

# **Bridging NewcastleGateshead**

## **Project Evaluations Neighbourhood Management**

### **Final Report**



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## EXECUTIVE SUMMARY

In February 2006 ERS was commissioned by Bridging NewcastleGateshead (BNG) to evaluate the programme of activity that has been delivered through specific neighbourhood management projects. This study provides an evaluation of 12 projects funded by BNG within target neighbourhoods as well as an assessment of the appropriateness/delivery of the neighbourhood management policy framework developed by the Neighbourhood Management workstream, in particular within the context of the strategic commissioning approach.

### Phase 1

Consultation with partners has indicated some confusion with regard to BNG's Policy Approach to neighbourhood management, with the majority of respondents either unaware of the detail of the policy or unsure as to how it has been put into practice. As existing and planned projects have yet to formally submit project submissions it is impossible to determine the extent to which this has been guided by the stated policy approach.

The BNG Neighbourhood Management Policy Approach categorises investment into three elements of 'redevelopment', 'improvement and investment' and 'support to local markets'. Although concerns were raised with regard to the establishment of an appropriate resource allocation formula to determine the level of BNG revenue that should be provided within each of the three elements, the allocation of BNG resources cannot be detached from existing and planned investment by all stakeholders and consequently this study recommends that BNG considers undertaking some degree of Resource Mapping to enable the Pathfinder to evidence its influence in maximising BNG investment.

Analysis of Audit Commission Scrutiny Report and Strategic Review provides some key issues that can both guide and justify the proposed methodology for the allocation of neighbourhood management investment. This is primarily related to risk, both in terms of delivery and impact, as the Pathfinder moves towards greater transformational change over the next four years. Indeed the recent Audit Commission Strategic Review highlights slippage in terms of both finance and outputs. Consequently acceleration of the process of transformation necessitates the development of neighbourhood management intervention that can support the

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transition process and mitigate negative impact on the local community. Evidence from previous projects and prior physical development has highlighted the substantial slippage that can occur in areas identified for redevelopment.

The ability to assemble sites and complete redevelopment of neighbourhoods is thus regarded as a priority to avoid further slippage and improve output performance. This is also consistent with the shift in focus of the national HMR Programme from 'strategy to implementation'. Consequently neighbourhood management approaches most closely linked to facilitating redevelopment should be prioritised through the appraisal process and clearly stated in the policy approach.

The BNG 2005 Scheme Update provides detail on the planned intervention in each of the nine areas for 2006-2010, including a projection of the number of new build properties, demolitions and planned improvements thus providing a starting point to determine the distribution of revenue investment to support the capital programme.

A number of other data sources were considered to guide the allocation methodology but the data contained in the 2005 Scheme Update was concluded to be the most important in terms of describing the Pathfinder Programme and the most explicitly linked to the ODPM core indicators used to assess performance. The weighting proposed in this report provides a starting point to inform decisions regarding the allocation of resources to each Strategic Commission area over the next four years and should not be used as the sole determinant of these allocations.

The weighting brings together a number of data sources including the split of capital resources between demolitions, direct improvements and indirect improvements and some degree of flexibility retained to reflect other key factors, not least the investment in relevant activities in these areas being made by other organisations and the scores attributed to them within the Housing domain of the Vitality Index. The application of this methodology would be consistent with BNG's efforts to focus its proposed interventions more narrowly to specific localities (or Strategic Commissions) within the Pathfinder area. Crucially, the weighting of allocation would represent a pragmatic step given the reduction in the level of resources available for revenue projects and the pressure from DCLG (ODPM) to demonstrate focus on a capital programme.

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## Phase 2

Full assessment of the performance and effectiveness of individual projects has been problematic due to the weakness of the initial project appraisal process, which has now been addressed by the Pathfinder. Most notably the previous project submissions failed to provide specific detail on how the proposed neighbourhood management intervention responded directly to the planned investment in the ADFs or why BNG investment was required as opposed to other sources of funding.

Evidence from the individual project evaluations has indicated which neighbourhood management approaches have been the most effective in facilitating transition and should be the main focus of BNG revenue investment over the next four years of delivery, most notably projects funding a Neighbourhood Officer to support site assembly and preparation. Whilst there is still justification in Pathfinder funding for Neighbourhood Wardens and Environmental Operatives to support local transition, the scale of this investment should be reduced and alternative delivery options considered.

Area-wide initiatives such as Relocation Teams, projects engaging and supporting the Private Sector and Tenancy Management / Anti-Social Behaviour Officers can also provide support to the BNG Programme, however the proportion and level of BNG investment should be capped to encourage stronger leverage from other partners.

Projects focussing on broader engagement and community development are afforded the lowest priority for direct BNG investment (consistent with a general trend amongst HMR Programmes) although this should not limit future joint working opportunities especially in relation to sharing good practice that has emerged from the projects. It is envisaged that the findings of the Community Engagement evaluation will guide the future development of a number of these techniques.

A number of the project level evaluations indicated some degree of over-delivery of certain functions with a resultant concern that BNG funded officers were being used outside the BNG identified area. Put simply, no contingency appears to exist to reimburse BNG revenue should the level of envisaged environmental or other related consequences of redevelopment fail to materialise. Indeed as frontline officers are contracted on a two year basis (related to BNG funding periods), the previous system

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and level of provision generates substantial inefficiency as officers are pragmatically deployed to support mainstream services.

Establishing a ring-fenced revenue fund covering all Strategic Commission Areas could offer one solution to more closely align supply with demand. There are clear benefits to adopting this approach to a number of other frontline duties, in particular Environmental Operatives and Neighbourhood Wardens (as proven in the model of the Virtual Enforcement Team already operational in Gateshead).

Although working up the full detail of this approach is beyond the remit of this study, it is envisaged that the ring-fenced fund would provide revenue to pay for staff overtime to support discrete, targeted activities at sites within each Strategic Commission area. Identification of the need for existing support could be generated directly from Neighbourhood Officers with the fund available on a flexible basis across all Strategic Commission areas and managed through respective Monitoring / Co-ordination Teams.

The majority of approaches adopted have already been highlighted as good practice within various Policy Action Team (PAT) reports, which are generally recognised by external agencies. However, the dissemination of learning points, in particular specific operational protocols, could be strengthened across the BNG network. It is assumed that the Neighbourhood Management workstream will provide a central role in facilitating and supporting the dissemination and promotion of future neighbourhood management activities.

### **Phase 3**

Assessment of the contribution of individual projects to quantitative output targets agreed with the DCLG (ODPM) necessarily forms an important element of any multi-faceted evaluation. However, establishing a meaningful picture of both the nature and weighting of any contribution has been substantially constrained due to a number of structural and system-based weaknesses.

Individual project evaluations provide clear evidence of a positive contribution to a broad range of strategic objectives across a range of agencies. However, the focussed nature of the DCLG (ODPM) core indicators makes it difficult to evidence direct contribution to the Pathfinder performance management system for a number of projects and even more difficult to establish meaningful and achievable targets.

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Whilst the prescribed nature of DCLG (ODPM) indicators is acknowledged, a much tighter suite of project specific outputs is required to facilitate effective monitoring and management by BNG. It is recommended that these outputs are drawn from across the various performance management systems and reflected in the development of project submission forms.

Many projects assume a link between collated outputs and the achievement of BNG Strategic Objectives, without providing any additional detail or evidence base to reinforce confidence in this link. Whilst substantial national evidence is available to justify the approach adopted by projects, it is important that individual projects can provide evidence of effective delivery. Crucially this will necessitate the establishment of BNG local indicators to supplement the prescribed DCLG (ODPM) core indicators.

It is recommended that Neighbourhood Management Project Submission Forms are invited for each Strategic Commission Area and a consistent suite of indicators provided to ensure consistency of activity, output and outcome reporting across each area. The establishment of a Common Reporting Framework is recommended to facilitate linkage between activities, outputs and outcomes by generating necessary inter-dependence across services and functions and also to rationalise the previous system of monitoring.

The majority of neighbourhood management projects either failed to secure or failed to report match funding which leads to some concern that BNG has fully funded a number of interventions that had provided a clear contribution to a range of statutory and non-statutory partners' strategic objectives. There is also concern that the allocation of BNG revenue investment has merely displaced other funding sources, most notably Neighbourhood Renewal Fund, with no evidence of joint-planning and joint-funding in the allocation of both.

The absence of consistent, quantifiable data within BNG Monitoring returns presents a number of difficulties in undertaking a detailed cost-benefit analysis as a measure of value for money. However, it has been possible within a number of project evaluation reports to highlight the likely cost-benefits and, importantly, their contribution to a broad number of BNG partner agencies. Highlighting the accrued cost benefits achieved by individual projects can not only justify their continued funding by BNG (to support transition) but also provide a strong argument for

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increasing financial contributions from other agencies represented on each respective Local Strategic Partnership. In respect of the majority of projects, activities had the potential to reduce the need for additional revenue investment as well as alleviating pressure on mainstream services through early intervention and preventative works.

### **Mainstreaming**

A number of recent reports published by the Neighbourhood Renewal Unit present examples of approaches to mainstreaming and rolling-out neighbourhood management, in particular in the context of emerging Local Area Agreements. Whilst this provides some useful examples of approaches adopted through the national Neighbourhood Management Pathfinder Programme, these have not considered mainstreaming from the context of a HMR Pathfinder Programme where neighbourhood management has been adopted to facilitate and support transition, generally on a much more targeted and smaller level.

The adoption of different approaches to rolling out neighbourhood management in Gateshead and Newcastle is not deemed problematic, with the nature of roll out necessarily adopting different forms depending on the nature of need, existing resources, structures and processes at a neighbourhood level. However, whilst over-prescription may present unhelpful inflexibility in the context of the HMR Pathfinder programme, clearly a consistent and transparent approach is required to enable both Local Authorities to maximise the impact of BNG investment in areas identified for re-development and investment.

Evidence from the project level evaluations suggests that approaches to mainstreaming to date have been opportunistic, ad hoc and too narrow in focus. The evidenced benefits accruing from BNG investment in neighbourhood management provides support to a broad range of policies and strategic objectives, thus suggesting that the net should be cast much wider when attempting to consolidate previous investment within identified transitional areas.

Indeed, given the noted restrictions and cap on the use of Pathfinder funding for revenue-based activities and the re-emphasis on capital investment, greater financial leverage is not simply desirable but essential to ensure some of the project approaches can be maintained to ensure sustainability of market restructuring.

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## INTRODUCTION

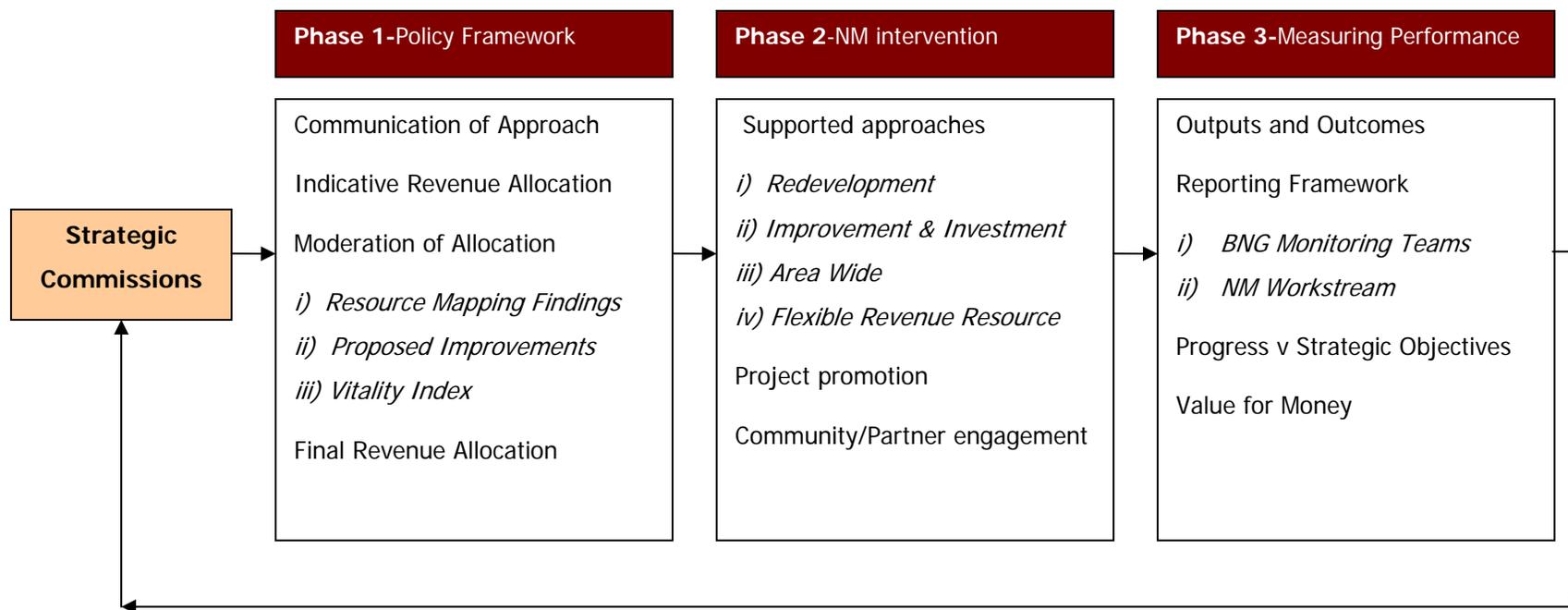
- 1.1 In February 2006 ERS was commissioned by Bridging NewcastleGateshead (BNG) to evaluate the programme of activity that has been delivered through specific neighbourhood management projects. Whilst BNG is a predominantly Capital Programme, a number of neighbourhood management projects have received revenue funding to facilitate the implementation of the broader Pathfinder Programme.
- 1.2 The HMR Pathfinder programmes have been established to tackle the most acute areas of low demand and abandonment in parts of the North and Midlands and form a key component of the implementation of the Government's Communities Plan 'Sustainable Communities: Building for the future', which was launched by the Deputy Prime Minister in February 2003.
- 1.3 The Communities Plan has one overarching aim: namely to create thriving, vibrant, sustainable communities which will improve everyone's quality of life. The Plan outlines key elements necessary for communities to be sustainable which include:
- Decent homes at prices people can afford;
  - Good public transport;
  - Schools;
  - Hospitals;
  - Shops; and
  - A clean, safe environment.
- 1.4 Whilst HMR Pathfinders can clearly contribute to supporting all of the above elements, the network of neighbourhood management projects have the potential to provide greatest support to the providing a clean and safe environment and facilitate the provision of decent homes at prices people can afford.
- 1.5 This study provides an evaluation of 12 projects funded by Bridging NewcastleGateshead within target neighbourhoods as well as an assessment of the appropriateness/delivery of the neighbourhood management policy framework developed by the Neighbourhood Management workstream, in particular within the context of the strategic commissioning approach.

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## METHODOLOGY

- 2.1 The study has used both qualitative and quantitative methods to inform the assessment of both the policy approach and the performance of individual neighbourhood management projects. The main elements of the methodology include:
- Qualitative semi-structured interviews with stakeholders;
  - Policy review / documentary analysis;
  - Quantitative analysis of relevant statistical data (derived from BNG and national sources);
  - Consultation with a broad range of project beneficiaries (including local residents, businesses, private landlords and frontline agency staff); and
  - Consultation with the network of HMR Pathfinders Programmes.
- (Further detail on interviews and consultation is included in the Appendix 1).*
- 2.2 Crucially this study provides a focus on the contribution of individual projects to the main strategic objectives established by Bridging NewcastleGateshead. The report structure has been developed in response to the logical planning cycle, using Strategic Commissioning as a starting point and culminating in prescription as to the specific intervention to be supported within each target area. Diagram 1 provides illustrates the proposed Project Cycle to guide BNG Neighbourhood Management investment with detail provided in each element of the report.
- 2.3 This report is segmented into three phases outlined in Diagram 1: firstly an overview of the BNG Neighbourhood Management Policy Approach and establishment of a resource allocation methodology; secondly an outline of the most effective neighbourhood management interventions using evidence from the project evaluations and; thirdly detail on how to improve the existing BNG performance management system to facilitate tracking of project level activity to achievement of BNG Strategic Objectives.
- 2.4 Carrying out this study has required the time of a large number of stakeholders and their contribution and support is gratefully acknowledged by the study team.

Diagram 1- Project Cycle for use of BNG Revenue to support market renewal



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## PHASE 1- NEIGHBOURHOOD MANAGEMENT POLICY FRAMEWORK

- 3.1 The first section of the report provides an overview of the BNG Neighbourhood Management Policy Approach and explores options for establishing a resource allocation methodology to determine the level of investment in identified Strategic Commission areas. Two key elements of this study were: firstly, to assess the extent to which the policy approach developed by the Neighbourhood Management workstream had been *'operationalised'*; and, secondly, whether this approach was appropriate in the context of strategic commissioning.
- 3.2 Consultation with partners has indicated some confusion with regard to BNG's policy approach to neighbourhood management, with the majority of respondents either unaware of the detail of the policy or unsure as to how it has been put into practice.
- 3.3 Indeed, as existing and planned projects have yet to formally submit a project submission it is impossible to determine the extent to which this has been guided by the stated policy approach. In addition, until individual neighbourhood management projects from both its constituent local authorities are submitted to BNG, the value of the policy approach in supporting prioritisation cannot be tested.
- 3.4 It is also worth noting that a number of existing projects had already prepared a new project submission covering the funding period from 2006-2008. This was somewhat confusing given the 6-month extension provided to most projects by BNG to provide development time to respond to the findings of this and other recently commissioned studies.
- 3.5 As an overview, the stated policy approach (see Appendix 2) highlights the importance of neighbourhood management in supporting and accelerating the process of market restructuring by adding value to mainstream services provided by the local authorities. These two elements must form the fundamental principles by which future project submissions are appraised: do they support market restructuring? do they provide additional value to mainstream services?

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- 3.6 In the context of the Strategic Commissions developed in response to the Phase 1 evaluation report<sup>1</sup> recommendations, it is imperative that neighbourhood management is focussed on planned investment and intervention in the nine areas included in the submission up to 2008 and unintended geographical leakage is avoided.
- 3.7 The BNG Neighbourhood Management Policy Approach categorises investment into three elements of '*redevelopment*', '*improvement and investment*' and '*support to local markets*'. Consultation has raised considerable concerns with regard to the establishment of an appropriate resource allocation formula to determine the level of BNG revenue that should be provided within each of the three elements. However, allocation of BNG resources cannot be detached from existing and planned investment by all stakeholders (public, private and voluntary/community) within each strategic commission area.
- 3.8 Consequently, this study recommends that BNG considers undertaking some degree of *Resource Mapping* to enable the Pathfinder to evidence (and subsequently report to ODPM) its influence in maximising BNG investment.

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<sup>1</sup> EKOS (2005)- '*Bridging NewcastleGateshead Phase 1 Evaluation*'. March 2005.

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## Resource Mapping

- 3.9 Mapping the resources that are spent in neighbourhoods has emerged in recent years as an important aspect of regeneration, and has received significant emphasis in a range of plans for local regeneration, including Community Strategies, Local Neighbourhood Renewal Strategies and the Delivery Plans of New Deal for Communities (NDC) areas.
- 3.10 The 2001 SEU report<sup>2</sup> contained a recommendation that Local Strategic Partnerships should consider mapping the resources going into priority neighbourhoods as part of the development of Local Neighbourhood Renewal Strategies. The document suggests that this exercise can be *'very revealing, and can shape local action.'* The actions referred to can include making more effective use of resources by exploring new ways of delivering public services and reducing overlap between existing service providers.
- 3.11 Clearly, analysis of the resource flows within an area is important in relation to a number of other area based programmes, such as NDCs, Neighbourhood Management Pathfinders (NMPs) and more recently Local Area Agreements (LAAs), where consideration of the extent to which *'mainstreaming'* of the projects from such programmes has been achieved is an important issue.
- 3.12 The Neighbourhood Management Policy Approach indicates that an audit of existing staff resources will take place before the second prospectus (Scheme Update 2005) is developed. However there is no evidence that this exercise has been undertaken or used to inform the project development process.

