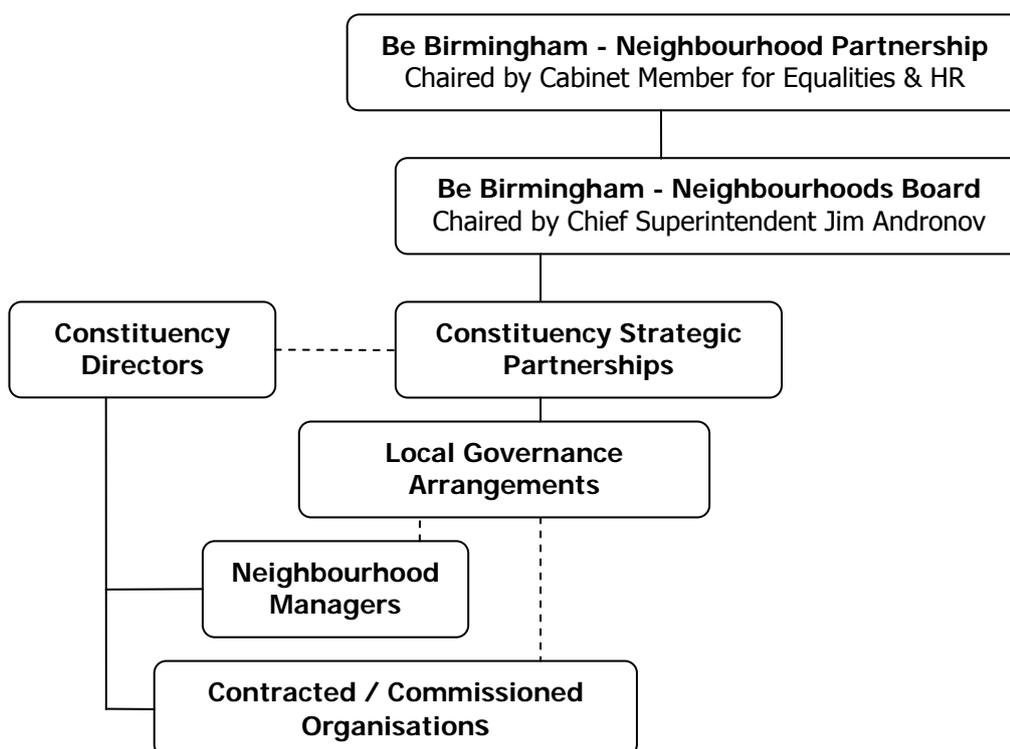


**Be Birmingham Neighbourhood Partnership**

3.2.2 A Neighbourhood Partnership chaired by the Cabinet Member for Equalities and Human Resources and comprising stakeholders across the city was formed in January 2009 to:

- Provide strategic direction to the neighbourhoods agenda and steer the working of the Neighbourhoods Board;

- Provide a deliberative forum for partner agencies and sector representatives to share and test ideas for taking forward the neighbourhoods agenda; and

- Receive reports from the Neighbourhoods Board on progress towards targets.

## Be Birmingham Neighbourhoods Board

3.2.3    The Be Birmingham Neighbourhoods Board had overall responsibility for the delivery of the neighbourhood management programme, whilst programme delivery was managed by Constituencies.

3.2.4    The Neighbourhoods Board (part of Be-Birmingham) met quarterly and was made up of the following organisations and partnerships:

- Birmingham City Council;

- Constituency Strategic Partnerships (CSPs);

- Be Birmingham (including representatives from the Be Birmingham partnerships);

- City-wide organisations (including BVSC and West Midlands Police); and

- Co-opted organisations.

3.2.5    The Neighbourhoods Board's key priorities were monitoring delivery plan progress; strengthening effective partnership working; and planning for the future.

## Constituency Strategic Partnerships

3.2.6    Constituency Strategic Partnerships (CSPs)[20] were responsible for the programmes in their area, with the responsibility for agreeing the Neighbourhood Plans and monitoring performance.

## 3.3    Neighbourhood Management Models

3.3.1    We have identified at least three models of neighbourhood management in the city:

- Neighbourhood Managers managed by the Constituencies;

- The Selly Oak model; and

- Contracted out to third sector organisations.

3.3.2    Beyond that there are many variations, as there was a degree of flexibility at a neighbourhood level to suit local circumstances.

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[20] Constituency Strategic Partnerships (CSP) bring together statutory agencies and representatives of the community and voluntary sectors

## Constituency–led Neighbourhood Management

3.3.3   26 Neighbourhood Managers were line-managed through Constituencies which already have a local level focus to meeting the needs and priorities of local communities. Whilst the Neighbourhood Managers had a generic job description and common milestones to achieve, each was expected to deliver interventions to address a complex mix of issues and challenges that were unique to their respective priority neighbourhood or cluster.

3.3.4   The day-to-day work of each Neighbourhood Manager varied according to the social, economic and political environment in which they operated, but a range of bespoke neighbourhood interventions were delivered to 'narrow the gap' in neighbourhood performance.

3.3.5   This was balanced with the responsibilities of the Neighbourhood Managers to consult and engage extensively with local stakeholders in the development of interventions and the creation of Neighbourhood Plans through local governance structures.

## The Selly Oak Model

3.3.6   This model is examined in more detail in Chapter 4. Just two neighbourhoods within the Selly Oak Constituency cluster were eligible for Be Birmingham funding. The Constituency used this funding to enable neighbourhood management interventions in two of the 34 neighbourhoods in the Constituency.

3.3.7   The Selly Oak Constituency then mainstreamed the approach to neighbourhood management in two ways:

- Remunerated members of staff for outputs to be delivered whilst continuing to deliver all the other work requirements of their substantive post (14 neighbourhoods were covered through this approach); and

- Where jobs at a Neighbourhood Manager's grade or above became vacant the Constituency sought to incorporate neighbourhood management within the job description. To-date this has been developed for one post.

3.3.8   It appears that the Selly Oak model came about through the Constituency Director asking for more flexibility in using the funding and in response to Members' concerns that the programme was too prescriptive.

3.3.9   It is worth noting that following the ending of WNF funding the Constituency Director hopes to continue this approach to neighbourhood management in spite of budget and staffing reductions. However, this will depend on:

- Whether honoraria can still be paid for staff to do this as an additional duty;

- If staff accept it as a challenging objective within the personal development review (PDR) process; and

- If job descriptions are rewritten and neighbourhood management can be included.

3.3.10    Although the Constituency is involved in a reorganisation they are hoping to include responsibility for a neighbourhood in all middle management (GR5 and GR6) job descriptions.[21]

## Commissioned Neighbourhood Management

3.3.11    Five of these priority neighbourhoods / clusters were to be commissioned through partner organisations that had an established track record and significant experience in developing and delivering neighbourhood and community initiatives in partnership with local stakeholders. The process was successful for four of the neighbourhoods but one, Attwood Green, did not proceed.

3.3.12    The following commissioned organisations each received an individual grant of £120,000:

- Erdington Cluster 1: Castle Vale Community Housing Association;

- Erdington Cluster 2: Castle Vale Community Housing Association;

- Balsall Heath: Balsall Heath Forum;

- Kings Norton Three Estates, Pool Farm, Primrose and Hawkesley: Bromford Group.

3.3.13    Service Level Agreements (SLAs) were agreed and managed by the City Council to ensure consistency with the overall programme.

3.3.14    Members received evidence from the Balsall Heath Forum and the Castle Vale Community Housing Association (CVCHA). Both have operated at neighbourhood level for a number of years and it was logical that Be Birmingham invited both organisations to bid for contracts for the programme. The Chief Executive of Balsall Heath Forum felt that the third sector was best placed to contribute to the sustainability of neighbourhood management. The Chief Executive of CVCHA said that the decision to contract out neighbourhood management in Castle Vale was welcomed as it has added value to the existing structures in place. He argued that had the Council decided to deliver the service in-house there would have been a risk of duplication with these existing structures. At best this would have added duplication and complexity to neighbourhood working; at worst created uncertainly and capacity for conflict that may have damaged the work previously undertaken.[22]

## Local Neighbourhood Governance Arrangements

3.3.15    Each Neighbourhood Manager worked with local neighbourhood structures to agree neighbourhood governance arrangements. This meant establishing a new local Neighbourhood Management Board or working with an existing neighbourhood arrangement. At the time of writing, as part of the discussion on the future of localisation, governance structures within Constituencies are being examined to ensure they are fit for the future.

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[21] Email 24th February 2011, Constituency Director
[22] Castle Vale Community Housing Association Report to Overview and Scrutiny Committee, 9th November 2010

# 4 Case Studies

## 4.1 Introduction

4.1.1 This chapter outlines the approaches taken by three neighbourhood management areas and also provides examples of how Neighbourhood Managers addressed issues such as worklessness and health.