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<sup>2</sup> *Social Exclusion Unit (2001)- 'A New Commitment to Neighbourhood Renewal: National Strategy Action Plan.'*

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- 3.13 Carrying out resource mapping exercises improves the potential for co-ordinating budgets in order to ensure effective regeneration and renewal. At the local level this focus on mapping resources in order to facilitate shared actions and to analyse the level/extent of mainstreaming for ABIs, has been, or is being attempted (or at least the feasibility has been tested) in a number of areas e.g. Brighton and Hove, Middlesbrough, Blackburn with Darwen<sup>3</sup>, Newcastle, Derwentside (County Durham), Maryport and Cockermouth (West Cumbria), Poulton (Morecambe), Cumbria, and Burnley.
- 3.14 In summary, resource mapping may provide a powerful tool to enable BNG to evidence the impact of revenue-based neighbourhood management within identified strategic commission areas and identify existing and potential funding sources. In addition, it is understood that Newcastle Local Strategic Partnership has already commissioned a feasibility study to consider mapping resources which may provide a useful basis for discussion within BNG of the appropriateness of this approach.

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<sup>3</sup> Further guidance can be provided from *renewal.net* or from Blackburn with Darwen Strategic Partnership.

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## Resource Allocation

- 3.15 Whilst the results of a resource mapping exercise can inform the process of appraising individual project submissions (in the context of assessing leverage), it is important to provide detail on the underlying thinking behind attempts to establish investment parameters for each of the three elements of neighbourhood management outlined in the policy approach.
- 3.16 Analysis of Audit Commission Scrutiny Report and Strategic Review provides some key issues that can both guide and justify the proposed methodology for the allocation of neighbourhood management investment. This is primarily related to risk, both in terms of delivery and impact, as the Pathfinder moves towards greater transformational change over the next four years.
- 3.17 The recent Audit Commission Strategic Review<sup>4</sup> of BNG highlights slippage in terms of both finance and outputs and indicates that *'the ability to deliver against the complex range of projects involved has not yet been fully evidenced with variable performance to date'*. The review comments that the pathfinder failed to hit its target in 2004/05 for many of the core indicators, particularly building of new homes, improving existing homes and selective demolition. The Review also comments that the outputs to be delivered over the next two years (2006-2008) appear relatively low with the exception of site assembly and acquisition.
- 3.18 Acceleration of the process of transformation necessitates the development of neighbourhood management intervention that can support the transition process and mitigate negative impact on the local community. Evidence from previous projects and prior physical development has highlighted the substantial slippage that can occur in areas identified for redevelopment (i.e. those areas with the more severe market failure). Failure to assemble and clear sites effectively and promptly can have the following outcomes:

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<sup>4</sup> Audit Commission (2005)- *'Market Renewal: Bridging NewcastleGateshead'*. Strategic Review. December 2005.

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- I. Increase the level of revenue investment required to maintain the security and safety of transitional areas;
  - II. Reduce the quality of life for the community on the periphery of the development;
  - III. Delay the use of capital funds to re-build sites (including substantial private sector leverage); and
  - IV. Reduce confidence in the effectiveness of the Pathfinder programme.

3.19 The ability to assemble sites and complete redevelopment of neighbourhoods is thus regarded as a priority to avoid further slippage and improve output performance. This is also consistent with the shift in focus of the national HMR Programme from *'strategy to implementation'*<sup>5</sup>. Consequently neighbourhood management approaches most closely linked to facilitating redevelopment should be prioritised through the appraisal process and clearly stated in the policy approach. In addition, and importantly, it is also assumed that the provision of broader support to improve local neighbourhoods has far greater potential to lever in additional funding streams than the more focussed objective of facilitating capital investment.

3.20 Evidence from consultation with other Pathfinder programmes highlighted a deliberate refocusing of neighbourhood management projects to specifically concentrate on the delivery of the capital programme. As one example, in the Oldham/Rochdale HMR Programme this has led to a withdrawal of funding from community development and engagement projects funded in the early development allocation.

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<sup>5</sup> Nevin, B. (2006)- 'Market Movers'. Article in *New Start* 6<sup>th</sup> January 2006.

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## Planned Intervention

- 3.21 The BNG 2005 Scheme Update provides detail on the planned intervention in each of the nine areas for 2006-2010, including a projection of the number of new build properties, demolitions and planned improvements. A summary is included in Appendix 3. This data provides an indication of the level of BNG capital investment within each Strategic Commission and thus provides a starting point to determine the distribution of revenue investment to support the capital programme.
- 3.22 Consideration was given to using the Vitality Index scores to refine the weighting methodology, however consultation revealed a current lack of comparability between the different Vitality Index scores provided by Newcastle Neighbourhood Information Service (NNIS) (see Appendix 5 for detail) and the Gateshead GENIE. Nevertheless, at the end of this section an illustration has been provided of how data from the Housing domain within the Vitality Index could be applied to influence resource allocation.
- 3.23 A number of other data sources were considered to guide the allocation methodology (e.g. total number of properties, total population, number of vacant properties) but the data contained in the 2005 Scheme Update was concluded to be the most important in terms of describing the Pathfinder Programme and the most explicitly linked to the ODPM core indicators used to assess performance.
- 3.24 It is important to stress that whatever the proposed weighting, it should only be used as a starting point to inform decisions regarding the allocation of resources to each Strategic Commission area over the next four years rather than suggesting it should be the sole determinant of these allocations. Whilst establishing a formula will have significant advantages in offering a consistent and transparent methodology, it cannot accommodate every set of circumstances and as such has its limitations.
- 3.25 It is possible to rank each Strategic Commission area for 2006-2008 using the number of demolitions (consistent with the scale of redevelopment outlined in the policy approach) and the number of improvements (consistent with the scale

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- of improvement and investment outlined in the policy approach). This level of ranking can provide a weighting measure which can be used to guide / prioritise the level of revenue resources that BNG might allocate to each area.
- 3.26 Ideally, figures relating to demolitions would be divided between occupied premises and vacated premises in order to reflect the different levels of investment required in each case. Were this information to be available, it would help to ensure that resources are more appropriately allocated.
- 3.27 However, planned demolitions are of course only one of the factors that ought to be considered. For example, there is also an argument that the number of direct improvements (homes undergoing major refurbishment, repair or other significant improvement) and indirect improvements (homes benefiting from physical - but non-housing - works on nearby land/built environment) should also be considered.
- 3.28 As such, there may well be merit in bringing together all of these weightings, i.e. allocating resources based on a consideration of demolitions, direct improvements and indirect improvements. This though would need itself to be weighted according to the division of BNG resources between the 3 sets of activities. That is to say, a further weighting would need to be applied to reflect the split of capital resources between demolitions, direct improvements and indirect improvements. So, for example, if demolitions accounted for 70% of the capital programme, direct improvements 20% and indirect improvements 10%, these weightings should be applied to each of the sets of figures relating to the spread of these activities across Strategic Commission Areas.
- 3.29 Even then, there is likely to be a need for some flexibility to reflect other key factors, not least the investment in relevant activities in these areas being made by other organisations and the scores attributed to them within the Housing domain of the Vitality Index.
- 3.30 In respect of the former, it is not possible to determine how this might influence the allocation of BNG revenue spending in advance of any resource mapping

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- exercise that might be undertaken. By way of example, if Newcastle NDC is supporting related activities within its footprint, there may be less of a need to for BNG to provide as much support as it might otherwise have offered in respect of this part of Newcastle.
- 3.31 In respect of the latter, it is understood that the domain as a whole is being revisited to ensure that there is consistent treatment of data across the BNG area. In the meantime, some additional weighting could be applied using average house prices within each of the Strategic Commission Areas (one element of the Housing domain Vitality Index scores).
- 3.32 It is envisaged that the application of this sort of methodology would be consistent with BNG's efforts to focus its proposed interventions more narrowly to specific localities (or Strategic Commissions) within the Pathfinder area. Crucially, the weighting of allocation would represent a pragmatic step given the reduction in the level of resources available for revenue projects and the pressure from DCLG (ODPM) to demonstrate focus on a capital programme.
- 3.33 However, the approach outlined above represents only the first phase of the application of the policy approach and there will be a need to not only consider carefully what sort of formula might be adopted but also to recognise its limitations and, in particular, the need for some common sense moderation of its calculations.
- 3.34 The approach also sets the parameters for the second phase of the process, namely what type of interventions have proven to be the most cost effective in supporting the process of planned physical and social improvement. This second phase draws heavily on the evidence provided in the individual project evaluations as well as national best practice case studies across the neighbourhood management network.
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## Summary

- **The Neighbourhood Management Policy Approach needs to be communicated more effectively to all delivery partners and reflected in Project Submission and Appraisal process;**
- **Consideration should be given to undertaking a Resource Mapping exercise to facilitate alignment and coordination of revenue resources in Strategic Commission areas;**
- **BNG needs to ensure synergy between planned capital intervention and subsequent revenue funding through weighted allocation process; and**
- **BNG needs to agree prioritisation of Redevelopment Areas within the Policy Approach when allocating revenue resources.**

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## PHASE 2- NEIGHBOURHOOD MANAGEMENT INTERVENTION

- 4.1 The second section of this report provides an overview of the most effective neighbourhood management interventions using evidence from the project evaluations.
- 4.2 Full assessment of the performance and effectiveness of individual projects has been problematic due to the weakness of the initial project appraisal process. Whilst this has already been identified in the Phase 1 evaluation report, respondents were generally critical of the previous project development and appraisal process adopted by the Pathfinder to utilise BNG revenue funding to support neighbourhood management, highlighting the pressure generated as a consequence of the need to secure early expenditure. The EKOS report highlights the key points as:
- The absence of a clear division of responsibilities and governance structure;
  - The lack of detail in the ADFs to help identify key priorities with a resultant impact on the focus and appropriateness of neighbourhood management project submission forms;
  - The absence of an Appraisal Panel to share responsibility for final decisions; and
  - The potential for strategic commissioning to ensure best value for money.
- 4.3 A general issue highlighted in all the previous project submission forms is the absence of specific detail on how the proposed neighbourhood management intervention responds directly to the planned investment in the ADFs and a substantial degree of ambiguity as to why BNG investment is required as opposed to other sources of funding.

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- 4.4 This view is reinforced by the 2004 Audit Commission Scrutiny Report<sup>6</sup> which concluded that the initial submission provided limited detail about the Pathfinder's approach to neighbourhood management interventions. This was raised as a concern given the fact that some £7.5 million was sought for measures under the 'supporting communities' heading during the first three years of the programme.
- 4.5 Whilst the Audit Commission report cited the Newcastle Outer East ADF as an example of the way in which enhanced neighbourhood management interventions could be used in relation to market renewal, this had not been consistency applied to all ADFs. This report concludes that this is an area where further development is needed to provide evidence and justification for the use of specific neighbourhood management tools to support housing market restructuring and more detail on succession strategies and mainstreaming.
- 4.6 A core element of this study has been to evaluate the impact of previously funded neighbourhood management projects on the success of the BNG programme, evidence their level of contribution and use findings to support the prioritisation and review of future submissions in the context of each Strategic Commission area (see Appendix 10 for individual project evaluation reports).
- 4.7 Clearly, different approaches are required to facilitate transition in each strategic commission area, dependent on the extent to which the area is characterised by '*redevelopment*' or '*improvement and investment*'. In light of the identified resource constraints the allocation of funding to provide '*support to local markets*' is allocated the lowest priority for BNG (on the assumption that these areas will continue to be supported by mainstream services).

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<sup>6</sup> Audit Commission (2004)- '*Market Renewal: NewcastleGateshead Pathfinder*'. Scrutiny Report. February 2004.

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- 4.8 Evidence from the individual project evaluations indicates which neighbourhood management approaches have been the most effective in facilitating transition and should be the main focus of BNG revenue investment over the next four years of delivery (see Table 3 for a summary of the previous project interventions).
- 4.9 Table 4 provides an overview of how previous models of intervention and new approaches can fit within the types of intervention outlined in the stated policy approach and the cited staff functions. This Table supports those projects identified as a priority for future BNG investment in Table 3 and also consistent with the general trend amongst HMR Programmes to move away from the direct funding of (as opposed to joint working with) softer community development and engagement activities.
- 4.10 Whilst a number of projects, namely **Neighbourhood Planning in Schools**, the **LIFE** project, and elements of the **Environmental Action Pilot Schemes** have proven popular amongst stakeholders, their value and contribution in supporting transition is not considered to be as high as the approaches outlined in this section. However, good practice demonstrated in terms of processes adopted by these projects ought to be used as tools within future supported projects.
- 4.11 An example of this is communication and engagement with local people through school-based activities, as a way of informing people about the work being undertaken in their area. A further example is successful methods to bring agencies together to deliver appropriate interventions. It is envisaged that the findings of the Community Engagement evaluation will guide the future development of a number of these techniques.

**Table 3- Project Summary and Prioritisation for BNG investment**

	Priority for BNG
<b>Neighbourhood Manager / Officer</b>	
<p><u>Where approaches worked well</u></p> <ul style="list-style-type: none"> <li>▪ Considered a valuable service by the local community and Newcastle City Council;</li> <li>▪ Anecdotal evidence suggests that local environments have improved;</li> <li>▪ Focused engagement of partners;</li> <li>▪ Strong consultation with the community;</li> <li>▪ Facilitating process of decanting and subsequent demolition;</li> <li>▪ Establishment of service protocols and good practice guides;</li> <li>▪ Well respected and managed initiative which is having a real impact on the area in which it operates;</li> <li>▪ Leverage of additional support / service focus in target area;</li> <li>▪ Quickly visible results; and</li> <li>▪ Providing a BNG presence on the ground in development areas.</li> </ul> <p><u>Weaknesses of the approach / possible improvements</u></p> <ul style="list-style-type: none"> <li>▪ Weaknesses of output indicators in describing the activity and contribution of the project;</li> <li>▪ Lack of leverage from mainstream by local agencies and clarification of future funding opportunities;</li> <li>▪ Underdeveloped performance management framework; and</li> <li>▪ There may be merit in standardising BNG's vision of Neighbourhood Management, staff salaries and resourcing.</li> </ul> <p><b>Example Projects:</b> <i>Maintaining Cowgate through Transition, Sunderland Road Neighbourhood Manager, Scotswood and West Benwell Neighbourhood Management Initiative, North Benwell Neighbourhood Management Initiative</i></p>	<p><b>High</b></p>

	Priority for BNG
<b>Private Rented Schemes</b>	
<p><u>Where approaches worked well</u></p> <ul style="list-style-type: none"> <li>▪ Strong landlord engagement;</li> <li>▪ Database;</li> <li>▪ Demand for the project has remained consistent;</li> <li>▪ Fits within Private Sector Housing Strategy;</li> <li>▪ Consolidated its position amongst a range of statutory agencies through joint working and referral;</li> <li>▪ Tenant vetting; and</li> <li>▪ Coordination with ASB initiatives.</li> </ul> <p><u>Weaknesses of the approach / possible improvements</u></p> <ul style="list-style-type: none"> <li>▪ Little landlord vetting;</li> <li>▪ Lack of private sector leverage due to lower than expected accreditation;</li> <li>▪ It is difficult to disaggregate out the impact of the PRP from other BNG / Newcastle NDC initiatives; and</li> <li>▪ It is difficult to establish clear causation between recorded outputs and desired outcomes.</li> </ul> <p><b>Example Projects:</b> <i>Private Landlord Initiative, Private Rented Project</i></p>	<b>Medium</b>

	Priority for BNG
<b>Environmental Operatives</b>	
<p><u>Where approaches worked well</u></p> <ul style="list-style-type: none"> <li>▪ The delivery of a flexible, responsive non-discriminatory service to residents within the Gateshead Pathfinder Area;</li> <li>▪ The project has implemented a sensible and effective approach towards education and enforcement;</li> <li>▪ The collection of additional monitoring information to supplement BNG project specific outputs;</li> <li>▪ Contribution to some BNG objectives and the broader strategic objectives of a number of other agents;</li> <li>▪ Evidence of well established partnerships with all relevant partners;</li> <li>▪ Improvement of the local environment and reduced fly tipping; and</li> <li>▪ Reduction in Envirocall reported incidents.</li> </ul> <p><u>Weaknesses of the approach / possible improvements</u></p> <ul style="list-style-type: none"> <li>▪ The existence of restrictive and ambiguous BNG outputs;</li> <li>▪ Undertaking environmental management work that is beyond the responsibility of BNG;</li> <li>▪ Overstaffing;</li> <li>▪ Weak 'Value for Money' due to inflated labour costs and an inability to secure leverage from all relevant sources; and</li> <li>▪ Changes are required to improve the financial and performance monitoring framework, in order to provide further evidence of contribution to BNG operational objectives and to facilitate value for money assessments by quantifying overall additionality.</li> </ul> <p><b>Example Projects:</b> <i>Maintaining Cowgate through Transition, Envite Teams, Maintaining Walker Riverside through Transition</i></p>	<p><b>Medium</b></p>

	Priority for BNG
<b>Neighbourhood Wardens</b>	
<p><u>Where approaches worked well</u></p> <ul style="list-style-type: none"> <li>▪ Provision of support for a broad range of services active across the Urban &amp; Riverside Scheme area;</li> <li>▪ Positive contribution to environmental, community safety and community engagement outcomes;</li> <li>▪ Increased recognition by local service partners;</li> <li>▪ Street Wardens are well integrated within Neighbourhood Services and ward committees and thus takes Newcastle City Council's localised services agenda forward;</li> <li>▪ Day to day steering of the Neighbourhood Wardens by Neighbourhood Manager;</li> <li>▪ Increased trust built within the local community; and</li> <li>▪ Street Wardens offer good value for money for BNG in relation to Newcastle City Council's match funding.</li> </ul> <p><u>Weaknesses of the approach / possible improvements</u></p> <ul style="list-style-type: none"> <li>▪ Weak monitoring / performance management and quantitative evidence base linking project level activities to BNG / ODPM objectives and outcomes;</li> <li>▪ Absence of leverage from broad range of key agencies clearly benefiting from the service;</li> <li>▪ A need to demonstrate a clearer geographical focus on Strategic Commission areas for 2006-2008 as opposed to general support for a broader BNG footprint; and</li> <li>▪ The need to ensure a closer operational fit between other BNG funded neighbourhood management projects.</li> </ul> <p><b>Example Projects:</b> <i>Neighbourhood Wardens, Maintaining Cowgate through Transition, Scotswood and West Benwell Neighbourhood Management Initiative, North Benwell Neighbourhood Management Initiative</i></p>	<b>Medium</b>

	Priority for BNG
<b>Community Development and Engagement</b>	
<p><u>Strengths of the project/areas where it worked well</u></p> <ul style="list-style-type: none"> <li>▪ Focused engagement of partners;</li> <li>▪ The staff team have been enthusiastic, commitment and proactive in their work;</li> <li>▪ Number of high profile events and initiatives taken forward;</li> <li>▪ The intelligence gathered;</li> <li>▪ Potential for approaches to be adopted as part of the school curriculum;</li> <li>▪ Consultation with the community with young people and older people specifically consulted; and</li> <li>▪ Quickly visible results.</li> </ul> <p><u>Weaknesses of the project/possible improvements</u></p> <ul style="list-style-type: none"> <li>▪ Limited direct contribution to BNG activity;</li> <li>▪ Very localised responses;</li> <li>▪ Potential to increase the level of involvement from partners / guardians of children although subsequent level of engagement in wider urban improvements has increased;</li> <li>▪ Uncertainty regarding the future of some schools;</li> <li>▪ Public realm improvements are expensive to fund; and</li> <li>▪ Longer term environmental outreach makes limited contribution to BNG outcomes.</li> </ul> <p><b>Example Projects:</b> <i>Environmental Action Pilot Schemes, LIFE Project, Neighbourhood Planning in Schools</i></p>	<p><b>Low</b></p>

**Table 4- Supported Approaches- Neighbourhood Management approaches by intervention type**

Intervention Type	Approach	Evidence
<b>Redevelopment</b>	Neighbourhood Officer	The appointment of a dedicated officer to build up trust with the local community has proven pivotal in facilitating the process of decanting residents and speeding up the transition process.
	Neighbourhood Warden / Security Service	Ensuring the security of properties and early reporting of urgent repairs can ensure the safety of remaining residents and reduce the cost of maintaining properties before demolition.
<b>Improvement &amp; Investment</b>	Neighbourhood Manager / Officer	The appointment of a dedicated officer can provide a focal point to improve the effectiveness of service delivery and, in partnership with local residents, tackle some of the causes and consequences of low demand.
	Neighbourhood Warden	High visibility patrolling not only provides reassurance / confidence to local residents but also contributes to multi-agency efforts to provide a cleaner, safer and sustainable neighbourhood.
	Environmental Operatives	A dedicated rapid response team can ensure the desirable standard of cleanliness is maintained and contribute to increased resident confidence in the sustainability of the neighbourhood.
<b>Area-Wide</b>	Relocation Team / Home Ownership	Providing support to residents to facilitate the process of decanting and re-housing is pivotal to enable site assembly.
	Private Landlord initiatives	Improving the standard and management of private sector stock and stimulating private sector investment is recognised as an integral component of housing market renewal.
	Tenancy Management Officer	Provision of dedicated officers to support residents in their tenancies and prevent any escalation of dispute can contribute to increased neighbourhood stability.
	Anti-Social Behaviour Officer	Tackling anti-social behaviour, in all its forms, represents a key element of the RESPECT agenda and can maintain area popularity.
<b>Support to local markets</b>	Flexible Revenue Fund	The establishment of a flexible revenue resource can ensure provision of support services is demand as opposed to supply led.

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## Redevelopment Areas

- 4.12 As previously stated, the ability to assemble sites and complete redevelopment of neighbourhoods is regarded by the study team as a priority to avoid further slippage and improve output performance.
- 4.13 There was general recognition amongst interviewees that speeding up the process of decanting residents from properties identified for demolition to enable the site to be prepared for subsequent development had significant economic and social benefits. Substantial delay in the process of site assembly and preparation presented a drain on revenue resources which were required to ensure the safety and security of target properties. Evidence from the project evaluations indicated that development delay inflated the costs required for:
- Securing vacant properties through repair/replacement of permascreens;
  - Undertaking targeted patrols to support remaining residents and residents on the periphery of the development;
  - Tackle anti-social behaviour/criminal activity attracted to the target development area;
  - Removing fly-tipping to alleviate the risk of secondary fires; and
  - The potential costs associated with implementing a Compulsory Purchase Order (CPO).
- 4.14 Consequently, interventions that are regarded as effective in assisting the process of acquisition and demolition can provide clear benefits in terms of alleviating future need/pressure on BNG revenue as well as facilitating progress of the main capital programme.
- 4.15 The value for money section of this report provides more detail on the potential cost savings for partners by supporting the acquisition and demolition process.

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*Neighbourhood Officer*

- 4.16 Consultation with a range of stakeholders highlighted strong support for the employment of a Neighbourhood Officer to support the delivery of the BNG Programme with recognition of the advantages of adopting this model, evidenced in a paper recently prepared by Gateshead MBC<sup>7</sup>.
- 4.17 One of the most important lessons relates to the recruitment of a dedicated Neighbourhood Officer within the community well in advance of transition and planning. This early intervention enables the project to gain credibility and trust within the local community and facilitate further consultation and development that may follow. Clearly the adoption of this approach will need to bear in mind future development work commencing in 2008-2010, although this should be regarded as a key element of facilitating future transition (and hence providing longer-term cost efficiencies).
- 4.18 Crucially, the appointment of a dedicated Neighbourhood Officer must only be agreed for areas where the Strategic Commission has clear investment plans and should not be used to support local markets using BNG revenue resources.
- 4.19 In addition, it is important to make a distinction between the role of a Neighbourhood Officer supporting physical development and a Neighbourhood Manager undertaking a broader role to support to the management of services within an area. Project level evidence indicates that the neighbourhood officer role generally covers a much smaller number of properties given the focus on supporting relocation (e.g. the Sunderland Road project covered 336 households). The Neighbourhood Manager role is generally accepted as covering between 5,000 and 15,000 properties<sup>8</sup> and thus can provide less intensive support per household.

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<sup>7</sup> Gateshead MBC have recently circulated a paper entitled 'Neighbourhood Officer: Project Role, remit and opportunity.'

<sup>8</sup> Based on experience from the National Neighbourhood Management Pathfinder Programme.

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- 4.20 Consequently, BNG investment must be targeted on specific areas where demolition is planned in the next four years of delivery and not be confused with emerging mainstream neighbourhood management models in both Gateshead and Newcastle.
- 4.21 Whilst ODPM has provided guidance on the salary costs for a number of posts used to support the neighbourhood element of the Safer Stronger Communities Fund<sup>9</sup> the outline costs for a Neighbourhood Manager (£50,000 + 22% on costs) reflect a more senior and strategic role than is proposed for the Neighbourhood Officer.
- 4.22 Clearly, consistency is required across the whole BNG area for the salary level of appointed Neighbourhood Officers. As a guide the aforementioned Gateshead MBC paper discussing this function indicates a suggested scale of PO3 (for a Senior Neighbourhood Officer) and SO2 for a Neighbourhood Officer. Consequently, subject to approval by the Neighbourhood Management Workstream it is suggested that BNG adopts these scales for all submissions wishing to appoint a Neighbourhood Officer within Strategic Commission areas.

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<sup>9</sup> ODPM (2005)- *The Safer and Stronger Communities Fund: The Neighbourhood Element Implementation Guidance. July 2005.*

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*Neighbourhood Warden / Security Service*

- 4.23 Evidence from the project evaluations indicated the value of having an on-site presence within areas undergoing redevelopment to perform the primary functions of ensuring the security of void properties and the safety of remaining residents during the decanting process.
- 4.24 It is important to make a distinction between activities required to support areas undergoing redevelopment and areas undergoing improvement and investment. For both types of transition neighbourhood wardens can play an important role in liaising with the local community and facilitating the identification and resolution of environmental and anti-social behaviour hotspots. However, as discussed in the next section, this role is more intensive and applicable within areas where the resident population will remain in situ, as opposed to areas where the number of residents will be gradually reduced as part of the site assembly and decanting process.
- 4.25 Consultation with local partners has indicated that there may be potential to utilise alternative, more cost-effective methods to ensure property security in areas where major demolition is planned. This may be achieved by resourcing existing Citybuild (Newcastle) and Local Environmental Services (Gateshead) staff to provide a security function at a level more commensurate with the number of properties planned for demolition with the Strategic Commission area. It is envisaged that this will alleviate the need for neighbourhood wardens to undertake this function and thus reduce the number of wardens needed during the transition phase.
- 4.26 Evidence provided from Gateshead MBC would suggest that employing a Neighbourhood Support Assistant (security staff) would be 20% cheaper than employing a Neighbourhood Warden<sup>10</sup>. Employing dedicated security staff provides a more focussed role although clear operational agreement will be required to ensure effective communication and liaison across each Strategic

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<sup>10</sup> Based on Neighbourhood Warden Salary of £20,235 and Neighbourhood Support Assistant Salary of £16,137 (both not including employer costs).

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- Commission team. It is envisaged that a dedicated Neighbourhood Officer would provide the co-ordination of all frontline staff at a neighbourhood level.
- 4.27 The more flexible use of existing security staff (e.g. Neighbourhood Support Assistants in Gateshead MBC Local Environmental Services) also provides efficiencies should the pace of site assembly and demolition be substantially increased (i.e. cleared sites awaiting development are significantly easier / less resource-intensive to manage).
- 4.28 It is also important that contractors involved in the demolition and development of sites fulfil their responsibilities to ensure security of sites. It is envisaged that this will alleviate pressure on frontline staff to respond to incidents occurring in demolition / development areas when, for example, unfit perimeter fencing is breached.
- 4.29 In summary, whilst Neighbourhood Wardens have the potential to play an important role in supporting transition in redevelopment areas, cost-efficiencies can be achieved by resourcing other frontline officers to undertake some of the security functions.

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## Improvement & Investment Areas

- 4.30 Although priority has been attached to areas where physical demolition and redevelopment is proposed within the Strategic Commissions, BNG has an interest in supporting (both financially and through influence) the improvement of areas to support their longer-term sustainability.
- 4.31 The project evaluation reports provide substantial evidence of the positive impact on local communities within BNG areas, more in line with the provision of a broader support role to coordinate the management and delivery of local services as opposed to the more focussed role within redevelopment areas.
- 4.32 Areas identified for improvement and investment have the greatest potential overlap between mainstream approaches to neighbourhood management and consequently potential for duplication of existing provision. The policy approach outlined in Appendix 2 provides detail on how neighbourhood management can support BNG objectives, with a good fit between mainstream aspirations to roll-out neighbourhood management and BNG aspirations to use neighbourhood management to facilitate and sustain transition.
- 4.33 This study has uncovered the following issues with regard to the use of BNG revenue within areas undergoing improvement and investment:
- The approaches generally fit within best practice models outlined in various Policy Action Team (PAT) reports<sup>11</sup>;
  - Neighbourhood Management in the context of BNG covers much smaller geographies/population than is evident in the National Neighbourhood Management Pathfinder Programme<sup>12</sup>;

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<sup>11</sup> In Particular PAT Report 4 'Neighbourhood Management', PAT Report 07 'Unpopular Housing' and PAT Report 08 'Anti Social Behaviour'.

<sup>12</sup> Recent guidance issued by Government Office North East on the seven key ingredients of successful neighbourhood management suggests that the area covered by a neighbourhood manager would broadly include a population of 5,000 to 15,000. The Strategic Commission areas fall generally below this level.

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- There are substantially more opportunities to obtain funding to resource activity in these areas than in areas where demolition and redevelopment is proposed; and
  - The roll-out of Neighbourhood Management has not been adopted comprehensively in Gateshead and Newcastle to date, leading to difficulties in linking with or obtaining funding from mainstream structures.

4.34 The identification of more focussed Strategic Commission areas presents challenges for partner organisations to evidence how BNG-funded neighbourhood management will be focussed specifically within geographically smaller, transition areas. Consequently the issue appears to be more about what contribution BNG should make to emerging Neighbourhood Management structures rather than whether the model can prove effective in tackling the causes and consequence of low demand.

4.35 Interviewees indicated the substantial revenue pressures on mainstream resources which may present a number of operational difficulties<sup>13</sup>. Whilst the study team appreciates these pressures, this report is focussed on ensuring accountability of revenue investment to BNG, and subsequently ODPM, and appropriateness in facilitating the delivery of a capital programme.

4.36 The following sections provide detail from the project evaluations on positive models that have been funded to support areas identified for improvement and investment. However, the stated priority on areas of redevelopment in conjunction with reported resource constraints emphasises the importance of leveraging in additional investment from a broader range of agencies / sources (see later section for detail).

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<sup>13</sup> *This view is consistent with responses generated from consultation with other HMR Pathfinder programmes.*

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*Neighbourhood Manager / Officer*

- 4.37 Only two of the previously funded BNG projects have been closely aligned with the delivery of Neighbourhood Management functions as envisaged within the PAT 4 report, namely the **North Benwell Neighbourhood Management** project and **Scotswood and Benwell Neighbourhood Management** project.
- 4.38 In both cases, the existing BNG performance management framework (see next section) failed to capture the broad range of activities and support provided by the project and beneficial impact on the stability and strength of each local area.
- 4.39 These Neighbourhood Management Initiatives have provided evidence of re-shaping service delivery (including public and private organisations), identifying local problems and facilitating the delivery of local solutions, leading to more effective joint working and empowering residents to engender a greater sense of control and civic pride in the improvement of their local neighbourhood.
- 4.40 Both projects have received substantial media coverage, in particular the North Benwell Neighbourhood Management project which has been the focus of case studies within ODPM / NRU structures.
- 4.41 It is unlikely that BNG revenue funds will be able to support the appointment of a dedicated Neighbourhood Manager for each Strategic Commission area. However, in light of the proposed allocations, BNG investment to provide a contribution to such posts is justified.
- 4.42 An alternative may be to appoint a BNG funded Neighbourhood Officer, line managed by a Neighbourhood Manager, as part of a broader Neighbourhood Team covering a larger geographical area than currently contained within the Strategic Commission footprint. The Neighbourhood Officer could provide more focussed dedicated support to properties within the Strategic Commission area, whilst also ensuring consistency of approach with the broader mainstream Neighbourhood Management service.

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*Neighbourhood Warden*

4.43 The case for Neighbourhood Wardens have been clearly made at a national level<sup>14</sup> and has been supported by evidence contained within the project evaluation reports. Within areas undergoing improvement, Neighbourhood Wardens can perform a focused role in tackling the causes and consequences of low demand through liaison with the local community and by facilitating the identification and resolution of environmental and anti-social behaviour hotspots. Projects have specifically provided support to:

- Stabilise and maintain confidence in neighbourhoods of sustainable stock;
- Stabilise and protect areas subject to further assessment and appraisal; and
- Protect current and proposed investment.

4.44 The use of warden teams has differed in focus and weighting of activity across the three core areas of '*Crime Prevention/Community Safety*', '*Environmental Improvements*' and '*Community Development*' dependent on the nature of the target area and availability/type of existing services. Within the context of BNG the role of crime prevention and community safety is perhaps the most relevant given the availability of a dedicated environmental team to cover the other roles in most areas.

4.45 The role provides a clear contribution to the success of a dedicated Neighbourhood Management Team by improving the effectiveness of service delivery as opposed to providing delivery itself.

4.46 Whilst there is evidence that BNG funded wardens (within a number of projects) have been tasked in response to issues arising due to BNG transition, there are limits to the extent to which BNG warden functions can significantly differ from established corporate services in both Gateshead and Newcastle<sup>15</sup>.

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<sup>14</sup> Home Office (1999)- '*Neighbourhood Warden Schemes: An Overview*'. Jacobson & Saville- Policing and Reducing Crime Unit: *Crime Reduction Research Series Paper 2* and ODPM (2004)- '*Neighbourhood Wardens Scheme Evaluation*'. Research Report 8.

<sup>15</sup> This is primarily a consequence of the need to provide a consistent level of service to avoid confusion amongst residents as well as necessarily complying with corporate terms and conditions of employment of the warden post.

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- 4.47 Alignment of the geographical boundaries of the warden services may represent a significant challenge in both Gateshead and Newcastle due to mainstream pressure to maintain coverage over larger geographical areas against BNG pressure to focus activity within Strategic Commission areas.
- 4.48 Evidence presented in the Gateshead **Neighbourhood Warden** project report indicates that the BNG funded scheme covered more households per warden than a range of other comparator schemes, indicating that either the Scheme area needed to be more focused or more wardens needed to be provided (with subsequent revenue pressures). This view is also reinforced in recent guidance by the NRU indicating that *'experience indicates that having too few wardens or deploying them over too wide an area dilutes their visibility and impact on community safety, fear of crime and quality of life'*.
- 4.49 To ensure accountability to BNG, any future project submissions must clearly evidence the focus of BNG funded wardens within target Strategic Commission areas. Continuation funding for a dedicated warden team for each Strategic Commission area receiving investment and improvement makes clear sense to establish productive relationships with the local community and provide reassurance.
- 4.50 In light of the funding constraints this may reduce the number of wardens allocated to each BNG area thus exacerbating pressure on mainstream resources. However, this may be alleviated by the roll-out of Police Community Support Officers (PCSOs) across both Gateshead and Newcastle, which will need to be reflected in future project submissions.
- 4.51 Whilst the establishment of a dedicated revenue resource (see later section) can provide some operational flexibility to respond to issues arising in transition areas, the obvious pressure on mainstream resources highlights the need to identify and secure additional funding.
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*Environmental Operatives*

- 4.52 The employment of rapid response environmental teams targeted at a local community has been a key feature of the majority of national Neighbourhood Management Pathfinder Programmes<sup>16</sup> and formed the primary focus of the **Envite** and **Maintaining Walker Riverside during Transition** projects.
- 4.53 As with the use of Neighbourhood Wardens, the use of a dedicated team is recognised within national good practice literature, in particular to improve and maintain the appearance of areas where low demand is prevalent.
- 4.54 However from BNG's perspective, it is imperative that funding additional, dedicated capacity to support transition adds value to, as opposed to displaces, mainstream provision. Both projects raised concern that BNG investment had leaked to surrounding areas to some extent and that the focus of the role has become blurred with mainstream provision (e.g. collecting domestic refuse and emptying litter bins). In addition, given that the project contributes to a number of strategic objectives there is a need to increase the amount of leverage afforded to the project.
- 4.55 The use of Environmental Operatives has also been inconsistent across BNG areas, with some requiring BNG investment and others using alternative funding from other public (e.g. NRF funding) and private (RSLs) sources.
- 4.56 Concern has also been raised that environmental teams have been over-staffed and that their size was not commensurate with demand associated with physical transition. As the projects have been able to provide a clear demonstration of impact on the local environment, their continuation is recommended at a level more appropriate to the nature of transition within each area and affordable within the funding parameters outlined in Phase 1 of this report.

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<sup>16</sup> ODPM (2004)- *'Neighbourhood Management Pathfinder Programme National Evaluation Annual Review 2003/04 Key Findings.*

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## Area Wide

### *Relocation Team / Home Ownership Support*

- 4.57 There was a general consensus amongst interviewees that the provision of targeted support to residents within proposed redevelopment areas (to help people enter and sustain home ownership and to facilitate relocation) was an important component of the transition process.
- 4.58 Whilst none of the neighbourhood management projects evaluated as part of this study incorporated specifically funded relocation / home ownership officers there is a clear case for supporting this on a flexible basis to respond to phased demand within the Strategic Commission areas. The project evaluation reports provide evidence that this role can be supported by Neighbourhood Officers in facilitating contact with target residents.

### *Private Landlord initiatives*

- 4.59 The **Private Rented Project** and **Private Landlord Initiative** are specifically focussed on working with private landlords within BNG areas to improve and promote good practice within the private rented sector. The options for the Private Rented project have already been outlined and reviewed by local funding bodies, leading to the roll-out of the service city-wide. To this extent, the previous and current evaluation has not uncovered any issues indicating a need to divert from this pathway.
- 4.60 Both projects respond directly to issues raised in the PAT 7 on Unpopular Housing which indicated that the operation of the private sector in areas of low demand has a detrimental effect on the recovery of neighbourhoods and regeneration initiatives. Tackling the causes and low demand in partnership with private sector landlords clearly provides a more sustainable solution
- 4.61 Greater coordination and learning between both projects (and respective services provided) has developed during their period of BNG funding which could form the basis of a consistent and integrated system across the BNG area.

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- 4.62 Each of the projects have greater scope to deliver against both strategic objectives to improve neighbourhoods and to contribute to multi-agency efforts to provide an improved choice of good quality homes within areas of low demand.
- 4.63 Both projects are also able to stimulate greater private sector investment within areas of low demand, vital to sustain and enhance the impact of public sector intervention.
- 4.64 Further detail is required to determine the extent of mainstreaming for both projects within respective Strategic Housing functions for Gateshead and Newcastle. This will ultimately determine the level of investment sought from BNG revenue and will need to be reflected in the project submission and appraisal process.