4.1.2 To underline the variety and breadth of issues tackled by Neighbourhood Managers a range of achievements for just one quarter (Quarter 3 of 2009/10) are included below to provide a snapshot of the progress that has been made across the city. Individual Neighbourhood Managers and their partners:

- Established a new domestic violence abuse forum with partners and agreed its terms of reference;

- Secured £15,000 funding to provide domestic violence training for teaching staff and the development of a domestic violence volunteer mentors scheme;

- Delivered the Midnight bus project – youth outreach targeting crime and anti-social behaviour hot spots;

- Secured £10,000 with a local partner to tackle anti-social behaviour;

- Secured funding for young people to lead in development of a DVD on anti-social behaviour;

- Conducted two multi-agency operations targeting illegal businesses;

- Developed a pilot project to provide diversionary activities for Muslim men;

- Undertook a graffiti survey and removed 100 pieces of graffiti;

- Brought together shopkeepers for the first time to explore providing unemployed people with work experience;

- Co-ordinated a jobs fair with partners and advertised the Future Jobs Fund programme;

- Co-ordinated the work of Future Jobs Fund apprentices;

- Commenced mapping of health needs;

- Delivered a Stop smoking campaign;

- Co-ordinated two all-out days with partner agencies;

- Promoted anti-poverty initiatives, such as the green doctor scheme and free school meals;

- Developed a learning links programme with a local college;

- Established a youth provider forum and commenced mapping of youth provision;

- Developed a personal development course at a school for parents to build confidence and self-esteem;

- Established a neighbourhood web site; and

- Established a local residents' group.

4.1.3 A range of very different risks and challenges were also identified in the same quarter (Q3 2009/10) by individual Neighbourhood Managers which indicate some of the inconsistent approaches faced across the city including:

- The absence of a Constituency Strategic Partnership which impacted negatively on partnership working;

- Challenges faced in getting a Primary Care Trust (PCT) representative on the Neighbourhood Management Board;

- Some individual frustrations at the performance of some service departments (which may reflect the fact that resources are not unlimited);

- Difficulties developing a Neighbourhood Management Board;

- Lack of administrative support for Neighbourhood Managers; and

- Lack of local health data.

## 4.2   Case study 1: Perry Barr Constituency

4.2.1 The Perry Barr Constituency had three priority neighbourhoods: Lozells, Handsworth and Birchfield. Neighbourhood management in the first two areas were funded under the Neighbourhood Element grant and so have been in operation for longer. All had Neighbourhood Management Boards chaired by local Councillors. The Neighbourhood Managers reported to existing governance structures: Ward Committees, the Constituency Strategic Partnership and Local Delivery Groups.

4.2.2 The Handsworth neighbourhood management area, as one example, straddled two Wards: the south of Handsworth Wood Ward and the west of the Lozells & East Handsworth Ward. The area has benefited from having the Handsworth Neighbourhood Partnership and a Neighbourhood Manager since 2007. Although one Councillor chaired the Neighbourhood Management Board, a Councillor from the adjacent Ward also sat on the Board. The Board, which met monthly, included residents, third sector organisations and partners such as Police, Fire, Youth Services and Fleet and Waste Management. It also had an environmental sub-group.

4.2.3 When the Lozells Neighbourhood Manager was appointed in 2007 there were many challenges in the area such as the recent disturbances and shooting incidents. Foundations for the success of neighbourhood management were put in place, including clearly defining the neighbourhood based on local identities in a way which made sense to local people. They built upon an existing strong

network of partners, and local residents and Councillors were prepared to work to develop relationships. The work was kick-started by a neighbourhood conference bringing together partners and residents to agree priorities.

4.2.4    Building trust came though tackling open drug dealing and prostitution, plus tackling "grot spots". The role of the Neighbourhood Manager was to act as a bridge between agencies, to work closely with residents, to co-ordinate joint walk abouts and partnership meetings and to build the case and advocate for continued investment into Lozells. Alongside the desire for transformational change in Lozells through regeneration investment, residents also advocated an approach to building pride in the neighbourhood.

4.2.5    During the first four years of neighbourhood management reported crime rates dropped significantly year on year. The improvements in street cleanliness were also significant. In November 2006 (before neighbourhood management started) 40% of sites in the neighbourhood were judged unsatisfactory in terms of litter and detritus. By December 2009 we were informed that 9% of sites were unsatisfactory for litter and 0% were unsatisfactory for detritus.

4.2.6    We heard lots of examples of where neighbourhood management made a difference and some of these are noted below. The Neighbourhood Manager was able to push for some projects to be taken forward. A derelict plot on the Soho Road (known as the Bill House site) has the potential to regenerate Soho Hill and Villa Road. The Neighbourhood Manager chaired meetings and brought together key people and Urban Living has since funded hoardings to secure the site. A local resident reported that it does not now look like an eye sore.

4.2.7    Health is a long term issue. The Neighbourhood Manager enabled dialogue between the Primary Care Trust and the mental health trust.

4.2.8    It was claimed that crime figures in Lozells became lower than in Sutton Coldfield and it was felt that neighbourhood management has played a role in this. There was strong partnership working with the Police Community Support Officers, the local Inspector and the Neighbourhood Manager working closely together. Crime statistics were discussed regularly at the Neighbourhood Management Board. It was noted that whilst once the residents would not approach the Police or Fire Service, but they now did.

4.2.9    Litter and fly tipping, especially in derelict sites was a problem in the area, although much improved. The Handsworth Neighbourhood Manager adopted a logo developed by a young person "Hands on Handsworth" and worked with businesses to get them to sign up, pledge support and display a poster. This approach was also adopted by the Soho Finger and Gibb Heath Neighbourhood Manager on the other side of the Soho Road.

4.2.10   In Lozells six months prior to our visit there were 27 derelict sites. The Environmental Partnership (a sub-group of the Neighbourhood Management Board) targeted these and by the time of our visit the number had halved to 14. One example of an improved area was at the rear of a very overcrowded terraced house where the fence was broken and rubbish tipping was taking place.

The Neighbourhood Management Board secured £16,000 from Be Birmingham to secure the site and to create a nature area, with key access for residents.

4.2.11 The local Youth Centre had a big outdoor area that was little used, although there was a local demand for football facilities. The Neighbourhood Manager pulled together a working group which identified that glass on the field was a key use for its underuse. The Neighbourhood Manager supported the Centre Manager in tackling this.

4.2.12 Neighbourhood Managers managed to see through projects which other officers had not had time to do. One example given was of an estate which had challenges (including shootings), but had been given little attention. At the time of our visit problems were being resolved and the estate was short listed for the Homes and Communities Awards 2010.

4.2.13 The Chair of the Neighbourhood Management Board felt that neighbourhood management was one of the best things she had been involved with as a Councillor. The Neighbourhood Manager highlighted issues of importance to residents and ensured they have been dealt with quickly. Councillor Hamilton said:

> She can glue the different agencies together. Before we didn't have someone who had the time to bring a project to fruition.

4.2.14 The Neighbourhood Managers brought in additional funding to their areas. Figures of £49,000 - £60,000 were noted. There is potential to further examine savings made by different services through neighbourhood management. For example, a community representative in Lozells noted that the Police have made savings of £6,000 by an area being gated.

4.2.15 Neighbourhood Managers in Lozells felt accountable to local residents who held them to account. Residents were said to welcome neighbourhood management and there was a good turn out to events. Urban Living funded some capacity building to help ensure that there could be some sustainability post March 2011.

4.2.16 As this report was being finalised we did receive an update about the sustainability of neighbourhood management in Perry Barr once WNF ceased. The posts of Neighbourhood Managers in Handsworth, Lozells and Birchfield have ended with two staff leaving the Council's employment.

4.2.17 In all priority neighbourhoods there will be some elements of activity that will be sustained beyond March 2011. In Handsworth this includes the Hands On Handsworth Residents' Network which will continue as a self sustaining group with a schedule of meeting dates for the next 12 months. The Hands on Handsworth blog and community magazine will continue with at least two further editions of the magazine planned. A group of community volunteer journalists and other interested parties have formed a steering group to consider how this element of activity might be continued into the future. Of course, without a full time dedicated resource in these priority neighbourhoods

some aspects of the work previously carried out by Neighbourhood Managers have inevitably come to an end.