*Tenancy Management Officer / Anti-Social Behaviour Officer*

- 4.65 None of the projects evaluated as part of this study have used BNG revenue funding to appoint a dedicated Tenancy Management Officer or Anti-Social Behaviour Officer. Whilst mainstream enforcement, education and support functions have been levered into BNG areas to address both environmental and community safety issues, consideration might be given to providing a dedicated team of officers to work across all Strategic Commission areas. This can aid the process of translating the issues identified and reported by dedicated neighbourhood teams (i.e. outputs) into positive outcomes on a more responsive basis.

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## Flexible Revenue Resource

4.66 A number of the project level evaluations indicated some degree of over-delivery of certain functions with a resultant concern that BNG funded officers were being used outside the BNG identified area (leakage)<sup>17</sup>. This issue is particularly pertinent to the Environmental Operatives in both Gateshead (**Envite**) and Newcastle (**Neighbourhood Environmental Action Team- NEAT**) where the following observations have been made:

- A lack of consistency across BNG regarding the ratio of Environmental Operatives to the size of the development (now Strategic Commission area);
- A lack of consistency across BNG regarding the salary levels of Environmental Operatives; and
- An absence of flexibility in the system to re-deploy Environmental Operatives between Strategic Commission Areas should the level of environmental demand generated by development fall significantly.

4.67 Indeed within the **Maintaining Walker Riverside during Transition project** the number of Environmental Operatives was acknowledged as being substantially above demand. This has led to some operatives being used for some limited activities outside the BNG area (thus supporting mainstream) or alternative activities within the BNG area (loss of focus). The evaluation report highlights some degree of confusion regarding the actual geographical coverage of the NEAT team and its interaction with mainstream Environmental Services (Envirocall).

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<sup>17</sup> For further detail on the identification of leakage see ODPM (2006)- 'Assessing the impact of Housing Market Renewal (HMR) pathfinder interventions- displacement issues.

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- 4.68 Put simply, no contingency appears to exist to reimburse BNG revenue should the level of envisaged environmental or other related consequences of redevelopment fail to materialise. Indeed as frontline officers are contracted on a two year basis (related to BNG funding periods), the previous system and level of provision generates substantial inefficiency as officers are pragmatically deployed to support mainstream services.
- 4.69 Establishing a ring-fenced revenue fund covering all Strategic Commission Areas (but allocated separately to Gateshead and Newcastle) could offer one solution to more closely align supply with demand.
- 4.70 At present, it is understood that a number of functions (primarily repair and security) are provided as required on a flexible, contract basis. Clearly this is desirable to ensure that BNG revenue is used more efficiently to respond to additional service demand generated through the transition process. There are clear benefits to adopting this approach to a number of other frontline duties, in particular Environmental Operatives and Neighbourhood Wardens (as proven in the model of the Virtual Enforcement Team already operational in Gateshead).
- 4.71 Previous sections of this report have provided support for the allocation of a dedicated Neighbourhood Team in each Strategic Commission area, whose composition would reflect both the nature and scale of BNG intervention over the next 4 years. Consequently, the revenue fund would be used to provide short-term, enhanced capacity to existing staff to address locally identified problems.
- 4.72 By way of example the demolition of 96 properties in Byker / Ouseburn during 2006-2008 would be supported through a dedicated neighbourhood team (outlined in Table 3). However should a substantial increase in the incidence of fly-tipping be recorded during the transition period, which cannot be addressed with existing allocated resources, then the revenue fund could provide increased capacity to respond to resolve the problem.
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- 4.73 Although working up the full detail of this approach is beyond the remit of this study, it is envisaged that the ring-fenced fund would provide revenue to pay for staff over-time to support discrete, targeted activities at sites within each Strategic Commission area. Identification of the need for existing support could be generated directly from Neighbourhood Officers with the fund available on a flexible basis across all Strategic Commission areas and managed through respective Monitoring / Co-ordination Teams.
- 4.74 Should this approach be adopted then it is essential that access to and authorisation to use the fund is delegated locally to ensure the service can remain responsive. In addition, parameters will need to be agreed to determine precisely what services the fund will and will not be used to resource. Crucially, clear evidence of demand/need will need to be provided and recorded to ensure appropriate accountability to BNG and evidence that the fund is used to respond to real identified need within the Strategic Commission areas.

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## Project Promotion

- 4.75 The project evaluation reports provide evidence of a range of promotional activity and promotional techniques to raise awareness across local areas and within partner organisations; for example, **Neighbourhood Planning in Schools** was put forward as an example of good practice in engaging children and young people as part of a Beacon Status event.
- 4.76 A number of interviewees emphasised the necessary distinction between promoting activities to local residents and promoting activities to partner organisations. In areas identified for redevelopment there are obvious sensitivities when communicating BNG activities given the potential local resistance to proposed development plans. In this context, the presence of trusted, locally based staff has been highlighted as one of the most effective methods of promoting activities to local residents.
- 4.77 The absence of robust, quantifiable information within individual project submissions and monitoring returns has limited the ability of BNG to communicate specific information regarding performance and achievements of funded projects. Individual project evaluation reports indicate that this information is available and provides positive evidence of impact that can be disseminated across partner agencies to promote the delivery of the BNG programme.
- 4.78 It is envisaged that the current governance review undertaken by BNG will provide a stronger structure / network to communicate project activities to a range of public and private sector partners. However, evidence from individual projects would suggest that stakeholder awareness of individual projects has been strong.
- 4.79 The majority of projects have been promoted as BNG-funded, using the following techniques:
- Use of BNG logo on staff uniforms;
  - Raising awareness through the dissemination of dedicated newsletters;

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- Establishment of a dedicated website;
  - Appointment of a dedicated Communications Officer to promote BNG funded activities;
  - Presentation of projects at local, regional and national conferences;
  - Informal promotion through project staff liaison with officers and residents;
  - Submission of articles and features to the local media; and
  - Submission of best practice features across a range of regeneration networks (e.g. renewal.net & Regen Exchange).
- 4.80 A number of projects have been communicated to other HMR Pathfinder programmes although consultation has suggested that operational networks and sharing practice across Pathfinder programmes could be strengthened.
- 4.81 Consultation also indicated that a sizeable proportion of staff working in or with BNG funded projects felt they would benefit from more information about planned development. This was particularly relevant for frontline staff engaging with residents on a day to day basis who were often asked about the nature of developments within neighbourhoods. Promotion of BNG activities through project staff is an important component of raising awareness of forthcoming activities, however it is important to ensure project staff are able to provide accurate and timely information to both residents and partner organisations.
- 4.82 The majority of approaches adopted have already been highlighted as good practice within various Policy Action Team (PAT) reports, which are generally recognised by external agencies. However, the dissemination of learning points, in particular specific operational protocols, could be strengthened across the BNG network. It is assumed that the Neighbourhood Management workstream will provide a central role in facilitating and supporting the dissemination and promotion of future neighbourhood management activities.
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## Community / Partners Engagement

- 4.83 Community involvement is highlighted as a key ingredient for successful neighbourhood management in a range of national publications and through the national Neighbourhood Management Network (as evidenced in HMR consultation undertaken as part of this study).
- 4.84 The nature and extent of community involvement has necessarily varied from project to project. The project evaluation reports highlight the diverse range of approaches undertaken to engage with the local community, which has included:
- Community drop-in sessions at neighbourhood venues;
  - Attendance at resident and tenant meetings;
  - Local surveys and questionnaires disseminated across BNG areas;
  - One to one meetings with individual residents;
  - Neighbourhood Walkabouts;
  - Establishment of Street Committees;
  - Establishment of a dedicated telephone line; and
  - Circulation of contact details for specific project staff.
- 4.85 Additionally, the entire **Neighbourhood Planning in Schools** project was dedicated to a model of good practice of engagement with pupils and encouraging cross-generational linkages within communities.
- 4.86 Projects have also demonstrated direct response to community concerns, for example, **Environmental Action Pilot Schemes**.
- 4.87 Whilst the Pathfinder Housing Needs Assessment providing some data relating to resident satisfaction, there is no evidence of any specific baseline relating to resident awareness of BNG activity or reported involvement in BNG projects.
- 4.88 It is envisaged that further detail on the success of BNG engagement will be provided in the evaluation of Community Engagement recently commissioned by BNG.

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4.89 Similarly, it is envisaged that detail on the extent of Partner engagement will be one of the outputs from the BNG Governance review. This is particularly relevant given the development of mainstream neighbourhood management structures in both local authorities.

### Summary

- ❑ **Limited quality of the initial project submission forms and subsequent appraisals have generated difficulties in terms of evidencing projects' contributions to BNG objectives. However, progress has been made to address this in future;**
- ❑ **Models of intervention / project approaches adopted have generally followed national best practice outlined in various Policy Action Team (PAT) reports;**
- ❑ **Generally, projects have highlighted the importance of having a core, dedicated Neighbourhood Team to facilitate transition;**
- ❑ **There is a need to ensure consistency of approach across all BNG-funded projects including, for example, salary levels / officer grades supported;**
- ❑ **Future project submissions should consider utilising alternative frontline officers as a more efficient use of BNG resources;**
- ❑ **BNG should consider establishing a flexible revenue resource to encourage more efficient use of resources, improve accountability and ensure services are demand as opposed to supply led; and**
- ❑ **The dissemination of learning points from funded activities should be strengthened through the Neighbourhood Management Workstream.**

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## PHASE 3-MEASURING PERFORMANCE

- 5.1 The third section of this report provides detail on the existing BNG performance management system with recommendations as to how to establish greater linkage between project level activities to achievement of BNG Strategic Objectives.
- 5.2 Assessment of the contribution of individual projects to quantitative output targets agreed with the ODPM necessarily forms an important element of any multi-faceted evaluation. However, establishing a meaningful picture of both the nature and weighting of any contribution has been substantially constrained due to a number of structural and system-based weaknesses.
- 5.3 Where possible this study has drawn upon quantitative and qualitative data from outside the previous BNG Monitoring system. However, this has hampered the ability to establish a consistent and coherent logical performance pathway from project submission and appraisal to project outputs and outcomes. Whilst this study acknowledges the complexity of developing a meaningful performance management framework for an agenda as diverse as outlined in the National Communities Plan, the following recurrent weaknesses are evident in the individual project evaluations:
- *The weakness of the initial project appraisals;*
  - *The lack of a clear causal link between output and outcome measures;*
  - *The absence of a common reporting framework at both a strategic and operational level;*
  - *Duplication of outputs across individual projects; and*
  - *A lack of consistency across projects.*

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- 5.4 Whilst this study acknowledges the previous reporting of such difficulties in both the Phase 1 Evaluation report and 2004 Audit Commission report, these do not appear to have been fully resolved. Indeed, the Audit Commission report indicates that what is required is a consistent approach across target area to establish a clear rationale for intervention. The report suggests that this rationale should be able to prioritise different approaches that are more explicitly linked both to the drivers of market renewal failure as well as the nature of intervention proposed.
- 5.5 However, review of the more recent 2006 Audit Commission report would suggest that efforts to strengthen the evidence base (namely by gathering local information) have yet to be translated into a clear statement of understanding about factors which affect local housing markets and activity being delivered and planned. This has important implications for any revenue-based neighbourhood management intervention as a clear understanding of the factors affecting local housing markets (supported by accurate and appropriate indicators) is essential to inform the project design, development stage and collation of appropriate outputs (see Appendix 7 for a discussion of the project submission and appraisal process).
- 5.6 Whilst this study does not wish to duplicate previous studies, a brief overview of each identified weaknesses is included below with proposed remedial action. As the analysis of the broader process of 'strategic commissioning' falls outside the remit of this study it is assumed that the proposals contained within the 2005 Scheme Update will provide the focus for activity over the forthcoming period of agreed funding.
- 5.7 The data in Appendix 6 provides an indication of the challenge for Pathfinder programmes in demonstrating contribution to a number of strategic objectives whilst at the same time focussing on core ODPM indicators<sup>18</sup>.

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<sup>18</sup> ODPM (2006)- 'Market Renewal pathfinders: core indicators practice note'. Revised February 2006.

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- 5.8 Individual project evaluations provide clear evidence of a positive contribution to a broad range of strategic objectives across a range of agencies. However, the focussed nature of the ODPM core indicators makes it difficult to evidence direct contribution to the Pathfinder performance management system for a number of projects and even more difficult to establish meaningful and achievable targets.
- 5.9 By way of example, the BNG-funded project **Neighbourhood Manager, Sunderland Road** is able to evidence contribution to the following outputs and strategic outcomes:
- ODPM- B40, B50, B60, B70;
  - OPDM PSA 1, PSA 7, PSA 8, PSA 3 and HO PSA 1 & PSA 2;
  - BV 62, BV 126, BV 128;
  - RESPECT 1,3,4 & 5; and
  - Numerous Gateshead Community Strategy objectives / measures.
- 5.10 However, the BNG monitoring system uses only one output measure which relates to *'Properties benefiting from additional neighbourhood management measures'*, which itself is not entirely consistent with the ODPM output B60.
- 5.11 Consequently, assessment of individual project success and contribution is to a large extent dependent upon which measures are used and from which agency perspective the particular neighbourhood management intervention is viewed.
- 5.12 Whilst the prescribed nature of ODPM indicators is acknowledged, a much tighter suite of project specific outputs is required to facilitate effective monitoring and management by BNG. It is recommended that these outputs are drawn from across the various performance management systems outlined in Appendix 6 to provide a more accurate assessment of project operation and impact. Crucially, these will need to be reflected in the development of project submission forms and be assessed for plausibility in the project appraisal process (see later section for detail).

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- 5.13 It is also important to avoid unnecessary duplication and ensure monitoring systems are manageable and meaningful within the context of the transitions proposed in areas of *'redevelopment'* and areas of *'investment and improvement'*. A proposed suite of BNG indicators for each transition is provided in Appendix 6 to encourage consistency of reporting.
- 5.14 This can best be achieved through the establishment of a common reporting framework for each Strategic Commission area as opposed to each individual project (assuming that each have several complementary interventions). Agreed BNG-wide projects will still be required to submit monitoring returns, although these will need to be more explicit in evidencing their level of activity within Strategic Commission areas.
- 5.15 It is important that new reporting and monitoring systems are communicated to, and subsequently owned by, respective monitoring / co-ordination teams with oversight provided by BNG Area Co-ordinators.
- 5.16 A greater demonstration of projects' contribution, actual and potential, to the strategic objectives of Local Strategic Partnerships (LSPs) will facilitate the process of leveraging in additional project funding to match BNG investment. This is clearly desirable for BNG to maximise the limited revenue funding available and also to increase the prospects for mainstreaming to sustain capital investment beyond the period of transition (see later section for detail).

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## Causation between outputs and outcomes

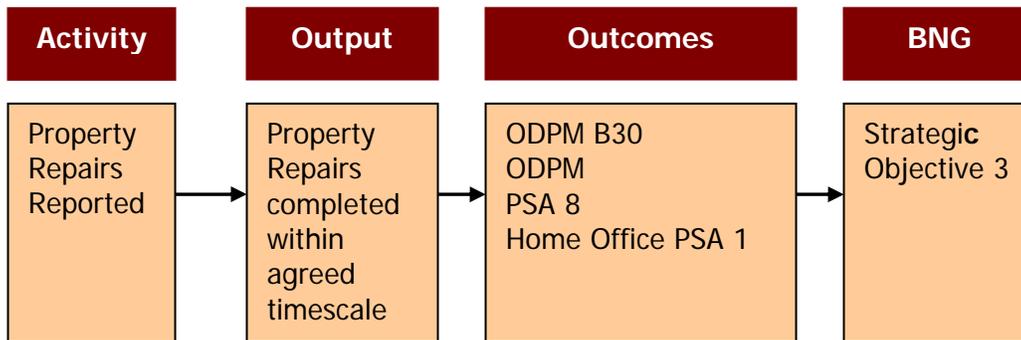
- 5.17 The weakness in the existing performance management system generates a number of difficulties, in particular the absence of a robust evidence base from which to ensure causation between project level outputs and BNG Strategic Objectives (necessary to address any concern regarding deadweight)<sup>19</sup>.
- 5.18 The existing BNG Strategic Objectives included in the 2005 Scheme Update are outlined below:
- SO1-** *To enable more people to enter and sustain home ownership, reflecting housing aspirations, and to help reduce concentrations of worklessness;*
  - SO2-** *To provide an improved choice of good quality, well designed homes through new development and investment in sustainable homes, whilst replacing obsolete housing; and*
  - SO3-** *Work with partners to improve neighbourhoods and provide a good quality of life, and place.*
- 5.19 Using individual projects as examples, monitoring returns often present '*process indicators*' rather than a true output measure. One of the outputs collated by the **LIFE project** (*People involved / consulted*) does not provide any measure of the effectiveness of the consultation, particularly in terms of whether people involved are more informed and feel empowered with greater choice (SO2).
- 5.20 Whilst the **Neighbourhood Warden** project collates a substantial amount of activity-based data, no clear link is presented to demonstrate how this activity (and recorded outputs) is contributing to Pathfinder objectives to address market failure and areas of low demand. This difficulty has been highlighted, in part, within the recent evaluation of the warden service across Gateshead which recommended the development of a more robust warden database that provides more detail on the geographical area of deployment, uses agreed and compatible definitions and enables follow-up (outcome) from specific reports.

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<sup>19</sup> This point is also highlighted in the Phase 1 Evaluation report published by EKOS in March 2005.

5.21 The issue of follow-up to provide evidence of causation is clearly important to ensure that the neighbourhood management intervention is having the desired impact. In the context of the warden service, collating data on property repair needs reported clearly adds no value unless the reports are addressed by other agencies. A more robust pathway to link output to outcome for this measure is provided below:

**Diagram 2- Linking Outputs to Outcomes**



5.22 Clearly, the above output measure is the most desirable to BNG as this provides the strongest indication that properties within areas of transition (including both re-development and investment) are kept secure (thus preventing escalation of maintenance costs) or that physical improvements are maintained (thus having the desired regenerative effect).

5.23 Many projects assume a link between collated outputs and the achievement of BNG Strategic Objectives, without providing any additional detail or evidence base to reinforce confidence in this link. This also has implications for the ability of projects to demonstrate impact against the measures included in the Vitality Index.

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- 5.24 That is not to say that many of the interventions supported through the neighbourhood management projects do not provide a contribution, but the lack of a robust evidence base does question the plausibility of the approach and assumptions. Whilst substantial national evidence is available (in particular through the PAT reports) to justify the approach adopted by projects, it is important that individual projects can provide evidence of effective delivery. Crucially this will necessitate the establishment of BNG local indicators to supplement the prescribed ODPM core indicators.
- 5.25 Where direct measurement is difficult to gauge (either due to the complexity of the intervention or level of resource required to obtain data) the emphasis should be on projects seeking BNG funding to provide evidence in the project submission forms to support the link between proposed activities and a contribution to BNG Strategic Objectives<sup>20</sup>.

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<sup>20</sup> *This point is also reinforced in the previous evaluation of the Private Rented Project (PRP) commissioned jointly by BNG and Newcastle NDC.*

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### Common reporting framework

- 5.26 Assessment of the individual projects indicates a different approach adopted by Newcastle and Gateshead with the former submitting area-based projects (e.g. **North Benwell Neighbourhood Management**) and the latter activity based projects (e.g. **Envite Teams, Neighbourhood Manager, Neighbourhood Wardens**).
- 5.27 The submission of area-based projects (aligned to Strategic Commission areas) has clear advantages over segmenting specific activities both in terms of alleviating the burden of preparing submission forms but also facilitating greater cohesion in terms of reporting outputs and providing outcomes.
- 5.28 The PAT 4 report on Neighbourhood Management emphasises the importance of improving and joining up local services, and making them more responsive to local needs. However, ensuring effective transition in all Strategic Commission areas clearly cannot be achieved by one individual in isolation but rather through a team approach to provide the necessary capacity to respond to local pressures and needs.
- 5.29 Merging activities together into a dedicated Strategic Commission team provides a closer fit to the common elements of neighbourhood management outlined in the policy approach, namely *'partnership working'*, *'service co-ordination'* *'community involvement'* and *'local accountability'*.
- 5.30 This approach also allows each Strategic Commission area to establish and report a core number of outputs to BNG which alleviates concern regarding output duplication across projects and remedies any difficulty in assessing what level of contribution each component activity (e.g. environmental operatives, neighbourhood officer) is eligible to claim.

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- 5.31 The Common Reporting Framework also facilitates linkage between activities, outputs and outcomes as described above by generating necessary inter-dependence across services and functions. Continuing the example outlined in Diagram 1, a number of officers need to be involved to achieve the desired outcome. This may include the neighbourhood wardens / security staff in reporting a repair, relevant contractors responsible for completing the repair and the neighbourhood officer in liaising with relevant contractors to ensure the repair has been completed within an agreed timescale. As such, all contribute towards one output as opposed to each claiming the same output, which strengthens the reporting framework.
- 5.32 It is recommended that Neighbourhood Management Project Submission Forms are invited for each Strategic Commission Area and a consistent suite of indicators provided to ensure consistency of activity, output and outcome reporting across each area.

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## Progress against Strategic Objectives

- 5.33 One of the cross-cutting issues raised by respondents was the difficulty in matching individual project level activity closely to BNG Objectives and evidencing clear contribution to outcomes. Individual project level evaluations provide a clear demonstration of linkage between project level activity, contribution to ODPM core indicators and thus wider contribution to stated BNG Strategic Objectives.
- 5.34 The challenge is less about whether the projects do contribute to any of the Strategic Objectives, as all of the projects provided a clear contribution to the third, but more about their level of contribution and evidence of impact.
- 5.35 The adoption of a common reporting framework provides significant advantages in being able to map combined activities and outputs against evidenced change recorded in either NNIS/GENIE Vitality Index. An example of the ability to utilise the NNIS index to evidence change is outlined in Appendix 5, providing an analysis of change in Strategic Commission areas between 2001-2004.
- 5.36 As the Index collects a range of indicators to measure socio-economic and quality of life issues it provides a powerful tool to track improvement in Strategic Commission areas and evidence of a narrowing of the gap between these areas and the City-wide average. The Index collates data specifically across 6 domains including Crime, Education, Health, Housing, Unemployment and Income. Of these, Crime and Housing are the most closely aligned with Neighbourhood Management activities and enable individual projects to evidence a clearer contribution to change.
- 5.37 However, it is also important to emphasise that the range of projects are designed to support transition that will generate the right conditions for regeneration at a neighbourhood level and thus by association the projects are contributing to broader changes evidenced through the Vitality Index.

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- 5.38 No stated links were made in any of the project level submissions to the outcomes captured in either Index. It is recommended that future project submissions are made aware of the indicators used within both indices and are able to state their contribution where appropriate.
- 5.39 The availability of annual data can also inform discussion regarding what length of time BNG revenue funding should be provided, particularly relevant in areas identified for investment and improvement. In light of the finite revenue resources available through the BNG Programme and emphasis on the Capital nature of the Pathfinders, there is clear pressure to limit the amount of ongoing revenue provided once the capital investment has been completed.
- 5.40 However, it is important that BNG supports communities in the transition period following capital investment, thereby ensuring the continued sustainability and viability of those communities.
- 5.41 The Neighbourhood Management Policy Approach provides no prescription as to the length of time that BNG revenue can be provided, but does indicate that intervention will be used to help create stability and restructure markets. The Vitality / GENIE Index provides the most robust method available to determine change within each Strategic Commission area and thus may provide an opportunity to establish parameters / limits after which BNG revenue investment will not be provided.
- 5.42 Establishing these parameters / limits on a consistent basis for all Strategic Commission areas can ensure that future revenue investment is clearly targeted and focussed on need and mainstream resources used to underpin sustained improvements in improving areas. This approach has been adopted by Manchester Salford HMR Programme where evidence of 'stability' has led to a phased reduction of Pathfinder investment.

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5.43 Whilst it is beyond the remit of this study to establish the exact nature of these parameters / limits, there would appear to be justification in reducing BNG investment in Strategic Commission areas that record a composite index score closer to the city-wide average. That having been said, it will need to be shown that such an improvement is sustainable following the withdrawal of BNG funding and is not merely a 'blip'. Decisions regarding the location / scale of future BNG revenue investment will also need to consider the outcome of the previously recommended Resource Mapping exercise that can identify alternative / more appropriate sources of funding to sustain BNG investment.

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## Value for Money Assessment

- 5.44 The weaknesses of the initial project submission forms and appraisal process has led to a lack of evidence and data from which to make a robust assessment of value for money.
- 5.45 This is reinforced in the most recent Audit Commission report which indicated that *'value for money cannot currently be well-evidenced; it is difficult to reconcile budgets and outputs shown in strategic commissions, unit costs are unclear, income from capital receipts is excluded from budget calculations, there is uncertainty about projected matched funding and the extent of alignment, additionality and substitution is difficult to determine.'*
- 5.46 Assessment of individual project evaluation reports highlights some general issues with regard to value for money, namely *'financial leverage / management'*, *'unit costs'* and *'cost benefit'*.

### *Financial Leverage / Management*

- 5.47 The majority of neighbourhood management projects either failed to secure or failed to report match funding which leads to some concern that BNG has fully funded a number of interventions that had provided a clear contribution to a range of statutory and non-statutory partners' strategic objectives.
- 5.48 There is also concern that the allocation of BNG revenue investment has merely displaced other funding sources, most notably Neighbourhood Renewal Fund, with no evidence of joint-planning and joint-funding in the allocation of both. Evidence from the Envite project suggested that the NRF funded team has been assigned to cover NRF areas that fall outside the HMR boundary.

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- 5.49 In light of the recent confirmation of NRF resources for 2006/07<sup>21</sup> of £4,642,852 in Gateshead and £7,128,786 in Newcastle, it is imperative that BNG is able to influence decisions regarding this investment and maximise the use of Pathfinder revenue where possible. Whilst the recommended Resource Mapping exercise can assist in providing a clear picture (and baseline) of the level of investment in Strategic Commission areas, greater influence is required at an operational level to lever in such funds.
- 5.50 Whilst the new tighter project submission and appraisal process can assist in ensuring that alternative funding sources have been considered to support neighbourhood management interventions, consideration should be given to establishing a maximum grant ratio for BNG revenue investment across all Strategic Commission areas (e.g. BNG to fund a maximum % level of total cost of neighbourhood management intervention).
- 5.51 The Audit Commission report in particular raised concern regarding the extent of leverage from private sector and ALMO activities and the need to more clearly evidence that BNG funding is not being used in place of their own resources. A number of the projects provided clear benefits to a number of housing providers including environmental improvement and warden patrolling within RSL estates. There is no evidence in the project monitoring returns that any recompense has been provided to BNG in recognition of this contribution.
- 5.52 Evidence from other HMR Pathfinder Programmes indicates greater success in levering funding for neighbourhood wardens from other sources, in particular within Renew North Staffordshire where the ongoing salary costs of neighbourhood wardens are met by social landlords who own properties on the estates to be covered by the wardens. This has included contributions from Bentilee Community Housing, William Sutton Trust, Riverside Housing and Staffordshire Housing.

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<sup>21</sup> ODPM (2006)- 'The Neighbourhood Renewal Fund Grant Determination 2006 No 31/243'.

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- 5.53 The reported resource constraints / pressures within public sector agencies simply reinforces the importance of leveraging in investment from non-public sources or refocusing funded activity to ensure leakage is minimised.
- 5.54 The project evaluations also display the establishment of a number of protocols and service agreements to assist specific projects in having the desired impact in the target area. The establishment and management of tighter service level agreements can provide a useful mechanism of ensuring partner agencies are providing an agreed level of support and response to ensure designed outcomes can be achieved.
- 5.55 Indeed, a commitment to neighbourhood management must also extend to capital phases in all areas and ensure that all contractors take some responsibility and bear some cost for securing development sites. This will not only ensure the safety of residents in the areas adjacent to develop but also alleviate pressure on future funded projects required to respond to incidents arising from insecure sites.

#### *Unit Costs*

- 5.56 The lack of consistency and lack of detail contained within the majority of project submission forms makes it difficult to establish meaningful unit costs for project level activities and to compare these costs across other projects / mainstream activities. The following list provides some examples of desirable unit costs that can enable BNG to make an informed assessment of performance and value for money across each Strategic Commission area:
- Cost per one tonne of refuse cleared (Environmental Operatives);
  - Annual Salary Costs (Neighbourhood Officers);
  - Cost per 1,000 households covered (Neighbourhood Wardens); and
  - Cost of repairing / replacing protective screens (permascreens).

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- 5.57 Comparison between similar projects did raise concern regarding the cost incurred by BNG varying substantially for what would appear to be the same activity. By way of example, the hourly rate for Labourers / Hako Drivers estimated from the **Envite** Team (Gateshead) data was £15.47 which was substantially higher than the hourly rate for **Neighbourhood Environmental Action Team** (EAT) operatives in Newcastle calculated at £9.20.
- 5.58 Whilst the absence of detailed financial data may have distorted the hourly rate calculation to some extent, there is a clear differential for what would appear to be the same role / function. Consequently, clarification is required to determine whether this rate is inflated due to management costs/other overheads in Gateshead that have not been claimed in Newcastle. In addition, evidence is required to assess comparability with the rate of pay of mainstream officers undertaking what appear to be the same roles.
- 5.59 This principle must be rolled out across all BNG funded posts, suggesting that greater prescription is required to establish a standard rate / unit cost that BNG will pay (with the assumption that any costs over and above this will need to be funded through other sources). The establishment of agreed unit costs will not only provide BNG with a clearer evidence base from which to assess value for money but will also ensure greater equity across each Strategic Commission area.

#### *Cost Benefit*

- 5.60 Given the nature of neighbourhood management and the desire to improve the quality of communities within the boundary of the Pathfinder programme, it is important to recognise the important qualitative impact of funded projects. Whilst no BNG-wide update survey has been undertaken to assess changes in resident perception across all Strategic Commission areas, several projects collated their own evidence of resident satisfaction.

- 5.61 The absence of consistent, quantifiable data within BNG Monitoring returns presents a number of difficulties in undertaking a detailed cost-benefit analysis as a measure of value for money. However, it has been possible within a number of project evaluation reports to highlight the likely cost-benefits and, importantly, their contribution to a broad number of BNG partner agencies.
- 5.62 Highlighting the accrued cost benefits achieved by individual projects can not only justify their continued funding by BNG (to support transition) but also provide a strong argument for increasing financial contributions from other agencies represented on each respective Local Strategic Partnership. In respect of the majority of projects, activities had the potential to reduce the need for additional revenue investment as well as alleviating pressure on mainstream services through early intervention and preventative works.
- 5.63 Crude calculation of benefits can be estimated by establishing unit costs for issues prevalent in low demand areas and linking project level activity to an evidenced reduction in these issues in BNG areas. A Home Office research<sup>22</sup> report published in 2000 provides some outline unit costs for a number of community safety related issues as shown below.

**Table 5: Home Office Crime Cost Estimates**

Offence Category	Cost (£) (2003 prices)
Criminal Damage	866
Secondary fire (rubbish)	1,200
Secondary fire (vehicle)	5,000
Burglary Dwelling	3,268
Robbery	7,282
Wounding	8,852
Theft of Motor Vehicle	4,138
Theft from Motor Vehicle	858
Common Assault	1,440

<sup>22</sup> Home Office(2000)- 'The economic and social costs of crime'. Home Office Research Study 217

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- 5.64 More specific detail on the impact of projects in reducing the repair / security costs in redevelopment areas can also be provided to demonstrate the potential cost saving arising from the neighbourhood management intervention. By way of example, City Build Neighbourhood Services provides an estimate<sup>23</sup> of £289 per property for replacement and/or installation of protective shields on windows and metal doors designed to prevent access.
- 5.65 Hence, in areas where several hundred properties are proposed for demolition, substantial delay and the absence of effective neighbourhood management may require hundreds of properties to be re-secured on a number of occasions. As a worked example if 150 void properties in Byker and Ouseburn (where 502 demolitions are proposed 2008-2010) need to be re-secured a minimum of twice each before the site is cleared this would generate a cost of £86,700 (150 properties x2 repairs x£289 per property) for one Strategic Commission area.
- 5.66 If the same approach is rolled out across all Strategic Commission areas for the next four years, with approximately one third of the total demolished properties (1,628 properties) needed to be re-secured twice during this period, this would equate to an avoidable BNG cost of £310,386 (537 properties x2 repairs x £289 per property). Whilst this is a crude calculation, it is used to highlight the value of neighbourhood management in alleviating pressure on future capital and revenue resources by speeding up and facilitating the transition process.

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<sup>23</sup> *City Build (2006)- 'Citybuild: Protocol submission for Acquired Property Management.'*

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## Summary

- There is a need to establish a stronger suite of BNG Neighbourhood Management indicators to supplement ODPM indicators. Where possible these should be drawn from existing performance management / project data;
- Future project submissions should be received at a Strategic Commission level and adopt a common reporting framework as opposed to individual project level reports;
- Future project submissions should include a baseline measure derived from the NNIS/GENIE Vitality Index to facilitate assessment of improvement and clarify level of BNG contribution;
- Consideration should be given to establishing investment parameters based on NNIS/GENIE Vitality Index scores to guide future BNG funding;
- BNG should establish either a maximum grant ratio (% of total cost that BNG will fund) or a set amount of funding (pro rata) for each type of activity, to ensure greater leverage from public and private sources;
- Protocols / Service Level Agreements should be rolled out across each Strategic Commission area to ensure consistency in the level / standard of service that BNG funded Neighbourhood Management projects can expect;
- To alleviate pressure on BNG revenue the responsibility for ensuring site security should be clearly transferred to contractors/developers once identified sites have been assembled;
- There is a need for BNG to establish a consistent approach to salary rates for all funded posts; and
- The Neighbourhood Management Workstream should ensure cost-benefits accruing from interventions are clearly communicated to LSP partners to facilitate greater leverage and mainstreaming.

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## MAINSTREAMING

- 6.1 A number of recent reports<sup>24</sup> published by the Neighbourhood Renewal Unit present examples of approaches to mainstreaming and rolling-out neighbourhood management, in particular in the context of emerging Local Area Agreements.
- 6.2 Whilst this provides some useful examples of approaches adopted through the national Neighbourhood Management Pathfinder Programme, these reports have not considered mainstreaming from the context of a HMR Pathfinder Programme where neighbourhood management has been adopted to facilitate and support transition, generally on a much more targeted and smaller level.
- 6.3 Recent NRU publications highlight the distinction between mainstreaming projects/processes and mainstreaming the core neighbourhood management function itself and rolling out the approach generally to other neighbourhoods. Within the BNG area both Local Authorities are at different stages in developing and implementing a neighbourhood management structure.
- 6.4 In Gateshead, present arrangements are focused on area working, through area forums as opposed to the model of neighbourhood management that is being developed through pathfinders and other Councils<sup>25</sup>. Whilst BNG funded projects have provided a more focussed, neighbourhood structure, at present there is no consistent or comprehensive network of neighbourhood management teams with focus maintained on 'areas' as opposed to 'neighbourhoods'.
- 6.5 In Newcastle, departmental reorganisation and policy development has resulted in some uncertainty as to the likely future direction of, and support for, neighbourhood management, although officers from key Directorates have been instrumental in supporting existing initiatives funded through BNG.

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<sup>24</sup> ODPM (2006)- 'Research Report 25: Rolling Out Neighbourhood Management: A Theme Report from the Pathfinder Programme National Evaluation' and ODPM (2006)- 'Research Report 23: Neighbourhood Management – at the Turning Point? Programme Review 2005-06'.

<sup>25</sup> Fuller, C. (2006)- 'Neighbourhood Management, Gateshead Council: Case Study Evaluation Report'. Neighbourhood Management Pathfinders National Evaluation Team January 2006.

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- 6.6 The adoption of different approaches to rolling out neighbourhood management is not deemed problematic, with the nature of roll out necessarily adopting different forms depending on the nature of need, existing resources, structures and processes at a neighbourhood level. However, whilst over-prescription may present unhelpful inflexibility in the context of the HMR Pathfinder programme, clearly a consistent and transparent approach is required to enable both Local Authorities to maximise the impact of BNG investment in areas identified for re-development and investment.
- 6.7 Evidence from the project level evaluations suggests that approaches to mainstreaming to date have been opportunistic, ad hoc and too narrow in focus. The evidenced benefits accruing from BNG investment in neighbourhood management provides support to a broad range of policies and strategic objectives, thus suggesting that the net should be cast much wider when attempting to consolidate previous investment within identified transitional areas.
- 6.8 Indeed, given the noted restrictions and cap on the use of Pathfinder funding for revenue-based activities and the re-emphasis on capital investment, greater financial leverage is not simply desirable but essential to ensure some of the project approaches can be maintained to ensure sustainability of market restructuring.
- 6.9 It is envisaged that the current '*Governance Review*' conducted by BNG will provide recommendations and re-shaping to strengthen both strategic and operational links to a broad range of partners. Until this review is completed, and given the need to establish a financially viable future for existing neighbourhood management projects beyond the six month extension period, it is recommended that the Neighbourhood Management Workstream oversees a comprehensive review of existing and future resources that can be bent to support / match BNG investment over the next two years.

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- 6.10 Another important consideration is the forthcoming revision to the City Region Development Plan, due for publication at the end of May, which is mainly focused on Tyne & Wear. Although its primary purpose is to address economic development issues, it is also expected to make reference to housing and to the connections that need to be made between the growth of the City Region and local neighbourhoods. In this context, its recommendations may have implications for some elements of mainstream spending that do or could relate to the types of activities that BNG has funded.
- 6.11 The Safer and Stronger Communities Block (see below) of the emerging Local Area Agreement presents both joint planning and joint funding opportunities across Gateshead and Newcastle. In addition, given the evidenced positive performance of a number of BNG projects, a strong case can be made for mainstreaming some element of their funding to support the achievement of PSA 'stretch' targets within LAAs.
- 6.12 It is now mandatory for partnerships to include NRF within their LAA, although there is no compunction to include HMR monies. In addition, whilst the new allocation of 'neighbourhood' monies is targeted on the most deprived 3% of Super Output Areas (SOAs) outside of HMR areas (Springwell and Wrekenton in Gateshead, and East Denton and Newton Hall in Newcastle), Cleaner Safer Greener funding can be spent within HMR areas.
- 6.13 Finally, there is a need to take cognisance of the Government's 'Mixed Communities' agenda. Piloted in Leeds, London and Manchester, the initiative aims to create neighbourhoods with a more sustainable mix of tenures and incomes and address the problems of worklessness, skills, crime, poor environments and poor health.