## 4.3 Case study 2: The Selly Oak Model

4.3.1    In the Selly Oak Constituency the aim of Neighbourhood Management has been to improve neighbourhoods and address areas of greatest needs, although not focusing just on the most deprived areas. They divided the Constituency into 34 neighbourhoods and neighbourhood management is operating in 22 areas. Just two of these neighbourhoods were eligible for Be Birmingham Neighbourhood Management funding: Billesley and Druid's Heath. These two areas had to follow the reporting procedures of Be Birmingham's Neighbourhood Management Programme.

4.3.2    There has been no prescriptive form of governance in each area. Examples include regular partnership meetings to review action plans and formal Board meetings with memorandums of understanding. In most cases Councillors have taken the lead role and in all cases work has been reported back to the Ward Advisory Board. One focus has been to work with partners such as Housing Liaison Boards and Police and bring this expertise into the Boards and Forums. There were Ward Advisory Boards prior to Neighbourhood Management. They still exist, but their importance has diminished. Neighbourhood Managers have also attended a lot of other community meetings.

4.3.3    The approach taken has been for officers working in the Constituency to take on duties in addition to their normal duties. A variety of mechanisms have been found to provide an increment (worth around £800 per annum) for this. In one case the additional duties were written into the job description. Each person volunteering for the role has been responsible for a patch. It was suggested that this concentrates officers' minds and makes them accountable to local residents. They took this approach as they had seen Neighbourhood Managers parachuted into other areas and they did not want that. They felt there should not be a prescriptive approach and wanted to be able to develop a local model. It was pointed out that the Neighbourhood Managers have done a lot more than the additional payment might require as they have invested a lot of their own time and they are passionate about their roles.

4.3.4    Each Neighbourhood Manager has maintained their own specialist role. They felt this substantive role helps them bring something additional to their patch and that, therefore, this is an effective delivery model. For example, the Street Scene Officer felt he was well placed to deal with graffiti in the neighbourhood.

4.3.5    The essential elements of a Neighbourhood Manager have been:

- Achieving 5-10 locally agreed improvements each year;
- Submitting two funding bids;

- Carrying out an initial resident survey to establish a baseline and carrying out an annual residents' survey (e.g. at community events);

- A litter-pick with residents; and

- A monthly walkabout with partners and residents.

4.3.6 Collaboration and support has been enabled by many Constituency staff being based at the Constituency Office. They found that an advantage of this local base is that when residents phone up with queries they can identify easily who is best placed to resolve these.

4.3.7 In addition to the costs of the honoraria, each Neighbourhood Manager had a £500 budget and there was an additional budget which they could bid into. The relationship with partners could also bring in additional resources. For example, the cleansing team for the annual student clean up scheme 'In Waist Deep' went beyond what they were contracted to do. Partners contributed financially: West Midlands Police, for example, contributed £1,700 for an event. Overall, the Neighbourhood Managers raised over £160,000 in additional external resources in 2009/10. As noted in 3.3.8, although the WNF funding does not now exist, the Constituency Director hopes to be able to continue the principles above.

4.3.8 Having Neighbourhood Managers who know the patch well have made it possible to respond quickly. For example, they were able to use the Government's 'Connecting Communities' funding to effectively address local needs within a very short time scale.

4.3.9 Most neighbourhoods have an annual community event such as the duck race and fun day in Hazelwell Park. There were 10-12 events in the Constituency annually and an annual inter-neighbourhood games for 5-13 year olds. In addition, typical activities in Selly Oak have included:

- Gardening competition and club;

- Street dance;

- Resident involvement in designing a new archway for the Masefield Community Centre;

- A new structure and nature trail in a park;

- Supporting Selly Park Flood Action Group;

- A street scene project;

- A Police anti-graffiti project;

- Crime reduction initiatives;

- Fun day with a focus on employment (in partnership with Pertemps) and volunteering;

- Inter-generational activities e.g. litter pick;

- Tackling anti-social behaviour by getting residents, parents and the Anti-Social Behaviour Officer into the community centre, discussing responsibilities under the tenancy agreement and offering young people rewards for good behaviour; and

- The development of a voluntary code of conduct for letting boards in the student areas (the first of its kind in the city) and regular meetings with landlords and agents.

4.3.10   Many of these projects have had longer term outcomes. For example, in Masefield the inter-generational work means the young people have became more respectful. The Police Community Support Officer suggested that this rubs off on the peer group and if one or two people are polite to her, others in the group will be too.

4.3.11   As a summary in Selly Oak we were informed that:

- Organisations were working in partnership;

- Residents were able to identify local issues which were actioned, and those engaged in the process were very satisfied with progress;

- A small number of significant improvements were made in some areas; and

- A very large number of small improvements were made in all areas.

## 4.4   Case study 3: The Castle Vale Model

4.4.1   Leadership in Castle Vale is created through the strengths of two organisations: Castle Vale Community Housing Association (CVCHA) and Castle Vale Neighbourhood Partnership Board (NPB).

4.4.2   CVCHA's strength comes through the ownership of the 2,450 rented homes within the neighbourhood. CVCHA has been able to set up a subsidiary Community Development Trust to lead on a range of non housing activities to support the community. This includes: youth engagement and support, health and wellbeing programmes, mental health support and employment and training activities. CVCHA invests £200K per annum into the trust – this represents less than 5% of the annual rental revenue but enables this wide range of supportive activities to be delivered.

4.4.3   Although CVCHA is a community based organisation, the ownership of the housing stock provides the financial strength, strategic leadership and organisational infrastructure to ensure the requirements of the neighbourhood are delivered and partners are held to account.

4.4.4   The Neighbourhood Partnership Board brings together residents and the statutory and voluntary agencies with responsibility for Castle Vale. Whilst CVCHA is only one of 12 members of the partnership, it provides a critical support role in employing a Neighbourhood Manager to run the NPB and provides governance, financial and administrative support. Residents are involved at all levels from leadership through to scrutiny and consultation.

4.4.5   The support and management role provided to the Neighbourhood Partnership Board enables the Neighbourhood Manager to concentrate on working with residents and partners to deliver the Neighbourhood Plan and not become distracted by the pressures of operating a separate organisation.

4.4.6    The community based housing model ensures financial strength. CVCHA's cash flow support between funding programmes prevents the problems of 'stop – start' funding so often associated with programmes operated by third sector organisations.

4.4.7    Castle Vale does offer an alternative model. Firstly the NPB in Castle Vale is an independent not for profit company. The members of the NPB are also Directors and therefore take a position of responsibility and accountability. The statutory agencies also understand the level of commitment they are giving to Castle Vale when joining the Board. The benefit of limited company status also enables the Board to commission work on behalf of the community and it is also able to attract external funding.

4.4.8    The funding and support arrangements between the NPB and CVCHA mean there is a long-term future for the NPB. This enables the NPB to develop longer term plans. For example, the first Neighbourhood Plan covered the period 2005 to 2010. The new plan covers the period 2010 to 2020. This brings confidence to the community that the NPB will support the sustainability of Castle Vale in the long-term. It also enables statutory agencies to work together to achieve an aspirational vision that requires long term delivery. Even post WNF funding it is largely business as usual for Castle Vale with the key message being that the infrastructure within the estate provides the capacity for sustainability.

4.4.9    Neighbourhood management is closely linked to other structures. The Neighbourhood Plan for Castle Vale links directly into the Constituency Community Plan and the wider Be Birmingham outcomes and planning structure. This structure has been established to ensure the NPB can demonstrate the value of its work within the wider Constituency structures.

4.4.10   The NPB benefits from a very positive relationship with Birmingham City Council at a range of levels. At Board level, the Council is represented by an active Ward Councillor and the Constituency Director. The Head of the local senior school is a member of the Board and provides a link to the extended schools cluster and primary school heads. Other Council officers will report to the NPB when there are relevant issues to be considered. For example, challenges with contaminated land, changes to sports facilities, and economic development activities.

4.4.11   Council officers and Ward Councillors are active in the sub-groups that support the Board. This includes Waste Management colleagues, Highways, Leisure and Adults and Communities. It is at this sub-group level, where much of the detailed work is undertaken, and where Council officers work with neighbourhood based agencies and local residents. The work at this level is valued and supports the delivery of the headline Neighbourhood Plan activities that are monitored by the Board.

4.4.12   The best way to demonstrate the added value delivered through neighbourhood management in Castle Vale is by looking at the results of the Birmingham Opinion Survey 2009. This survey looked at all the priority neighbourhoods in the city; the results are below.

Table 2: Birmingham Opinion Survey 2009

| Indicator | Castle Vale | Ranking (sample 31) | Best N'hood | Worst N'hood | City Average |
|---|---|---|---|---|---|
| Overall satisfaction with the local area | 95% | 1st | 95% | 61% | 86% |
| Different backgrounds getting on well together | 91% | 1st | 91% | 53% | 78% |
| People who agree the Police and agencies successfully dealing with ASB & Crime | 70% | 2nd | 73% | 18% | 43% |
| People feeling they can influence decisions | 56% | 5th | 64% | 11% | 46% |

# 4.5   Theme 1: Community Safety

4.5.1   A Neighbourhood Policing Inspector described the close working relationships in Perry Barr between West Midlands Police and the three Neighbourhood Managers within the Constituency. There were monthly meetings between the Inspector and the Neighbourhood Managers. These relationships enabled the Police to contribute not only to delivery of community safety activities but also to other strands, such as worklessness and health. As an example of that good work the Neighbourhood Policing Inspector referred to the amount of funding secured for a range of local and community projects based on the evidence of partnership working.

4.5.2   It appears that the West Midlands Police were one of the most supportive partners of neighbourhood management, which is, to a large extent, because it enabled them to improve their local delivery. For example, in Shard End in the Lea Village and Glebe Farm neighbourhood management area we were told that the Police response to the concerns of the Neighbourhood Management Board had been outstanding.

4.5.3   In addition, Neighbourhood Managers have helped the West Midlands Police make links. Neighbourhood Managers in Perry Barr were felt to add value by drawing together and fostering links between relevant partners. They were also the link with Elected Members. Moreover, they had an understanding of the communities in which they were involved. Neighbourhood Managers were the key point of access to the Council for partners as they were knowledgeable about the structure and services and could assist partners in developing their understanding.

4.5.4   Neighbourhood tasking is an important multi-agency role in which the Police are key players. It enables Elected Members and members of the public to meet officers from a range of agencies to raise issues of concern and work together to prioritise them and resolve them. This approach is firmly embedded in the neighbourhood policing teams.

4.5.5   Commenting on the challenge of the withdrawal of WNF funding the Neighbourhood Policing Inspector says:

I am proud of the success achieved within Perry Barr Constituency, however critical areas of Birmingham with a history of challenge, deprivation and historically high crime will no longer have additional support from WNF. Whilst the clear aim of all partners is to continue the good work, I fear that the excellent progress made in recent years may be eroded without continuing drive, ownership and investment.

## 4.6 Theme 2: Worklessness

4.6.1 With WNF funding there were a number of locally based staff who actively assisted in making an impact on the level of unemployment and worklessness in priority neighbourhoods. These included Neighbourhood Managers, but they also worked collaboratively with Constituency Employment and Skills Co-ordinators and Constituency Directors and (where they existed) Town Centre Managers. Through a series of Local Provider Forums these local activities were also linked into a range of centrally and strategically commissioned employment support activity. This included the WNF contracted providers commissioned through the Council's Planning and Regeneration function against locally derived Neighbourhood and Constituency Employment & Skills Plans.

4.6.2 The neighbourhood management approach for worklessness developed from good practice in an area based initiative (Aston Pride), the benefits of which were a local presence, local ownership, accessibility and information exchange.

4.6.3 The Neighbourhood Managers acted as local champions. Under WNF a range of third sector agencies were also commissioned to engage with workless residents in different areas of the city. These included the Birmingham Employment and Skills Training (BEST) Network, ENTA, Ashiana, Merlin Venture, Enterkey, Jericho Foundation, and Birmingham Disability Consortium. Neighbourhood Managers often worked with these locally focused commissioned providers to create smoother access routes into support for local residents.

4.6.4 Thus, the neighbourhood management programme had some influence on the way WNF was delivered locally. Overall, worklessness was a cross cutting issue for which a collective effort was needed and so it was not easy to identify the specific factors where Neighbourhood Managers had made an impact.

## 4.7 Theme 3: Health

4.7.1 In Ladywood the aim was to improve the health of residents by addressing health inequalities in terms of lifespan, levels of childhood obesity and infant mortality. Funding was secured from the Primary Care Trust (PCT) for healthy eating interventions and a project was developed to improve access by communities to better nutrition by encouraging communities to grow fruit and vegetables. There was an allotment site within each of the neighbourhood management areas. Work was undertaken with partners to identify potential sites for allotments and to establish links

with other community activities such as teaching skills in relation to the preparation of healthy meals, and organising physical activities.

4.7.2   There were three key stages to the development of the Grow It, Eat It, Move It, Live It project. The first stage was at Constituency Strategic Partnership level. At this level it was agreed that the priority to improve health would be delivered through the neighbourhood management areas, the key focus being on improving healthy eating and encouraging residents to play a greater part in improving their health through this route. As part of the process some time was dedicated to reviewing maps of the Constituency, identifying key areas based on the knowledge of the Fire Service, Police, Housing and other partners, which had potential for community growing sites. In particular partners were keen to transform areas which may have been subject to fly tipping, arson, anti-social behaviour including disused garages on housing land, land adjacent to community centres, and health centres. At this stage, they also made a commitment to ensure at least one site be developed in each of the priority neighbourhood areas.

4.7.3   The second stage was that Neighbourhood Managers progressed work locally with their Neighbourhood Boards and local residents with the support of the Grow It, Eat It Coordinator and Better Environment Manager. As part of this process, Neighbourhood Managers led and facilitated the decision making processes within those priority areas. The arrangements for setting up the Grow It sites included the use of Future Jobs Trainees who were involved in the initial clearance and development of the community grow sites. The Neighbourhood Managers also worked on the development of complementary programmes such as Cook It and Taste It sessions working with local schools and developing inter-generation volunteering arrangements, as well as working with partners to establish a number of walking routes and a community fun run in Newtown. These activities were closely linked into the healthy eating project.

4.7.4   The third stage of the programme involved connecting with key city initiatives at a neighbourhood level. Neighbourhood Managers took responsibility for ensuring linkages between the Grow sites and the Street Champions initiative, so residents involved in the priority areas were also signed up as Street Champions.

# 5    Conclusions

## 5.1    Structures

5.1.1    The key question we have sought to answer is:

> Does neighbourhood management help "decrease the differential" between the worst and best performing neighbourhoods in Birmingham, is it an effective way of doing this, and if so, what are the options for sustaining it after March 2011?

5.1.2    As noted in Chapter 1 the context of the Overview has changed since its inception in January 2010. Not only did the dedicated funding stream (Working Neighbourhoods Fund) come to an end as anticipated in March 2011, but the budget now has to be set against the £330 million savings that the City Council is required to make. The ongoing discussions about localisation and the future of Constituencies also have a potential impact on neighbourhood management. In terms of changing national policy, the concept fits well within the Government's championing of Big Society.

5.1.3    There were at least three models of neighbourhood management in the city:

- The Neighbourhood Managers managed by Constituencies;

- The Selly Oak model; and

- The commissioned organisations.

5.1.4    We note that there are benefits to each of these approaches. Constituency level management made much sense as Neighbourhood Managers could be a key tool to helping Constituencies making positive changes. It also facilitated partnership working to occur around agreed priorities.

5.1.5    The added benefit of Selly Oak model was said to be value for money, as staff are already familiar with the area, and bring their specific expertise to the neighbourhood. There are challenges to this too. The impact on Neighbourhood Managers' day jobs needs to be kept under review, as does the build up of time off in lieu and flex due to evening and weekend meetings and events. A loose framework and limited management has meant that the impact on the neighbourhood has varied according to a range of local circumstances, such as time, local support and involvement. It needs to be noted that this was a light touch approach to neighbourhood management and would not have been adequate in areas of high deprivation where there are greater challenges.

5.1.6    Where there are existing local organisations with the capacity to manage staff and to effectively deliver the outputs required for a formal contract the contracted model made much sense. In Castle Vale, for example, CVCHA was the obvious organisation to have this role.

## 5.2  Governance and Accountability

5.2.1    The overall direction of travel was set by Be Birmingham, in that it required all five areas of quality of residents' lives to be addressed:

- Succeed economically;

- Stay safe in a clean, green neighbourhood;

- Be healthy;

- Enjoy a high quality of life; and

- Make a contribution.

5.2.2    Most of the Neighbourhood Managers provided support to a Neighbourhood Management Board (or other such structure) which set the direction of travel and priorities. The process of developing an annual neighbourhood action plan and reporting back to Be Birmingham quarterly led to agreed objectives and priorities for the neighbourhood. Importantly, this identified the lead agency or person responsible for leading on the required actions which enabled accountability. Although there were complaints about this being a bureaucratic process, it did seem reasonably effective as a tool for change.

5.2.3    In most cases the Neighbourhood Management Board had Member involvement. However, it did appear not to be the case in all areas. In some cases the governance arrangements were appended to an existing framework, but in most cases it appears that new arrangements were put in place.