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## **Safer Stronger Communities Fund**

- 6.14 The Safer and Stronger Communities Fund (SSCF) sits within the Safer and Stronger Communities block of the LAA structure. The Fund merges several existing ODPM and Home Office funding streams, which share a number of closely related objectives. These are aimed at tackling crime, reducing the harm caused by illegal drugs, addressing anti-social behaviour, and improving the poor condition of streets/other public spaces. This is especially the case for deprived neighbourhoods, where these issues are often more prevalent.
- 6.15 2005/06 was viewed as a transitional year, designed to bring together a number of different existing funding streams and delivery plans within the SSCF. Consequently agreements for 2006 may be reviewed substantially to take account of future developments and opportunities. Whilst the major capital investment delivered through BNG has been committed to the Economic Development and Enterprise block of the LAA, there are clear synergies between BNG neighbourhood management projects and much of the activity under the SSCF block. It is essential that future BNG revenue investment is considered in the context of the SSCF for both Gateshead and Newcastle, is identified within future project appraisals and, where appropriate, is used to lever in additional funding to support delivery.

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## Summary

- The evidenced benefits accruing from BNG investment suggests that the net should be cast much wider when attempting to consolidate previous investment within identified transitional areas;
- The Neighbourhood Management Workstream should take the lead in undertaking a comprehensive review of existing and future resources that can be bent to support / match BNG investment over the next two years.

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## SUMMARY

- 7.1 The approaches adopted by the neighbourhood management projects funded by BNG have generally been consistent with national best practice highlighted in various NRU / ODPM publications. In some cases existing projects have received substantial national coverage which has, to some extent, exerted pressure on BNG to continue to fund.
- 7.2 Whilst the majority of projects have provided a positive contribution to supporting BNG Objectives to date, the legacy of poor project submissions and appraisal has limited BNG awareness of their true performance.
- 7.3 Key lessons from this study are outlined in Appendix 9, segmented by each phase of the report. Whilst it is envisaged that the ongoing Governance Review and forthcoming evaluation of Community Engagement will provide further operational recommendations, it is important that BNG starts to implement structural and process change as early as possible to complete well before the end of the 6-month project extension.
- 7.4 This report has highlighted the importance of ensuring that future neighbourhood management activities are more clearly focussed on planned investment and intervention in the nine areas included in the submission up to 2008 and unintended geographical leakage is avoided.
- 7.5 The ability to assemble sites and complete redevelopment of neighbourhoods is regarded as a priority to avoid further slippage and improve output performance. This is also consistent with the shift in focus of the national HMR Programme from 'strategy to implementation'.
- 7.6 The proposed allocation weighting by Strategic Commission area is provided as an initial starting point to inform decisions regarding the allocation of resources to each Strategic Commission area over the next four years.

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- 7.7 Different neighbourhood management approaches are required to facilitate transition in each strategic commission area, dependent on the extent to which the area is characterised by 'redevelopment' or 'improvement and investment'. Evidence from the individual project evaluations provides justification for the continuation of some models and highlights areas where existing models could be improved or delivered using an alternative approach.
- 7.8 The models supported are generally consistent with the types of intervention outlined in the stated policy approach as well as the general trend amongst HMR Programmes to move away from the direct funding of (as opposed to joint working with) softer community development and engagement activities.
- 7.9 The establishment of a ring-fenced revenue fund covering all Strategic Commission Areas could provide one solution to more closely align supply with demand and stimulate more efficient use of BNG resource. However, it is acknowledged that this may exacerbate revenue pressures on existing delivery partners.
- 7.10 Consultation has revealed that a sizeable proportion of staff working in or with BNG funded projects felt they would benefit from more information about planned development. This was particularly relevant for frontline staff engaging with residents on a day to day basis who were often asked about the nature of developments within neighbourhoods. Improved communication, in particular on a Strategic Commission level, can generate a greater sense of operational cohesion amongst staff as well as a more consistent message to the local community.
- 7.11 The establishment of a stronger monitoring and performance management framework is a priority for BNG to ensure neighbourhood management activity at Strategic Commission level is more explicitly linked to BNG Objectives. To date, the establishment of a meaningful picture of both the nature and weighting of any contribution has been substantially constrained due to a number of structural and system-based weaknesses.
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- 7.12 However, it is also important to avoid unnecessary duplication and ensure monitoring systems are manageable and meaningful within the context of the transitions proposed. This can best be achieved through the establishment of a common reporting framework for each Strategic Commission area.
- 7.13 At present, the Neighbourhood Management Policy Approach provides no prescription on the length of time that BNG revenue can be provided but does indicate that intervention will be used to help create stability and restructure markets. The NNIS/GENIE Vitality Index may provide an opportunity to establish parameters / limits after which BNG revenue investment will not be provided, clearly linked to evidence of sustained improvement in the condition of Strategic Commission areas.
- 7.14 Consideration should be given to establishing a maximum grant ratio/fixed unit cost for BNG revenue investment across all Strategic Commission areas to facilitate greater financial leverage for BNG focussed neighbourhood management approaches.
- 7.15 This report has provided a number of recommendations and suggested areas for improvement that will need to be addressed during the current project extension period. A comprehensive list of summary points is provided on the next page.

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## Summary Points

### Phase 1

- The Neighbourhood Management Policy Approach needs to be communicated more effectively to all delivery partners and reflected in Project Appraisal process;
- Consideration should be given to undertaking a Resource Mapping exercise to facilitate alignment and co-ordination of revenue resources in Strategic Commission areas;
- BNG needs to ensure synergy between planned Capital intervention and subsequent Revenue funding through a weighted allocation process; and
- BNG needs to agree prioritisation of Redevelopment Areas when allocating revenue resources.

### Phase 2

- Limited quality of the initial project submission forms and subsequent appraisals have generated difficulties in terms of evidencing projects' contributions to BNG objectives. However, progress has been made to address this in future;
- Models of intervention / project approaches adopted have generally followed national best practice outlined in various Policy Action Team (PAT) reports;
- Projects have generally highlighted the importance of having a core, dedicated Neighbourhood Team to facilitate transition;
- There is a need to ensure consistency of approach across all BNG funded projects, including for example salary levels / officer grades supported;
- Future project submissions should consider utilising alternative frontline officers as a more efficient use of BNG resources;
- BNG should consider establishing a flexible revenue resource to encourage more efficient use of resources, improve accountability and ensure services are demand as opposed to supply led; and
- The dissemination of learning points from funded activities should be strengthened through the Neighbourhood Management Workstream.



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**Phase 3**

- There is a need to establish a stronger suite of BNG Neighbourhood Management indicators to supplement ODPM indicators. Where possible these should be drawn from existing performance management / project data;
- Future project submissions should be received at a Strategic Commission level and adopt a common reporting framework as opposed to individual project level reports;
- Future project submissions should include a baseline measure derived from the Vitality Index / GENIE Index to facilitate assessment of improvement and clarify level of BNG contribution;
- Consideration should be given to establishing investment parameters based on Vitality Index / GENIE Index scores to guide future BNG funding;
- BNG should establish a maximum grant ratio (% of total cost that BNG will fund) or fixed unit contribution to ensure greater leverage from public and other sources;
- Protocols / Service Level Agreements should be rolled out across each Strategic Commission area to ensure consistency in the level / standard of service that BNG-funded Neighbourhood Management projects can expect;
- To alleviate pressure on BNG revenue, responsibility for ensuring site security should be transferred to contractors / developers once identified sites have been assembled;
- There is a need for BNG to establish a consistent approach to salary rates for all funded posts; and
- The Neighbourhood Management Workstream should ensure cost-benefits accruing from interventions are clearly communicated to LSP partners to facilitate greater leverage and mainstreaming.

**Other**

- The evidenced benefits accruing from BNG investment suggests that the net should be cast much wider when attempting to consolidate previous investment within identified transitional areas;
- The Neighbourhood Management Workstream should take the lead in undertaking a comprehensive review of existing and future resources that can be bent to support / match BNG investment over the next two years.

## **APPENDICES**

**Appendix 1- List of Interviewees**

**Appendix 2- Neighbourhood Management- Supporting Market Renewal**

**Appendix 3- Planned Interventions for Strategic Commission Areas 2006-10**

**Appendix 4- HMR Pathfinder Programme Consultation**

**Appendix 5- Monitoring Change using the NNIS Vitality Index (2001-04)**

**Appendix 6- The Challenge of output and outcome alignment**

**Appendix 7- BNG: Project Submission and Appraisal Process**

**Appendix 8- Suggested BNG Indicators by Transition Type**

**Appendix 9- Summary of Key Lessons**

**Appendix 10- Project Evaluation Reports**

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**Appendix 1- List of Interviewees**

1	Aimee Wood	LIFE Communications Officer
2	Alan Pollock	Claremont Place Residents Association
3	Alison Makepeace	Monitoring Officer, Gateshead MBC
4	Andrew Marshall	Programme Manager- Gateshead MBC
5	Andrew Sloan	Area Co-ordinator- BNG
6	Andy Eastwood	Newcastle City Council
7	Ann Mulroy	Places for People
8	Anne Connolly	Housing Services, Gateshead MBC
9	Anthony Woods-Waters	Regeneration Manager, Newcastle City Council
10	Audrey Bushell	Neighbourhood Centre Management Committee
11	Audrey Kennedy	Neighbourhood Centre Management Committee
12	Avril Chappell	North Benwell Neighbourhood Management Initiative
13	Barry Chippendale	Local Environmental Services, Gateshead MBC
14	Brenda Hernandez	Gateshead Private Rented Sector Team
15	Caroline Mason	Assistant Regeneration Manager, East End Partnership
16	Chris Megainey	ODPM Market Renewal Team
17	Chris Mills	Newcastle City Council
18	Christina Gates	North Benwell Neighbourhood Manager
19	Claire McMullen	Private Rented Project Manager
20	Darren Boddy	North Benwell Neighbourhood Management Initiative
21	Dave Andrew	Area Co-ordinator Central, Gateshead MBC
22	Dave Christer	Local Environmental Services, Gateshead MBC
23	David Barnes	Gateshead Arson Task Force
24	David Cowell	Government Office - North East
25	David Laidlaw	Headteacher- Windmill Hills Community Primary School
26	Dawn Brown	Scotswood & Benwell Community Development Worker
27	Debbie Cassidy	Gateshead MBC
28	Debbie Ewart	Neighbourhood Relations Team Manager, Gateshead Housing Company
29	Debbie McKenna	Neighbourhood Manager, Sunderland Road
30	Debra Lagun	Ward Coordinator, Walker, Newcastle
31	Denise France	Gateshead Private Rented Sector Team
32	Denise Gray	Benwell Housing Office, Newcastle
33	Doreen James	Councillor, Elswick Ward
34	Doug Wilkinson	Neighbourhood Services Directorate, Newcastle City Council
35	George Kelly	Head of Regeneration, Newcastle City Council
36	George O'Hare	Community Beat Manager, Northumbria Police
37	Gill Lawson	Area Co-ordinator- BNG
38	Glen De-Vall	Community Beat Manager, Northumbria Police
39	Graeme Wilson	Gateshead MBC
40	Graham Whitehead	Area Co-ordinator- BNG
41	Heather Docherty	Elswick Ward Coordinator, Newcastle City Council
42	Heather Tarvitt	Gateshead MBC
43	Helen Hindmarch	LIFE Project Manager
44	Helen Wilson	Riverside North East
45	Ian Murray	Local Environmental Services- Gateshead MBC
46	Ian Pike	Area Manager Play and Youth Service, Newcastle
47	Ian Stevenson	Neighbourhood Manager- Gateshead MBC
48	Inspector Jerry Barker	Northumbria Police
49	Isabel Chapman	North Benwell Resident Group
50	Jan Garrill	Neighbourhood Services Directorate, Newcastle City Council

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51	Janice Skelton	Headteacher- Kelvin Grove Primary School
52	Jenny Reed,	LIFE Support Services Administrator
53	Jim Coulter	Chair, BNG
54	Jim Darlington	Government Office North East
55	Jim Gray	Sergeant, Northumbria Police
56	Jim Rafferty	Home Housing Group
57	John Ball	Northumbria Probation Service
58	John Stokel-Walker	Walker Councillor, Newcastle
59	Karen Anderson	Head of Strategy and Research, BNG
60	Kath Dryden	LIFE Project Researcher
61	Kath Spires	Programme Manager, Newcastle City Council
62	Kathleen Houghton	Elevate East Lancashire HMR Pathfinder
63	Kevin Coombs	Neighbourhood Services Directorate, Newcastle City Council
64	Kevin Ward	Neighbourhood Response Manager, Newcastle City Council
65	Kim Waugh	Gateshead Private Rented Sector Team
66	Laura Broderick	Northern Architecture
67	Lee Richardson	North Benwell Neighbourhood Management Initiative
68	Les Pattison	Inspector, Northumbria Police
69	Lisa Philliskirk	Gateshead MBC
70	Liz Clarke	High Cross Resident Group
71	Louise Stobbard	Scotswood & West Benwell Neighbourhood Manager
72	Mandy Reed	Gateshead Private Rented Sector Team
73	Mara Thompson	North Benwell Neighbourhood Management Initiative
74	Marion Chirnside	North Benwell Resident Group
75	Martin Conway	North Benwell Neighbourhood Management Initiative
76	Martin Poulter	Gateshead Housing Company
77	Martin Walker	Head of Programme Management, BNG
78	Michael Farr	Enterprise 5
79	Michael Harte	Local Environmental Services- Gateshead MBC
80	Michelle Crawford	Government Office North East
81	Mike Glynn	Oldham Rochdale HMR Pathfinder
82	Mike Patterson	Transform South Yorkshire HMR Pathfinder
83	Mrs Steele	Headteacher- St Aidan's Church of England Primary School
84	Neil Bouch	Area Housing Manager Lead- Gateshead Housing Company
85	Nellie Ternent	Neighbourhood Centre Management Committee
86	Nicola Brennan	Monitoring Officer, BNG
87	Oliver Bird	Manchester/Salford HMR Pathfinder
88	Paul Cairns	Area Co-ordinator- Gateshead MBC
89	Paul Whiston	Maintaining Cowgate through Transition project
90	Pauline Stamper	Community Housing Manager, Your Homes Newcastle
91	Peter Aviston	Area Director, Newcastle City Council
92	Peter Brown	Housing Partnership Manager, Newcastle City Council
93	Peter O'Neil	Local Environmental Services, Gateshead MBC
94	Peter Shield	Next to Nature Project Manager
95	Peter Thompson	North Benwell Neighbourhood Management Initiative
96	Ray Foster	Headteacher- Bede Community Primary School
97	Rev. Catherine Pickford	North Benwell Detached Youth Project
98	Richard Hall	Strategy Development Manager, Gateshead LSP
99	Rob Rosson	Urban Living (Birmingham/Sandwell) HMR Pathfinder
100	Roger Fish	Home Housing
101	Ronnie Lowes	Sergeant, Northumbria Police
102	Rose McGinty	Social Regeneration Consultants (SRC)

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103	Sarah Ledger	Policy and Research Department, Newcastle City Council
104	Seamus Tollitt	Walker Park Development Worker, Newcastle City Council
105	Sergeant Paul Hamilton	Northumbria Police
106	Shelagh Gunn	North Benwell Parent and Toddler Group
107	Simon Lansley	Investors in Children
108	Simon Bishop	Scotswood & Benwell Ward Coordinator
109	Steve Roderick	Gateshead Private Rented Sector Team
110	Steve Williams	Tyne and Wear Fire and Rescue
111	Stuart Bagnall	Your Homes Newcastle
112	Sue Dawson	Headteacher- Tyne View Community Primary School
113	Sue Rocks	Neighbourhood Planning in Schools project
114	Tom Magin	Government Office - North East
115	Tom Smyth	Government Office - North East
116	Tony Earnshaw	Audit Commission
117	Val Ward	Private Rented Sector Team, Gateshead MBC
118	Vik Baron	Local Environmental Services, Gateshead MBC
119	Wayne Backhouse	Local Environmental Services, Gateshead MBC

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## **Appendix 2- Neighbourhood Management- Supporting Market Renewal**

This document seeks to outline Bridging Newcastle Gateshead's strategic approach to neighbourhood management and articulate what it offers to market restructuring. This approach will be reflected in the development of the second prospectus. The approach also recognises the increasing constraints on resource consumption within Market Renewal and therefore the need to prioritise its use and, where appropriate, seek complementary funding from other sources.

### **What the workstream covers**

Neighbourhood management is a process tailored to meet the needs of discreet areas and communities with common elements, such as:

- Partnership working;
- Service Co-ordination;
- Community involvement, participation and engagement;
- Local accountability;
- and with a focus on service improvement at the neighbourhood level.

Within Pathfinder, neighbourhood management supports the process of planned physical and social improvement in line with the pathfinder objectives and ADF targets. It is part of the toolkit of interventions that are supporting market restructuring in specific areas, and interventions within this workstream focus on this. This is also contributing to the delivery of other area-based strategies including neighbourhood renewal strategies where these overlap.

Pathfinder neighbourhood management initiatives add value to the mainstream services provided by the local authorities and others.

### **The specific contribution to pathfinder objectives**

Neighbourhood management supports and accelerates the process of market restructuring as set out below, although some outcomes can be influenced by factors beyond the control of any specific intervention.

- a) In areas identified for redevelopment, neighbourhood management can contribute to:
- Aiding the restructuring process by helping the acquisition and demolition process.
  - Helping build a relationship with and provide support to tenants and residents, which can ease the process of acquisition, relocation and resettlement.
  - Ensuring services work together to adapt effectively to changing demands and maintain levels of service to the area.
  - Helping reduce instances of displacement of market failure issues to neighbouring areas by dealing effectively with issues arising during the market restructuring process.
  - Building confidence in the outcome of the process by demonstrating a commitment to managing change effectively.

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Neighbourhood Management is helping to effectively co-ordinate services, avoid duplication and bend mainstream resources into areas supported through the pathfinder programme.

It can also reduce the risk of slippage in the Pathfinder capital programme.

b) In areas identified for improvement and investment, neighbourhood management can contribute to:

- Improving service provision to the community and thus promote market confidence and investment, measure impact on perceptions as well as performance.
- Getting buy in from the community to the future vision for the area.
- Giving local communities a chance to shape how this future is best achieved, and to see themselves as part of it.
- Providing a mechanism for gaining qualitative information about community needs and perceptions and vital local market intelligence for pathfinder.
- Shifting the balance of investment from the public to the private sector, for example: by developing the confidence of owner occupiers and private sector landlords to invest in the area; through the appropriate use of enforcement action; and by encouraging use of the right to buy.
- Reducing the need for future capital interventions by Pathfinder.
- Complementing capital programmes by improving decision making and creating the best local circumstances for investment to succeed.
- Improving service delivery through joint working. This in turn can improve the quality of life in the neighbourhood through reduced levels of crime, arson, vandalism and anti-social behaviour among other issues.

c) In exceptional cases neighbourhood management interventions are used to support local markets in the interim while decisions are made about the future of an area. In such instances, neighbourhood management interventions assist the decision making process and stabilise the area while evidence is gathered and consultation takes place.

The workstream therefore represents an important element of the market renewal programme, and contributes to each of the strategic objectives of the pathfinder.

### **When and where will it be used?**

Pathfinder intervention through neighbourhood management is a way of working to help stabilise and restructure markets. It is not a one off intervention or a quick fix for specific isolated problems. It needs to be used when, where and while appropriate and aligned with mainstream neighbourhood management provision. We will continue to work to ensure that interventions are well targeted and focused on identified need.

Relationships between pathfinder interventions and mainstream neighbourhood management activity are clarified through the project development and appraisal process to ensure complementarity and added value.

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The approach to neighbourhood management reflects the following information in identifying the most appropriate interventions:

- Evidence pointing to market failure issues that neighbourhood management can address.
- Issues of service quality are shown to be undermining local market confidence, across tenures.
- Indications that neighbourhood management interventions could accelerate improvement and sustainability.
- Community support for the proposed approach.
- How far interventions will be able to add value to existing mainstream activity and help bend the mainstream to support and sustain market renewal.
- Where relevant, feedback from neighbourhood renewal assessments will be used to inform these decisions and choices.
- Lessons learnt from existing 'pilots'

### **How do we strengthen focus on market renewal outcomes?**

#### **Project cycle**

The contribution to market renewal objectives is being strengthened in the project cycle. It is therefore: a key issue during project development; examined and specified at appraisal; monitored during implementation; and evaluated during programme and project review. The process increasingly is focused on the need to ensure that in the medium to long term mainstream resources are bent to sustain market renewal. The increasing constraint on resource consumption is accelerating this process.