5.2.4    The principle of a local Board consisting of officers, Members, partners and residents to focus on a local area appears, in many areas, to have been a very effective way of identifying needs and priorities and identifying accountability for actions. This can put pressure on local services and providers, especially where there are a large number of priority neighbourhoods within a Constituency.

## 5.3  Working with Partners

5.3.1    Neighbourhood management cannot be delivered just by a Neighbourhood Manager, or even just with Council-run services: partnership working is key. It was clear that some partners (such as the West Midlands Police and the Environmental Warden service) could see the benefit of neighbourhood management more than others and therefore were more engaged. But the perception we had is that engagement very much depended on key individuals and relationships which have developed.

5.3.2    One concern that which been raised at the beginning of the Overview was that of duplication. It was clear to us that the Neighbourhood Managers did not duplicate the role of Environmental Wardens, Ward Support Officers, Town Centre Managers or Constituency Community Safety Co-

ordinators. Rather, that good relationships with those stakeholders were important in making progress on issues identified.

5.3.3   We feel, however, that the title "Neighbourhood Manager" was slightly misleading as the Neighbourhood Managers did not manage services; rather they acted as co-ordinators and facilitators of services in the area.

## 5.4   Community Engagement

5.4.1   For most Neighbourhood Managers community engagement and capacity building underpinned the work carried out. The range of activities undertaken were wide with some activities (such as fun days) being used as mechanisms to ascertain residents' views or impart information such as about health, domestic violence, training and gaining work. Other community engagement activities, such as some of the inter-generational activities noted in Selly Oak, were designed to achieve specific outcomes.

## 5.5   Outcomes and successes

### Evaluation

5.5.1   There are always issues around evaluating effectiveness of specific programmes and interventions such as neighbourhood management. There is difficulty in directly associating improvements to a particular programme (as they are not operating in isolation in an area) and with the availability of data at the appropriate level.

5.5.2   The *Civic Streets – the Big Society in Action* report[23] states:

> There is a significant problem with the lack of reliable, localised data made available to communities …. Data on crime, health statistics and worklessness levels are already recorded by the state and traceable to the neighbourhood level. This data should be updated in real time and made available through the internet so that communities can understand what is happening in their area and how resources are being used.

5.5.3   Although the scope of neighbourhood management was intended to be on the broad quality of life issues, it has appeared to us that in the short time most Neighbourhood Managers were in place the emphasis was on resident engagement, environmental issues and partnership working with the Police. There was, of course, progress made on many other issues, but our discussions with Neighbourhood Managers often focused on those core themes.

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[23] DEMOS (2010) At: http://www.demos.co.uk/publications/civicstreets

## Assessment against National Indicators

5.5.4    Two national indicators have been used when evaluating and monitoring the success of programmes such as the neighbourhood management programme. They do not pick up the complexity of change in neighbourhoods (and are no longer used as the requirement of Local Area Agreements has ended):

- NI 5: Percentage overall / general satisfaction with the area; and

- NI 4: Percentage of residents who agree they can influence decisions affecting their local area.

## NI 5 overall / general satisfaction with the area

5.5.5    NI 5 was measured through the Place Survey (a postal survey commissioned via Government every 2 years which was cancelled in August 2010) with the Birmingham Opinion Survey being used as a proxy for this indicator. The data below indicates that 'satisfaction with area' has increased between 2008 and 2010 at both city-wide level (a 0.9% increase) and across the priority neighbourhoods (a 2% increase) meaning the gap has closed slightly. The picture across the individual priority neighbourhoods is inconsistent, with 14 of the priority neighbourhoods seeing improvement over the two year period (Lozells and Highgate, Digbeth and St Andrews saw improvements of 20% and 13% respectively). Conversely, ten saw a degree of worsening over that same period (between 1 and 11%), with three seeing no change.

Table 3: Birmingham Opinion Survey 2010  – Satisfaction With Area[24]

|  | City wide | Priority neighbourhood aggregate | Differential |
|---|---|---|---|
| 2008 | 86.1% | 76.5% | 9.7% |
| 2009 | 86.7% | 79.0% | 7.7% |
| 2010 | 87.0% | 78.5% | 8.5% |
| 2008-10 change | + 0.9% | + 2% |  |

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[24] NB 2008 aggregate for priority areas did not include clusters whereas 2009 and 2010 data does

## NI 4 Percentage of residents who agree they can influence decisions affecting their local area

5.5.6    Community engagement and empowerment are part of the work of all public agencies and there are many mechanisms through which it is undertaken, many of which have been operating for some time.

5.5.7    NI 4 was also measured nationally on a bi-annual basis through the Place Survey. The Birmingham Opinion Survey (a face to face survey) can also be used as a proxy for this indicator.

5.5.8    The data indicates that although there were increases to this performance indicator between 2008 and 2009 that this trend reversed in 2010. The decrease since 2008 has been 10% city wide and 14% in priority neighbourhoods. The differential between the two has, therefore, increased. Again the picture in individual priority neighbourhoods is more mixed with overall increases being seen in Lozells; Small Heath and Bordesley; and Ward End and Pelham, although all three did see some decrease between 2009 and 2010.

5.5.9    Given the decrease across the whole city, the decrease in the priority neighbourhoods should not be taken as an indication that the programme has failed. The wider economic situation in the city may be having an impact on residents' feelings of being in control.

### Table 4: Birmingham Opinion Survey 2010  – Ability to Influence Decisions Affecting Local Area [25]

|                   | City wide | Priority area aggregate | Differential |
|-------------------|-----------|-------------------------|--------------|
| 2008              | 43.2%     | 38.9%                   | 4.3%         |
| 2009              | 46.6%     | 42.0%                   | 4.6%         |
| 2010              | 33.0%     | 24.9%                   | 8.1%         |
| 2008-10 change    | -10.2%    | -14.0%                  |              |

### Activities and Outcomes

5.5.10   In terms of the key question, the statistical evidence about how neighbourhood management across the city decreases the differential has been difficult to obtain, due to the short term nature of the project. However, there were many examples of improvements being made in priority neighbourhoods due to the neighbourhood management approach.

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[25] NB 2008 aggregate for priority areas did not include clusters whereas 2009 and 2010 data does

5.5.11   There are hundreds of activities and outcomes which have been reported to Be Birmingham (such as those at the beginning of Chapter 4). Questions raised are "what would have happened anyway in neighbourhoods?" and "what has come about or had a much better outcome due to the neighbourhood management approach?" Evidence provided to us included the examples of value-added activities in Quarter 3 of 2010-11, which are varied, but provide an illuminating snap shot. There are a number of examples about obtaining additional funding for a neighbourhood to enable activities to be undertaken. They also include:

- The formulation and development of a Regeneration Trust in Kingstanding as a succession vehicle for neighbourhood management;

- Multi-agency responses to anti-social behaviour in Druids Heath;

- Service improvement through the expert patient programme in Yardley;

- A decrease in graffiti levels in Ward End and Pelham from 27% in June 2009 to 4% in October 2010 (Local Environmental Quality Surveys);

- Reductions in all 12 identified crime and anti-social behaviour hot spot areas in Saltley and Washwood Heath through intervention, diversion and enforcement; and

- Joined up responses and service co-ordination on Lozells Road and Soho Road due to two multi-agency action days organised by the Neighbourhood Managers.

5.5.12   The short time scale of the programme has made it difficult to ascertain the impact on long-term change upon the neighbourhoods, although there is evidence of progress on many issues.

## 5.6   Issues and Barriers

5.6.1   It was felt by many that the programme was too inflexible, particularly in its early stages. Praise was given for addressing this and enabling a more flexible approach when the Selly Oak model was developed. Another area of concern had been the paperwork associated with the Neighbourhood Plans and the reporting process. It is noted that this was also simplified in 2010.

5.6.2   An area that did prove challenging for the neighbourhood management programme was partner involvement. This was not consistent across the city and it appears that the role of individuals and the building of relationships at a local level was as important as the strategic approach to neighbourhood management taken by partners. There was also inconsistency within the Council itself and we were told that some Council departments did not respond to tasking actions in a timely way.

5.6.3   Resident engagement appeared not to have been consistent either across the city and it was challenging in some areas where there was a lack of community infrastructure.

5.6.4   It was suggested that one area where improvement could have been made was in relation to promoting the good work of the programme and achieving better feedback to Constituencies.

5.6.5   Boundaries, whether they were administrative, financial or service delivery ones, often did not match the neighbourhood being managed. It was suggested that a difficulty for citizens and partner agencies was understanding the organisational structures in place at a neighbourhood level.

## 5.7   Options post 2011

5.7.1   Working Neighbourhoods Funding ended in March 2011. The Neighbourhoods Board received a report on possible options for sustainability at its meeting on the 4th May 2010, which acknowledged that it was highly unlikely that one strategy alone would secure the future of the programme and that there was merit in considering a number of approaches for individual neighbourhood management areas:

- Contributions by statutory partners;

- Contributions by other organisations;

- Sustainability as part of another programme;

- Sustainability through a co-production methodology; or

- Sustainability through a Total Place workstream.

5.7.2   Progress had been made by the Neighbourhoods Board meeting on 9th November, 2010. At this meeting some initial options were set out for each priority neighbourhood. At this point, there were no definite agreements for sustaining neighbourhood management models.

5.7.3   The Quarter 3 2010-11 performance reports do indicate that of the nine Constituencies with priority neighbourhoods or clusters six explicitly (and a further one implicitly) flagged the end of the Working Neighbourhoods Fund funding for neighbourhood management to be a key risk to the neighbourhoods. For example:

- The impact and momentum of the neighbourhood management programme will be greatly diluted and weakened;

- The lack of capacity in stakeholders (i.e. resources) to continue with neighbourhood management;

- There is a challenge of how to ensure successful elements are retained in the Future Operating Model of Housing and Constituencies Directorate; and

- It is feared that momentum will dissipate.

5.7.4   Other future risks for neighbourhoods noted were broad and included the:

- Substantial changes that a number of the partner agencies are undergoing;

- Premature cutting of budgets putting the Constituency in breach of contracts;

- Loss of a single point of contact for community safety matters; and

- Loss of confidence in the Police and City Council due to Project Champion.

## 5.8 Looking to the Future

5.8.1 Our findings have led us to the conclusion that neighbourhood management can make a difference. We saw examples of valuable neighbourhood working that had been successful.

5.8.2 Neighbourhood management clearly fits within the Council's strategic outcomes:

- Making a contribution – it supports the aim to encourage community resilience through partnerships with neighbourhood groups and voluntary organisations;

- Stay Safe In Clean Green Neighbourhoods – key areas of work have related to reducing crime and anti-social behaviour and securing cleaner, greener, sustainable neighbourhoods empowering citizens to make their neighbourhoods better places to live;

- Succeed economically – it can address poverty, access to training and jobs, and encourage low waste and low carbon living; and

- Be Healthy – examples were given of addressing health inequalities and healthy lifestyles.

5.8.3 Neighbourhood management also helps to meet some of the Council's principles set out in the Council Business Plan 2011+ in particular:

- Reducing dependency and enabling self sufficiency – a success of many of the neighbourhood management schemes has been engagement with local residents to ascertain local priorities; and

- Collaborating effectively across service areas and public agencies – Neighbourhood Managers have been at the forefront of achieving local collaboration across Council directorates and with external agencies.

5.8.4 We welcome and would request progress reports on the statement in the Council Budget 2011+ that:

> "At local level, we will enhance the ability of local people to engage with, influence and scrutinise services and actively to contribute to delivery. We are piloting the use of neighbourhood budgets and neighbourhood management to develop a local commissioning process to achieve local priority outcomes."

5.8.5 The Achieving Excellence with Communities Cabinet Committee report of 2nd February 2011 'Taking forward the Localism Agenda' set out four policy work strands. We suggest that neighbourhood management is considered during this process. For example:

- Governance – ensuring effectiveness of local partnership meetings and the appropriate range of meetings for officers, partners and residents;

- Local Services – any lessons learnt relating to customer focus and setting service standards; and

- Better outcomes locally – opportunities and expectations relating to neighbourhood working and neighbourhood tasking.

5.8.6 One concern we heard was that a single model of neighbourhood management, as developed by Be Birmingham, had been imposed upon the majority of neighbourhood management areas. We understand the argument that the programme objectives were, in part, around improving performance against specified indicators in neighbourhoods where performance was below the city average, and that the programme that was put in place was shaped by a body of evidence both nationally and locally. The scale of the programme covering 31 designated priority neighbourhoods (a population of around 350,000) required a degree of co-ordination and standardisation of approach. Nonetheless, the degree to which the approach felt inflexible at the beginning of the programme was unfortunate.

5.8.7 We acknowledge the steps that were taken to redress this concern with the commissioning of the service in some areas and the relaxation of the approach in Selly Oak. We also accept that in the foreseeable future, with existing budget pressures, such a broad scheme is unlikely to be introduced. However, we wish to note our opposition to centrally developed models to resolve local concerns. It is important that, in our view, neighbourhood management should not be imposed from above and should develop as a 'bottom up' approach.

5.8.8 We accept that a Neighbourhood Manager in each priority neighbourhood was an expensive investment, even though in many cases savings or additional resources brought into an area could outweigh these costs. We consider that efforts should be made to sustain good practice, where possible.

5.8.9 We acknowledge that the 2009-11 programme for neighbourhood management could not continue after March 2011 once WNF funding ended. Given the cessation of funding and the prevailing economic circumstances it may not be possible to implement all the suggested actions at this time. In the light of greater resources being available in the future we would urge that the Executive finds opportunities for neighbourhood management to be developed more fully again.

5.8.10 We support the approach that was taken by the Neighbourhoods Board to consider sustainability for each individual priority neighbourhood and agree that, where neighbourhood management has local support and has had an impact, efforts should be made to see how it could be sustained. We note that links and partnerships with other organisations were explored to determine if they could provide mechanisms for sustainability. We welcome examples in the programme where mainstreaming potential has been identified particularly in Ward End and Pelham through the Neighbourhood Agreement approach.

5.8.11 If local stakeholders wish to continue to fund and funding is available we would welcome this and would ask Constituencies to provide support (and management where necessary). We note that

the Selly Oak model was also funded in part by WNF contribution, but the model illustrates how local capacity can add value and how such a model could be applied without external funding through a mainstream approach. Thus, where funding has not been secured, some of the benefits can be continued through the adoption of the Selly Oak model which involves neighbourhood responsibilities for existing Constituency staff. This has benefits and could be a relatively sustainable model.

5.8.12    Whilst the achievements of the traditional model of neighbourhood management, particularly in the most challenging areas were fully recognised, the cessation of Working Neighbourhoods Fund and pressure on the mainstream budget has meant this has not been sustainable for most neighbourhoods. The Selly Oak model provides an opportunity to retain some of the benefits of a light touch neighbourhood management approach in a sustainable and cost effective manner and the principles may be able to be accommodated within mainstream budgets.

5.8.13    Moreover, although the focus on priority neighbourhoods has been a useful tool it is clear that neighbourhood management could have benefits in other areas and should not be restricted to priority neighbourhoods.

5.8.14    The programme has indicated the benefits that are gained by working closely with communities to understand needs and tailor services towards specific neighbourhoods. As noted, the Committee's response to the Executive's consultation paper on the Future Shape of Localisation did not focus on the neighbourhood elements, as this Overview was also ongoing. Whatever the future of neighbourhood management and of localisation there needs to be a focus retained on the neighbourhoods, and more generally, an understanding that neighbourhoods are different. Service providers (within the Council and other partners) must understand the needs of different areas and ensure that local needs are understood and met. Although this can prove challenging in the current economic climate part of this discussion at a local level may be about the services that communities can manage with less of, as well as identifying services where more investment, or smarter working is required.

5.8.15    Neighbourhood tasking has been one of the strengths of neighbourhood working in many areas and a key structure with which Neighbourhood Managers have worked. It does appear to be an area where the development of a standard city wide model has been beneficial. Its strengths have been its responsiveness to the local community, co-ordination between partners and action focused nature. The Future Operating Model for the Birmingham Community Safety Partnership will help to sustain this and we welcome this. Neighbourhood tasking is also a good example of an organisation outside of the City Council taking a full role in multi-agency working. This sharing of responsibilities will need to be considered in any continuation of neighbourhood management in the future.

5.8.16    There were differing views about the need to continue to focus on priority areas in order to close the gap between deprived and affluent areas of the city. Whilst the Overview had not collected evidence on the merits of this approach, some Members felt it was important to retain this focus.

We understand that the learning from the programme will enable a sustained approach to tackling performance issues in localities whilst at the same time extending the benefits of neighbourhood working right the across the city.

5.8.17 Evidence from Castle Vale Community Housing Association indicated concern about the future of a neighbourhood focus:

> Whist the impact of the cuts is yet to be seen, we are aware that attention may no longer be on the neighbourhood and withdrawal of services and the ability to work in partnership will soon follow. This will be devastating to neighbourhood working. However, the key challenges are in the immediate future. The impact of the changes expected within the public sector will make it very difficult to continue to engage with statutory partners that are centralising and cutting services. It is essential that public bodies continue to engage with neighbourhood based organisations to understand the impact of public sector cuts, and the wider challenges of the economy. It is accepted that the resources available in the past have gone – the challenges in neighbourhoods have not.