An identification / audit of existing staff resources will take place before the second prospectus is developed.

The appraisal process also seeks to reflect the cross cutting nature of the workstream and to draw out the benefits for the overall programme and not just the specific area of Neighbourhood Management initiatives.

It may also be useful to consider the use of strategic commissioning across the programme in each authority. This would promote:

- More strategic use of neighbourhood management.
- Possible economies of scale.
- Easier identification and transfer of best practice and as well as key lessons for policy and strategy.
- More effective alignment of pathfinder interventions with the mainstream.

#### **Performance management and evidence**

To aid understanding of the impact neighbourhood management is having, we are developing indicators and performance measures that reflect the outcomes of the pilots. We will also develop and align vitality indices in Newcastle and Gateshead, particularly within the housing domain as part of this evidence base. These will assist the Pathfinder

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to baseline, monitor, understand and review interventions as effectively as possible. They will be built into the programme and project cycle.

We are also gathering data about which key services/ improvements support market renewal most and these will influence the measures, location and type of neighbourhood management interventions supported.

There are some additional bespoke data requirements important to understanding neighbourhood management, both qualitative and quantitative:

- Original research (e.g. stock condition)
- Market data (e.g. house prices, transactions, turnover, churning, voids)
- Residents perception
- Data relating to displacement of problems between areas

We are strengthening our ability to collect this data at the appropriate geographical level, to complement qualitative information gained through the neighbourhood management process.

### **Monitoring and evaluation**

Early lessons from the monitoring and evaluation of existing projects and the market renewal programme as a whole, including the relevant findings by EKOS, will be built in to the revised prospectus. Independent evaluation will be used to ensure the best possible learning from the process.

### **Staffing issues**

Staff are currently being employed through neighbourhood management to:

- develop policy;
- support community engagement with pathfinder;
- deliver specific neighbourhood management functions; and
- support enforcement.

We will build on the experience of mainstream delivery and pathfinder projects in determining which staff resources to use in specific interventions, and where such posts are to be located.

Staff functions include contributing to management of change in the area, and staff and their resources are the visible end of pathfinder for local residents and agencies. The specific contribution that post holders make to market renewal needs to be drawn out more clearly – eg:

- Neighbourhood Managers/ Area Co-ordinators – responsible for co-ordination of services at local level, with a specific area based brief, to respond to issues that are impacting on the housing market and to assist in delivering the overall pathfinder programme.

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- Neighbourhood Wardens – provide a visible presence on the street, promoting community confidence and reducing the fear of crime, encouraging engagement with service providers, carrying out enforcement operations relating to the local environment and private sector issues.
  - Envite/ Environmental Action Teams – responding to environmental issues that impact on the housing market such as fly tipping, void properties, minor repairs, graffiti removal, evidence collection for enforcement.

We will work to increase staff understanding of the aims and objectives of HMR and ensure they have a general understanding of other projects being delivered in the neighbourhood management area.

The objectives of market renewal will be more clearly reflected in the job descriptions of all posts funded through pathfinder.

### **Succession and exit strategies**

In the context of interventions to support market restructuring, neighbourhood management interventions have a specific purpose. Pathfinder and its partners will improve consideration of the conditions in which the market can be considered to be sustainable, and at what stage resources can prudently be directed to other parts of the pathfinder.

To aid a smooth transition, neighbourhood management projects will continue to ensure that there is good linkage with mainstream services, and succession/exit strategies are put in place that allows the community and partners to build on progress during the period of the project. These will be part of the project appraisal process and key milestones will be set for the development and reporting of a succession strategy.

At a strategic level, learning from the pathfinder projects will inform the local authorities and other service providers about best practice to enable mainstream resources to better respond to future changes in the local market situation, and align better with neighbourhood management interventions that are resourced through pathfinder.

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**Appendix 3- Planned Interventions for Strategic Commission Areas 2006-10**
**Gateshead**

<b>Dunston</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	30	30
Demolitions	14	121
Improvements	0	0
Land Acquisition	3.1	0
<b>Felling Bypass Corridor</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	16	30
Demolitions	28	196
Improvements	199	298
Land Acquisition	0.25	0
<b>Teams</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	277	445
Demolitions	159	178
Improvements	217	455
Land Acquisition	0.2	0
<b>Bensham &amp; Saltwell</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	20	100
Demolitions	10	25
Improvements	269	469
Land Acquisition	0	0

**Newcastle**

<b>Walker Riverside</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	67	264
Demolitions	34	0
Improvements	240	550
Land Acquisition	0	0
<b>Byker &amp; Ouseburn</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	32	367
Demolitions	96	502
Improvements	1547	1541
Land Acquisition	0	0
<b>Inner West: Elswick and the Discovery Quarter</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	67	264
Demolitions	34	0
Improvements	240	550
Land Acquisition	0	0
<b>Inner West: Scotswood &amp; Benwell</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	32	367
Demolitions	96	502
Improvements	1547	1541
Land Acquisition	0	0
<b>North Central</b>		
<b>Output</b>	<b>2006-2008</b>	<b>2008-2010</b>
New Build	10	30
Demolitions	24	104
Improvements	0	0
Land Acquisition	0	0

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## Appendix 4- HMR Pathfinder Programme Consultation

### Manchester Salford

#### Appraisal Process and Project Commissioning

This Pathfinder have recently reviewed their appraisal and commissioning processes and have established a Programme Co-ordinated Committee divided into sub-areas for schemes which may be eligible for funding. These projects are then prioritised, in terms of how well they achieve one of the 8 major investment areas needs. The projects are reviewed on the basis of their research, foresight of the issues to be addressed and intelligence at delivering the solution/aid.

#### Funded Neighbourhood Management Projects

In High Broughton, Salford the Pathfinder is working on a large scale redevelopment involving a lot of refurbishment and new build projects. Areas where the Pathfinder have been highly involved with investment are now becoming more stabilised and as a result the Pathfinder is reducing its investment, in order to provide communities with a sustainable future. The main areas of investment include:

- *Strategic investment;*
- *Developer investment;*
- *New build;*
- *Supporting home ownership;*
- *Sustaining neighbourhoods;*
- *Private rented;*
- *Delivery; and*
- *Integrated secretariat.*

#### Identifying Local Issues and Establishing Projects to Tackle Them

They have a 2 level evidence base for establishing local issues. The first is a “bottom-up” approach, which involves consultation with the residents over the different Pathfinder areas. They utilise methods to assist with this such as different governance systems and resident arenas – which are a good vehicle to do consultations

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The second was a strategic Research Foresight Interest Project which reported an update on the whole of the Pathfinder. The report involved economic analysis, democratic, sustainable neighbourhoods and residents' perceptions.

Both of these helped to establish the areas of most concern to residents and from here the Pathfinder established the 8 major investment priorities.

#### Presence of a dedicated Theme Group or Sub-Group?

This Pathfinder has area based delivery teams and Programme Co-ordinated Committee which bridge any gaps for the time being and look at neighbourhood management across the Pathfinder. These groups are comprised of board members, including service representatives, community members and local governance.

#### Link to Mainstream Partners

The Pathfinder links with Housing, they have 2 members on their committee who therefore have a hand in the decision making process for the Pathfinder. They also have close links with Housing Officers. The link with the Community Safety teams and partnerships has mainly been through the delivery teams at a strategic level.

#### Mainstreaming Projects

The main area of mainstreaming has been within the environmental projects, neighbourhood wardens and anti-social behaviour preventative measures. Other than those areas the Pathfinder could not point out any specific areas of mainstreaming through the Housing Market Renewal funding.

#### RESPECT

The Government's RESPECT initiative has been considered by the strategy sub-committee as to the impacts on a strategic level. The main areas of the initiative are already felt to have been included in the Pathfinder project, but they intend to look closer at their projects to see if they comply.

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## **Urban Living (Birmingham Sandwell)**

### Appraisal Process and Project Commissioning

This Pathfinder will be at the end of its first stage in April 2006 and is reported to be still in its infancy. Their appraisal process has changed, moving to a smaller delivery board which is more focused on certain projects and areas to work on. They will shortly be delegating parts of their roles onto the other groups which are concerned with:

- *Crime and Community;*
- *Training;*
- *H20/10;*
- *Education.*

There has been co-ordinated work with the Board and the Pathfinder area. The Pathfinder acknowledges that this area is a "crowded market place" in terms of regeneration programme and so they understand the need for collaboration of work teams.

### Funded Neighbourhood Management Projects

The majority of projects they have funded are capital focussed in partnership with the Local Authorities and Registered Social Landlords. The Pathfinder covers 4 areas and has 3 current projects run by the Local Authority partnership. Many of the projects and actions which they have taken came after consultations with residents who highlighted specific problem areas as anti-social behaviour, litter and graffiti. The community have had a lot of engagement in the types of projects undertaken and as a result they have had successful aims and outcomes.

### Identifying Local Issues and Establishing Projects to Tackle Them

Pathfinder has undertaken extensive consultation with residents and the community. They have utilised the connections which already exist through the work of other programmes, projects and groups. The teams have undergone stakeholder and area based initiative groups and meetings in order to establish the areas of specific need, with a variety of people including hard to reach groups. The Pathfinder has a specific condition on consumer consultation prior to granting funding.

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### Presence of a dedicated Theme Group or Sub-Group?

They are currently going through a period of change and have no current theme or sub groups.

### Link to Mainstream Partners

The Pathfinder is linking with partners on the basis of understanding and hitting common targets. Through this joint working they are utilising public money in housing to create new and viable areas for the community to live in.

### Mainstreaming Projects

None of the Pathfinder's projects have been mainstreamed as yet.

### Reports/Studies on Neighbourhood Management Projects

No reports/studies were available primarily due to the fact that as the Pathfinder is in its infancy and reports on projects have not yet been commissioned and/or completed.

### RESPECT

Pathfinder already achieves some of the aims of the Government's RESPECT initiative, but as time progresses they are taking into more consideration the impact their projects and aims have on achieving the RESPECT outcomes.

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## **Oldham Rochdale**

### Appraisal Process and Project Commissioning

Formal decisions on actions to take and projects to commission are made by the Pathfinder Executive, which is comprised of Oldham and Rochdale Local Strategic Partnerships representatives. The Executive takes account of the outcomes of the Pathfinder's extensive public involvement.

The current process runs with the delivery plan and strategic objectives at the forefront of any projects commissioned. Approval comes from the Board level.

### Funded Neighbourhood Management Projects

Pathfinder has funded a variety of Neighbourhood Management Projects, although more recently they have moved away from community development and engagement as a result of criticism received regarding underdeveloped emphasis on the Pathfinder's Capital programme. Main concerns now are including the recommendations to concentrate more on the capital programme.

### Identifying Local Issues and Establishing Projects to Tackle Them

The Pathfinder's proposals have been based on careful research and consideration of local information. The information has been produced in partnership with the communities whose lives they will change and the process has fitted in with other local, regional and national strategies for improving communities.

Their process of developing proposals for action to improve the housing market in our neighbourhoods has involved wide consultation with local residents and other stakeholders through a variety of processes integrated with other regeneration initiatives. Community involvement has included:

- *MORI survey, which feeds views and wishes into the process;*
- *Consultation events;*
- *Training 15 Community Volunteers, so they were able to work with professional consultations in drawing up future plans for the neighbourhoods.*

Pathfinder is committed to involving local people in its work throughout the lifetime of the project through effective consultation.

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### Presence of a dedicated Theme Group or Sub-Group?

No details provided.

### Link to Mainstream Partners

Mainstream partners of this Pathfinder have included:

- *HERO (Higher Education Rochdale and Oldham): This partnership involved Local Learning Partnerships in Oldham and Rochdale working to establish University Colleges in both boroughs. The LLPs are working with key universities;*
- *Energy Efficiency Partnership – Concerto: Rochdale and Oldham fund demonstration projects to demonstrate that energy sustainability can be cost-effectively built into standard homes; and*
- *Rochdale Canal Strategy: Opportunities for recreation, Waterside and tourism developments have been provided due to improvements to the canal corridor running through the two boroughs.*

The Pathfinder's main delivery agents include housing associations, private sector, 2 local authorities and their respective arms length management organisations, Rochdale Development Agency and sub-partnerships of the LSPs. All of these organisations have been signed up to the process for the long term.

Various links with partners have been established, the Board is the main one as it has members from the 2 Local Authorities, LSPs and the Police. The Policy Development Team has also engaged with partners included in the Pathfinder, as well as more informal links with agencies, organisations and individuals. The Pathfinder is not as strongly linked as it would like with community safety organisations and education.

### Mainstreaming Projects

No projects have been mainstreamed as yet. There is little belief that any of the projects will be due to increased cuts in funding and, therefore, budget problems for the project delivery and implementation agents.

### Reports/Studies on Neighbourhood Management Projects

None provided

### RESPECT

Inclusion of the Government's RESPECT agenda is yet to be determined but the Pathfinder recognises that co-ordination is the key.

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## **Elevate East Lancashire**

### Appraisal Process and Project Commissioning

An approved strategy has been established for all projects commissioned and the Board delivers the intended budget for Pathfinder projects. Proposals for projects are submitted for consideration to the Programme Team, who review them and involve external appraisers. They look at whether the project is deliverable, value for money, impact and risk factors. Projects can be approved up to a certain value by certain Pathfinder members and then approved projects are signed off by independent members of staff. All projects are monitored throughout their lifetime.

### Funded Neighbourhood Management Projects

Neighbourhood Management exists in all 5 Local Authorities. In the investment zone, the Pathfinder has spent £68 million over 2 years which has included large scale development, masterplanning, acquisition of land, demolition and refurbishment of homes to the Decent Homes Standard and some sub-Decent Homes Standard. A lot of the projects were initially centred on community development and confidence building amongst residents.

### Identifying Local Issues and Establishing Projects to Tackle Them

Residents have been involved in drafting masterplans in all areas and the Pathfinder has also developed a new project appraisal process requiring that resident consultation is part of every project it funds. Artists from the mid Pennine Arts Organisation worked with pupils from schools in the Pathfinder area to find out what things they believed made a good town. Some of these and other ideas raised by the younger residents will be incorporated into future plans.

One of the main social drivers of the Pathfinder was “residents’ aspirations and quality of life”. The aspirations of residents and needs for the projects to concentrate on were identified through resident’s surveys and soft data collated from studies previously carried out at a sub regional level, by RSL’s and Local Authorities.

Pathfinder has a “Top Down, Bottom Up” approach to identifying issues and commissioning the appropriate projects. The Pathfinder also looked at the local economy’s needs as well as the views, opinions and concerns of the residents. The research commissioned included informed consultations with the community, housing

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needs assessment, businesses, requirements of the Pathfinder role and the future function of the towns as they move from their traditional livelihoods. These projects are always bespoke and are suitable to the needs and requirements of the particular community.

#### Presence of a dedicated Theme Group or Sub-Group?

Their Theme Group is attended by key partners and individuals in the Pathfinder and also the Neighbourhood Managers. This group plays a key role throughout the community in involving all individuals concerned with the Pathfinder.

#### Link to Mainstream Partners

Pathfinder has worked with key partners such as Burnley Borough Council to select lead developer partners for three ADFs. Elevate has been developed on a wide-ranging basis in order to ensure that the linkages are maximised and developed. Key partners, such as ELP, the East Lancashire Housing Forum, LSPs and local Government agencies have been recruited on the basis of the Pathfinder area and common goals.

The main link to partners exist through the Board and the Strategy Directors Group, which have created ties with Housing Co-operation, County Councils, Education, Health Care, Transport, CABE and English Heritage. They mainly work together in the same Pathfinder offices and the Local Authorities form part of their partnership.

#### Mainstreaming Projects

There are no examples of mainstreamed projects to date.

#### Reports/Studies on Neighbourhood Management Projects

No. The Pathfinder is still very much in its infancy.

#### RESPECT

Under the Pathfinder's "Social Progress and Justice" aim they are proactively promoting social cohesion and targeting anti-social behaviour such as noisy neighbours, graffiti and vandalism. This is part of the Pathfinder's sustainability framework which includes principles designed to ensure the social sustainability of this Pathfinder community. Currently it is still too early to say though how exactly projects will link up to the RESPECT agenda but plans are in the pipeline.

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## **Transform South Yorkshire**

### Appraisal Process and Project Commissioning

This Pathfinder works through a Partnership which has formulated area development framework plans for each of the seven neighbourhoods. The Partnership has allocated funding for each of these areas; the Local Authorities then agree priorities, delivery mechanisms, leverage outputs and make agreements in line with the Area Development Forms. Projects are considered and commissioned on the following basis: whether they are the best options for the area, can they adapt to the changing needs of communities and areas, are they reasonable, good value for money etc. The Partnership appraises and approves each ADF and delivery plan and the Local Authorities bring their current knowledge of the area and its needs on board.

### Funded Neighbourhood Management Projects

Neighbourhood Management exists in all four authorities and they have undertaken projects concerned with refurbishment, neighbourhood wardens and demolition.

### Identifying Local Issues and Establishing Projects to Tackle Them

Local issues have primarily been identified through the Masterplanning consultations which have included community consultations, meetings with individuals and groups concerned, event planning and consultations with local councillors. The projects which are established to tackle such issues are linked in with stakeholder's common goals and have so far been along the same lines as those which the community wish to see occurring in their local areas.

### Presence of a dedicated Theme Group or Sub-Group?

No theme group or sub-group exists as such with this Pathfinder, however when key individuals within the Pathfinder are visiting delivery partners they are involved in informally considering the ground planning and implementation stage thus far.

### Link to Mainstream Partners

Certain areas such as Rotherham have a dedicated Housing Market Renewal Team who lead on bringing work forward to the key partners. Their Neighbourhood Community Safety Team has linked in with the Police, Local Community Forums and

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they are able to deal with issues which arise and be responsive to problems and concerns which the community raise.

In all four Local Authorities the HMR agenda and activities have linked with English/South Yorkshire Partnership and Yorkshire Forward. Their broader regeneration framework has in turn been aligned with the Local Area Agreements.

#### Mainstreaming Projects

Sheffield Homes have mainstreamed the Neighbourhood warden programmes out across the areas the Pathfinder first ran it in.

#### Reports/Studies on Neighbourhood Management Projects

No reports or studies were made available.

#### RESPECT

Currently this is a tricky aspect for the Pathfinder to establish within its remit. They have been trying to incorporate it into their projects and aims, but have had problems with the remit of their spending as they are primarily to be concerned with capital works and housing issues. In practical terms the RESPECT aims are embedded throughout their agenda and they are trying to write it into each procedure. There are however questions as to how their projects directly contribute to the RESPECT agenda but they have built in flexibility to allow resources to be used for those reasons.

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## **Appendix 5- Monitoring Change using the NNIS Vitality Index (2001-04)**

### **Background – NNIS (*Report Provided by Newcastle City Council*)**

The Newcastle Neighbourhood Information Service (NNIS) collects a range of indicators that measure socio-economic and quality of life issues into a central system. Collated to a neighbourhood level<sup>26</sup>, the indicators are grouped into six key themes including crime, education, health, housing, income and unemployment. A Vitality Index is produced on an annual basis using a basket of core indicators from the six themes. The Index is created using a similar method to that developed by Oxford University in creating the Index of Multiple Deprivation in 2000 and 2004.

NNIS provides timely information at the local level to inform and evidence area-based planning including Bridging NewcastleGateshead, LNRS and SSCF; monitor targets in key strategies and programmes including Neighbourhood Renewal National Floor Targets and provides evidence for funding bids.