5.8.18 Community Based Budgeting (the successor to Total Place) is also an approach which could enable the retention of neighbourhood management as it provides a mechanism to identify future funding. It has been suggested that each Neighbourhood Management Board (or equivalent governance mechanism) would have to prove its value to public service organisations and the community in order to continue to be funded.

5.8.19 Whatever approaches are taken for the individual neighbourhood management areas, the neighbourhood management approach fits well with the Big Society concept of the Government and there is much to build on and learn from.
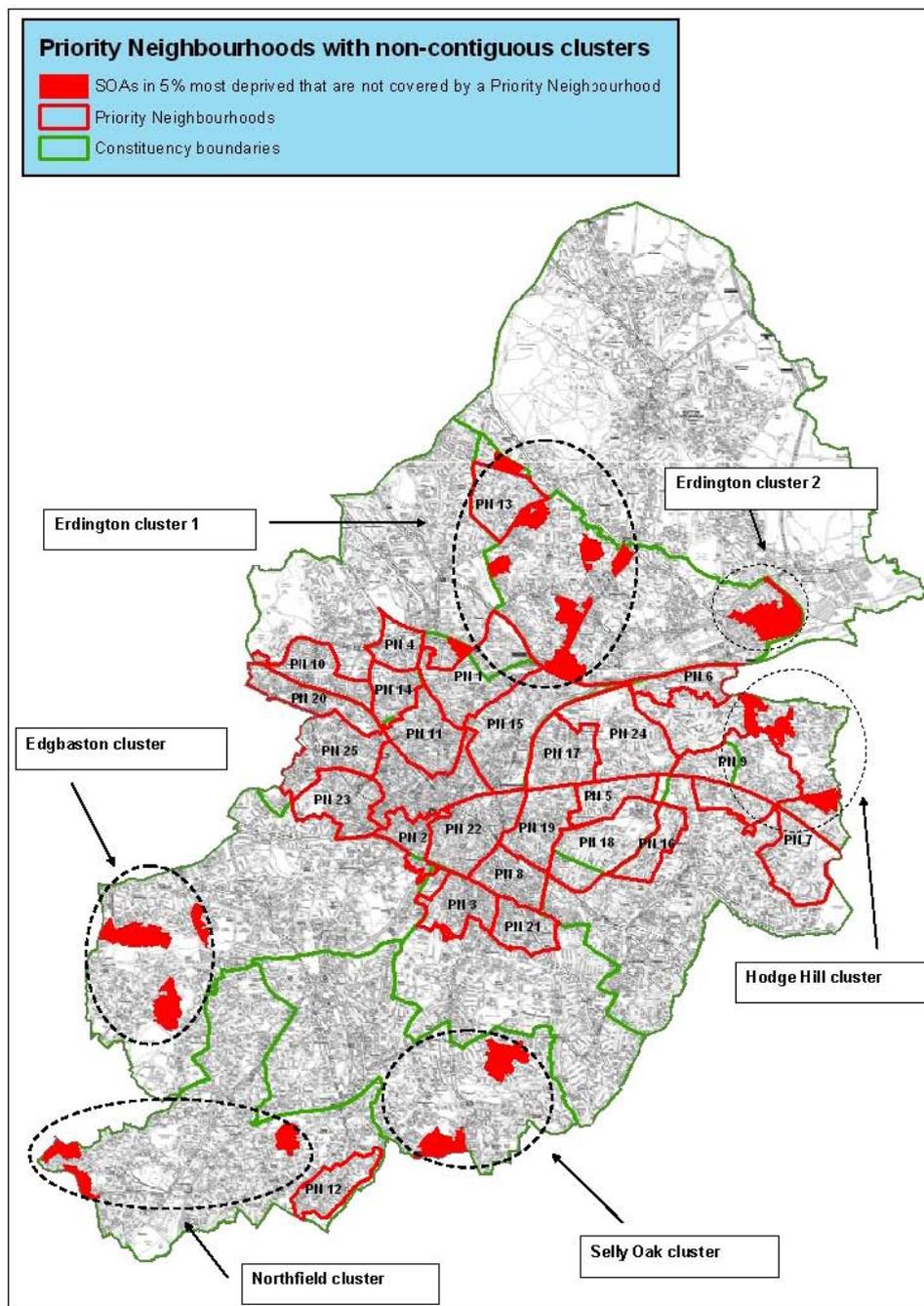
# Suggested Actions

| | |
|---|---|
| 1 | Any future neighbourhood management proposals should be left to Constituencies and local structures to decide how to implement them, rather than having universal top-down procedures. Cabinet Committee Achieving Excellence with Communities should develop a strategic framework for neighbourhood working to develop within. |
| 2 | That Constituency Committees consider whether they wish to continue or develop neighbourhood management within existing budgets and structures, learning from experiences, including the Selly Oak model. |
| 3 | That the Cabinet Member for Local Services and Community Safety and the Cabinet Member for Equalities and Human Resources consider the policy support required to develop neighbourhood working in the context of future plans for localisation. |
| 4 | That the relevant Cabinet Members (e.g. for Local Services and Community Safety; Housing; and Sport, Leisure and Culture) ensure that frontline staff continue to support neighbourhood tasking or other multi-agency structures for working collaboratively and addressing local issues and problems where they have proved effective. |
| 5 | That if funding becomes available in the future and in any restructuring or review of local services the Cabinet Member for Local Services and Community Safety and Constituency Chairmen take the opportunity to investigate opportunities for neighbourhood management. This should take account of an examination of value for money and potential employment liabilities and the potential for sourcing neighbourhood management on a voluntary basis. |

# Appendix 1: Map of Priority Neighbourhoods



Priority Neighbourhoods with non-contiguous clusters
- SOAs in 5% most deprived that are not covered by a Priority Neighbourhood
- Priority Neighbourhoods
- Constituency boundaries

Erdington cluster 1

Erdington cluster 2

Edgbaston cluster

Hodge Hill cluster

Northfield cluster

Selly Oak cluster

**PN 1** Aston Pride
**PN 2** Attwood Green
**PN 3** Balsall Heath
**PN 4** Birchfield
**PN 5** Bordesley Green
**PN 6** Firs and Bromford
**PN 7** North Yardley
**PN 8** Farm Park and Sparkbrook North
**PN 9** Glebe Farm and Lea Village
**PN 10** Handsworth
**PN 11** Newtown, Hockley and St Georges
**PN 12** Kings Norton Three Estates; Pool Farm, Primrose and Hawkesley
**PN 13** Kingstanding Central
**PN 14** Lozells
**PN 15** North Nechells, Bloomsbury and Duddeston
**PN 16** Richmond and Bierton Road
**PN 17** Saltley and Washwood Heath
**PN 18** Small Heath
**PN 19** Small Heath and Bordesley
**PN 20** Soho Finger and Gib Heath
**PN 21** Sparkhill North and Central
**PN 22** Highgate, Digbeth and St Andrews
**PN 23** Summerfield and Central Ladywood
**PN 24** Ward End and Pelham
**PN 25** Winson Green, Brookfields and West Summerfield

# Appendix 2: Witnesses

| Organisation | Names | Written | Verbal |
|---|---|---|---|
| Birmingham City Council – Elected Members | Five Responses to initial notification of the Overview | √ | |
| Be Birmingham | Jackie Mould, Chief Executive<br>Ian Ellis, Special Projects Manager | √<br>√ | √<br>√ |
| Birmingham City Council – Development Directorate | Shilpi Akbar, Assistant Director Employment | | √ |
| Birmingham City Council Housing and Constituencies Directorate | Ifor Jones, Director of Constituencies;<br>Jacqueline Branch, Ladywood Constituency Director<br>Fiona Hughes, Acting Constituency Director Yardley<br>Chris Jordan, Selly Oak Constituency Director | √<br>√ | √<br>√<br>√ |
| Birmingham City Council: Neighbourhood Managers | Neil De-Costa, Winson Green, Brookfields & West Summerfield Neighbourhoods;<br>Sue Smith, Northfield Cluster;<br>Tracey Thorne, Handsworth Neighbourhood. | | √<br><br>√<br>√ |
| Contracted Organisations | Dick Atkinson, Chief Executive, Balsall Heath Forum<br>Peter Richmond, Chief Executive Castle Vale Community Housing Association | √ | √ |
| Neighbourhoods Board | Jim Andronov, Chair, Neighbourhoods Board | √ | √ |
| Thematic Partners | Community Safety: Inspector Danni Corfield, Perry Barr Constituency Neighbourhood Policing Inspector<br>Worklessness: Dan Freshwater, Best Network[26] | | √<br><br>√ |
| Neighbourhood management visits | Neighbourhood Managers, partners and residents from neighbourhood management areas in Perry Barr and Selly Oak Constituencies | | √ |

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[26] Birmingham Employment Skills and Training Network is an independent not-for-profit company which represents a consortium of over 40 charities and not for profit organisations delivering training services and employment skills provision across Birmingham.

# Appendix 3: Examples Beyond Birmingham

### Tower Hamlets and Westminster

5.8.20   The Comprehensive Area Assessment (CAA) examined how well councils were working together with other public bodies to meet the needs of the people they served. It was a joint assessment made by a group of six independent watchdogs[27] and replaced the Comprehensive Performance Assessment (CPA). The current Government intends to reduce local government inspection and has abolished the CAA. However, the assessments offer some important insights to where inspectors felt local authorities and partners were doing well.

5.8.21   Both Tower Hamlets and Westminster were awarded a green flag[28] in relation to 'engaging and empowering local people' and 'community engagement' respectively and these are discussed below.

5.8.22   In Tower Hamlets more than more than £2 million of Council funds was shared out in this programme among each of the eight Local Area Partnerships (LAPs) to be used to 'buy' additional services voted on at public meetings by residents within that LAP area. Choices available to residents were in line with priorities already identified through the Tower Hamlets Community Plan.

5.8.23   In Westminster the Audit Commission stated:[29]

> 'The breadth and depth of community engagement in Westminster is exceptional. This has led to high quality efficient services being delivered by all public sector partners. Alongside an innovative neighbourhood approach, the partnership has been sufficiently fleet of foot to tailor and deliver individual engagement approaches to meet changing needs'.

5.8.24   Essentially, the green flag was awarded for innovative and sustained focus on neighbourhood working by all public sector partners through the Local Area Renewal Partnerships (LARPS). For example, local people were engaged in developing plans for their local area and reviewing delivery against these. Outcomes delivered and sustained as a result of this engagement included improved street lighting and cleaner streets.

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[27] Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, Prisons, Probation and Ofsted
[28] green flags were awarded for 'exceptional performance or innovation that others can learn from'
[29]
http://oneplace.direct.gov.uk/Pages/flagsresults.aspx?k=westminster&flags=Green%20Flag&p=1&region=55&area=398&retUrl=/infobyarea/region/area/Pages/areaoverview.aspx

## Metropolitan Councils in the West Midlands

5.8.25   In May 2010 data was collected from each of the seven metropolitan Councils in the West Midlands, and although changes will have occurred this does provide evidence of a range of possible approaches to neighbourhood management and neighbourhood working.

## Coventry

5.8.26   Neighbourhood management in Coventry was managed through three geographical areas and supported by a central team. It was part of the Regeneration Service. The 'Your Neighbourhood Matters' worked in six of the most deprived areas of the city and worked with partners and residents to develop neighbourhood agreements to ensure neighbourhood change.

## Dudley

5.8.27   Dudley had seven Area Community Renewal Officers that covered all Wards, although their work programme tended to focus on the areas which suffer from inequality of outcomes. Operationally the team was hosted within the Adult Community and Housing Directorate and they reported through the departmental management structure, and were also accountable to the Community Partnerships and the Area Committees. Neighbourhood Management in Dudley cost £420,000 per annum and was main-stream Council funded.

## Sandwell

5.8.28   Sandwell is split into six Towns which each had a Neighbourhood Manager, apart from West Bromwich which had two. They had had Neighbourhood Managers for seven years, although their role had changed during that time.

5.8.29   The Neighbourhood Managers within Sandwell performed a neighbourhood liaison role, and co-ordinated updates on neighbourhood and town activities from the specific service areas. They were responsible for tasking, which included anti-social behaviour, crime and environmental issues within their towns and worked very closely with Ward Councillors. Neighbourhood Managers were also responsible for facilitating the Neighbourhood Forums which were held in each Ward on a quarterly basis and were an opportunity for residents to raise concerns.

5.8.30   Their Neighbourhood Managers were funded through mainstream budgets:

- **£387,000**: Staffing Costs (included Neighbourhood Managers, a Senior Neighbourhood Manager and a tasking administrator);

- **£349,000**: Funding available for neighbourhood management activity consisted of:

  ○ Local Area Budget available for capacity building and for community groups' events and project activities;

  ○ Local Area Budget for problem solving activities in the neighbourhoods;

  ○ Participatory Budget for allocation via the Neighbourhood Forums;

- ○ Extra Capacity Funding[30]

5.8.31 There was also a pot of money called 'Grot Spots' which all service areas, including Neighbourhood Managers could benefit from.

5.8.32 Sandwell had a tasking structure across the Borough with three levels of tasking. The tasking process brought together West Midland Police, Sandwell Homes, West Midland Fire Service as well as other organisations, to work together to address anti-social behaviour, crime and other community problems. Neighbourhood tasking addressed low level community problems such as fly tipping and graffiti. Town tasking addressed the more persistent problems with a focus on long term solutions. Borough Tasking was the strategic group which challenged the Town tasking activity and ensured action was being taken promptly and effectively to deal with issues.

5.8.33 Any issue a Ward Member had which involved the environment, anti-social behaviour or crime went directly to the Neighbourhood Manager who liaised with the appropriate service providers.

## Solihull

5.8.34 Solihull had three Neighbourhood Management Teams. Each had a Neighbourhood Manager and a number of Neighbourhood Co-ordinators.

## Walsall

5.8.35 Nine Local Neighbourhood Partnerships (LNPs) had been operating in Walsall since 2004 to help local people become more involved in matters that affect them.[31] In 2008, Walsall Partnership (Walsall's strategic partnership) undertook a review of LNPs.[32] Approval was subsequently given for the LNPs to be replaced by Area Partnerships by May 2010.

5.8.36 There were six Area Managers, each with responsibility for an Area Partnership, reporting to the Director of Walsall Partnership. They were supported by three Area Support Officers.

5.8.37 The role of Area Partnerships included:

- Focusing on six Areas that people identify with and that partners can logistically operate in;

- Creating proper accountability for results with an Area Manager for each of the Areas;

- Giving people a forum to discuss the utilisation of some mainstream budgets in their Area;

- Increasing Community engagement;

- Adopting a partnership approach with the partners jointly resourcing the staff team, including some Area Managers being employed by partner organisations;

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[30] Primary used towards the reduction of serious violent crime, serious acquisitive crime and to increase levels of satisfaction with the Police and Local Authority in tackling crime.
[31] http://www.walsallpartnership.org.uk/
[32] Area Partnerships: A Developing Model for Neighbourhood Management – report to Walsall Council on 28th January 2010

- Recognising the role of Elected Members as leaders within their communities;

- Localising tasking by convening Area Partner Meetings on a monthly basis.

5.8.38   The proposed costs for the Area Partnerships for 2010/11 are contained within Table 2[33].

Table 5: Walsall's Proposed Costs for the Area Partnerships

|  | 2010/11 |
| --- | --- |
| Nine officers, including on-costs | £372,000 |
| Stationery / training / publicity / travel | £60,000 |
| Local Budget | £240,000 |
| Central Administration and Management Arrangements | £150,000 |
| Redundancy Costs for 1 year | £55,000 |
| Total Cost of Area Partnerships | **£877,000** |
| **Less assumed Partner Contribution in the form of secondments of three Area Managers** | (£150,000) |
| Total | **£727,000** |
| **Budget Available from Mainstream Funding** | (£315,000) |
| Total Additional Cost to Walsall Council | **£412,000** |

5.8.39   Each area had a local budget of £40,000 to deliver locally identified activity and resolve issues quickly. It was anticipated that partners would contribute to the resourcing of Area Partnerships. Negotiations indicated that NHS Walsall was likely to offer two Area Managers and Walsall Housing Group one Area Manager.

## Wolverhampton

5.8.40   Wolverhampton was part of the DCLG Neighbourhood Management Pathfinder and in 2002 established a pilot programme of neighbourhood management across a number of deprived areas in the city. Neighbourhood management was identified as a key plank of the city's first Neighbourhood Renewal Strategy in 2002. The Wolverhampton Strategic Partnership (WSP) piloted neighbourhood management in seven different parts of the city from 2002 and 2003, using the model set out in the Social Exclusion Unit's Policy Action Team 4 Report. The flexibility of NRF funding was useful in allowing experimentation with different approaches and the pilots evolved over time.[34]

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[33] Area Partnerships: A Developing Model for Neighbourhood Management – report to Walsall Council on 28th January 2010
[34] http://www.sqw.co.uk/file_download/17