### **Monitoring Change – Provisional Analysis**

As part of the NNIS development a new and innovative approach to monitoring change over time through the Vitality Index has been created. An analysis has been developed so that the system can provide a composite measure of neighbourhood change, taking into account all of the indicators from the six themes of the Index.

The current method uses data from the last four years (2001 to 2004) and monitors change from the baseline year using the same basket of indicators. This provides a consistent approach to monitoring neighbourhood (or group of neighbourhoods) change

This approach facilitates the tracking of neighbourhood (or groups of neighbourhoods) change alongside change in the City as a whole or areas in the 'rest of the City' (i.e. excluding the neighbourhood being measured) and provides, for example, a measure of the 'gap' between a given neighbourhood and the average (or rest of the City).

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<sup>26</sup> *There are currently 142 neighbourhoods that have been developed by the Council with support from Ward Coordinators, Members and Council officers. The neighbourhood boundaries were taken out to consultation with the public at Area Committees in 2002.*

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This is different to what has previously been provided through the Vitality Index annual updates, which presents a current picture of neighbourhood vitality by ranking each neighbourhood from the most to least deprived. Whilst this is an informative measure, it does not show neighbourhood progress over a given period, which the new analysis provides.

The charts (over page) are an indicative illustration of change in the Bridging NewcastleGateshead area, compared with the Newcastle average.

For each Strategic Commissioning area, there are two charts illustrating change. The first indicates whether the area is improving or declining. A downward trend line from 2001 to 2004 indicates an improvement, whilst an upward trend over the period implies the area is worsening.

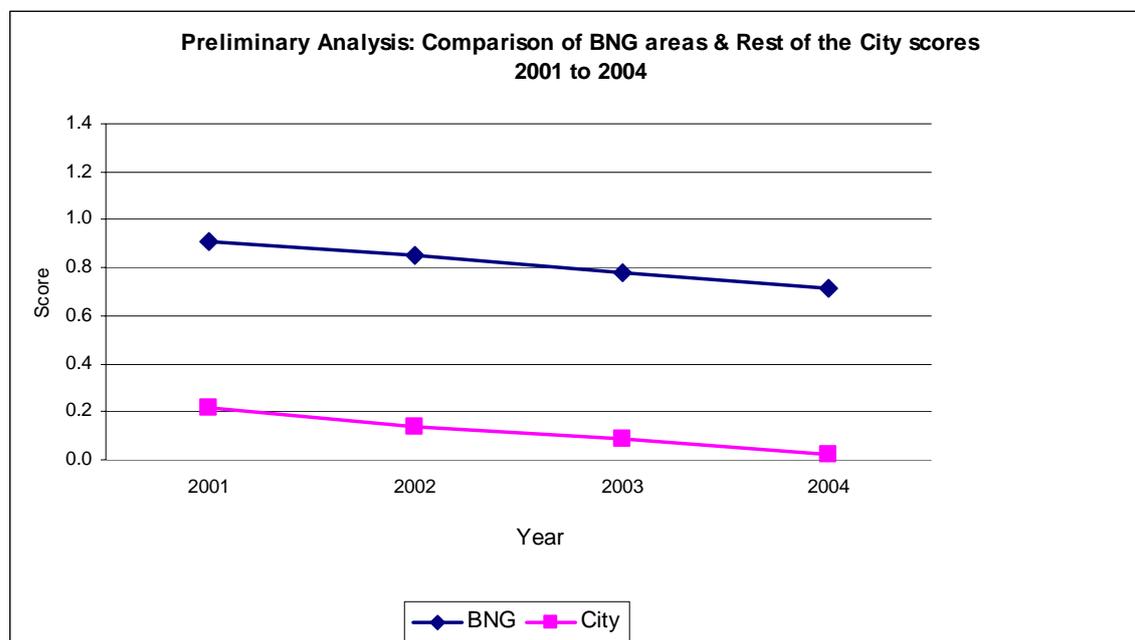
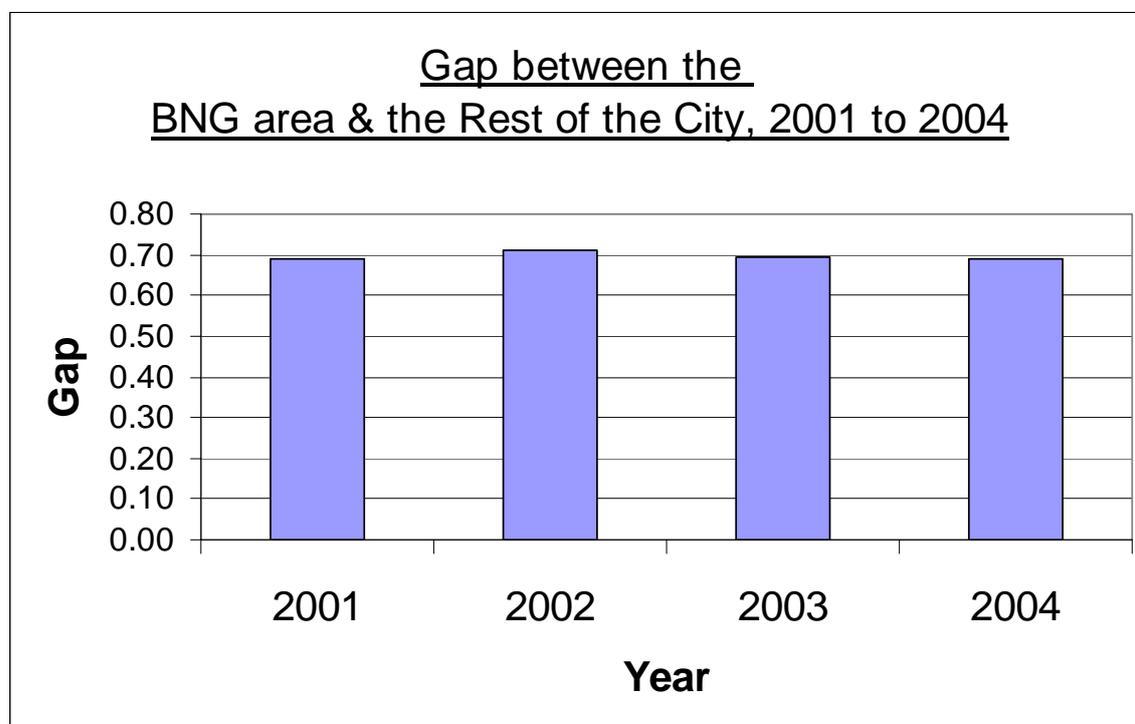
The second chart in each section illustrates the 'gap' between the given area and the Newcastle average over the four-year period. A narrowing of the gap between the area and the average, on a consistent basis, is indicated by a continued reduction in the height of the bar chart for each year. If the height of the bar chart increases, from one year to another, the gap between the area and the average is increasing. If the height of the bar charts increases year on year, this would suggest the City as a whole is improving more the area being analysed.

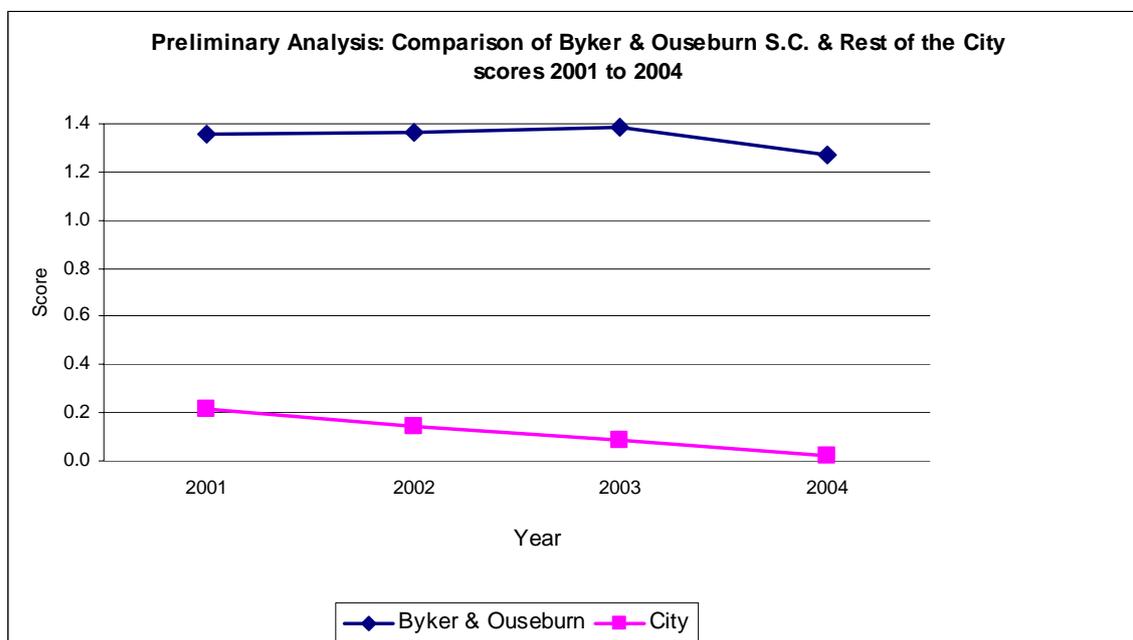
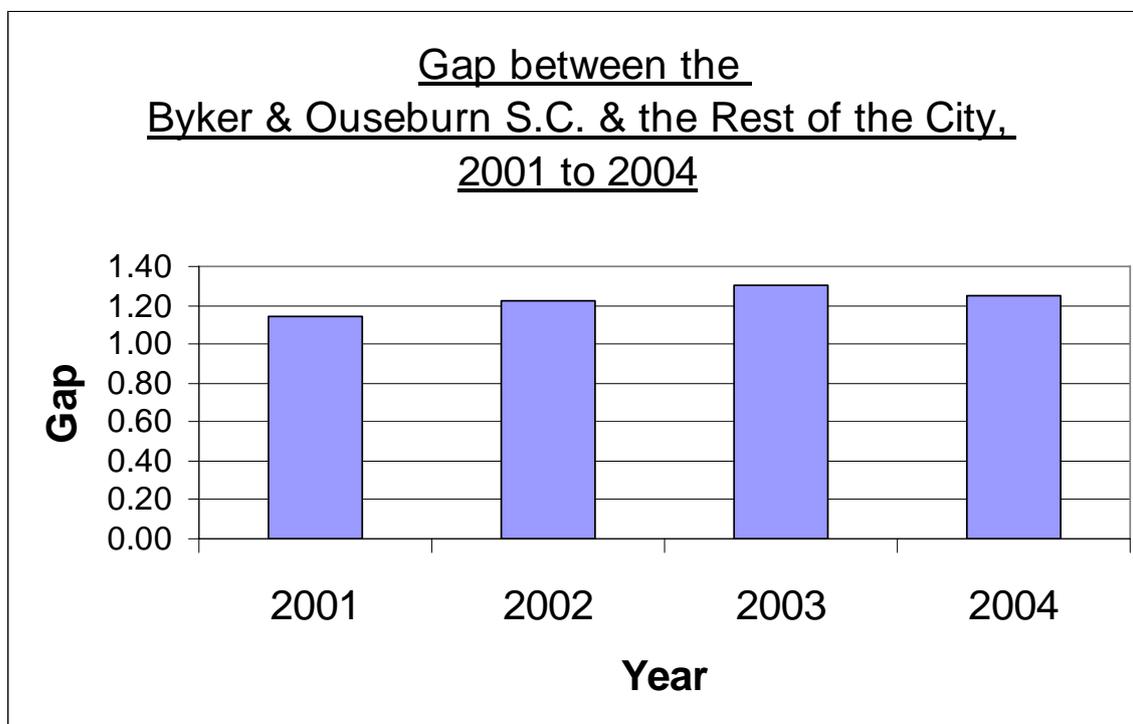
**This is provisional work in the development of monitoring the changing Vitality of neighbourhoods and this should be noted when viewing the following charts.**

## **Summary**

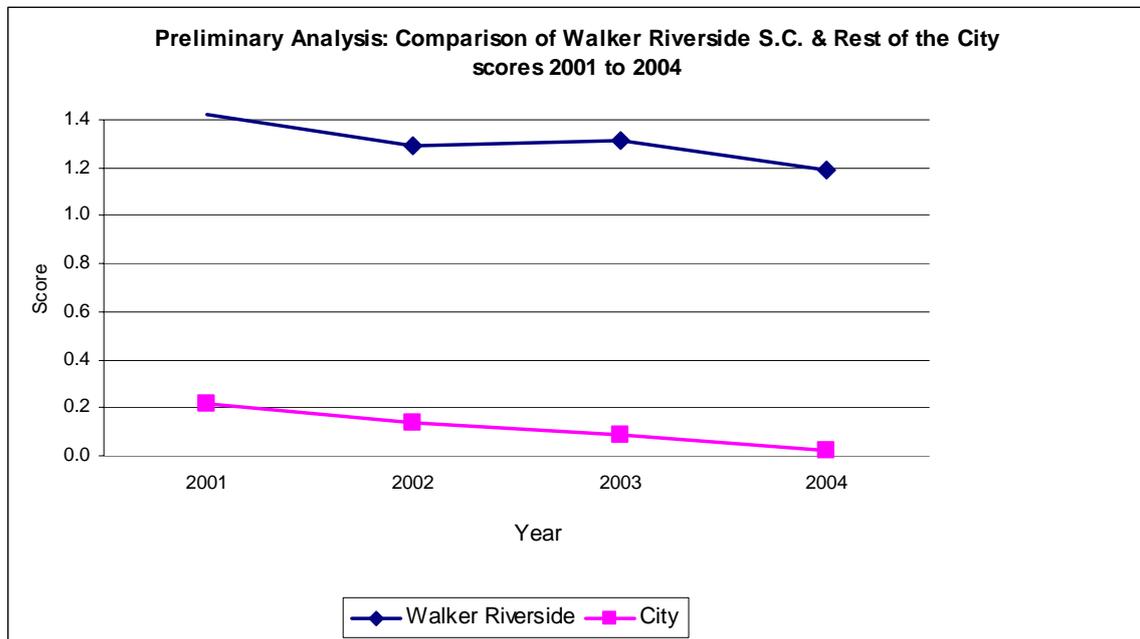
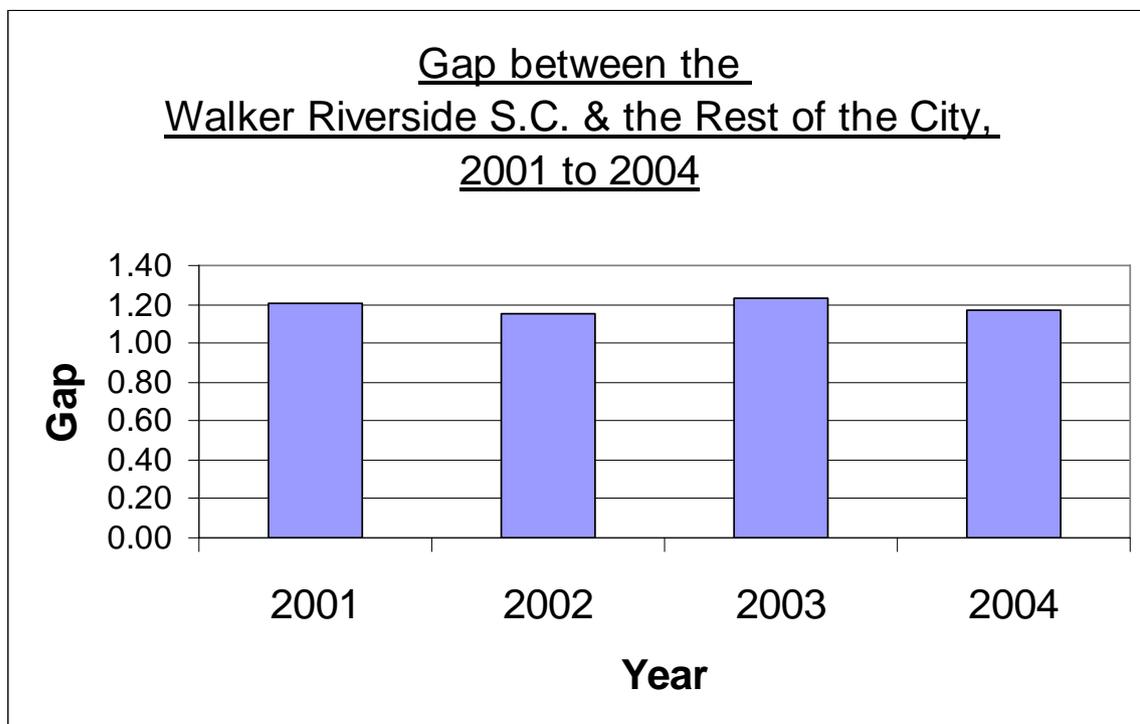
Overall the NNIS charts show that the Vitality Scores in BNG areas have improved in line with the rest of the city with the average gap remaining roughly the same in 2004 as it was in 2001. Over the four year period only Elswick and Discovery, Walker Riverside and the wider Scotswood and Benwell area have experienced a fall in the gap between themselves and the rest of the City. North Benwell, the wider North Central area and Byker all experienced an increase in the gap. Cowgate's gap remained the same in 2004 as it had in 2001 though it remain the most deprived areas with the gap between itself and the rest of the city 1.45, 18% higher than the next more deprived BNG area, Byker and Ouseburn.

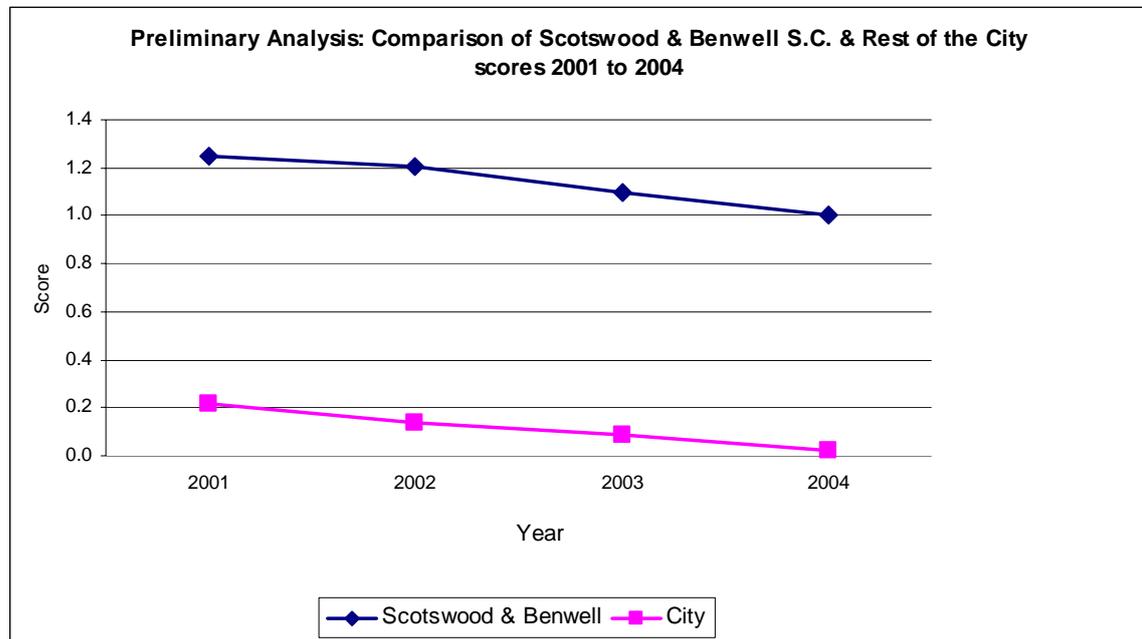
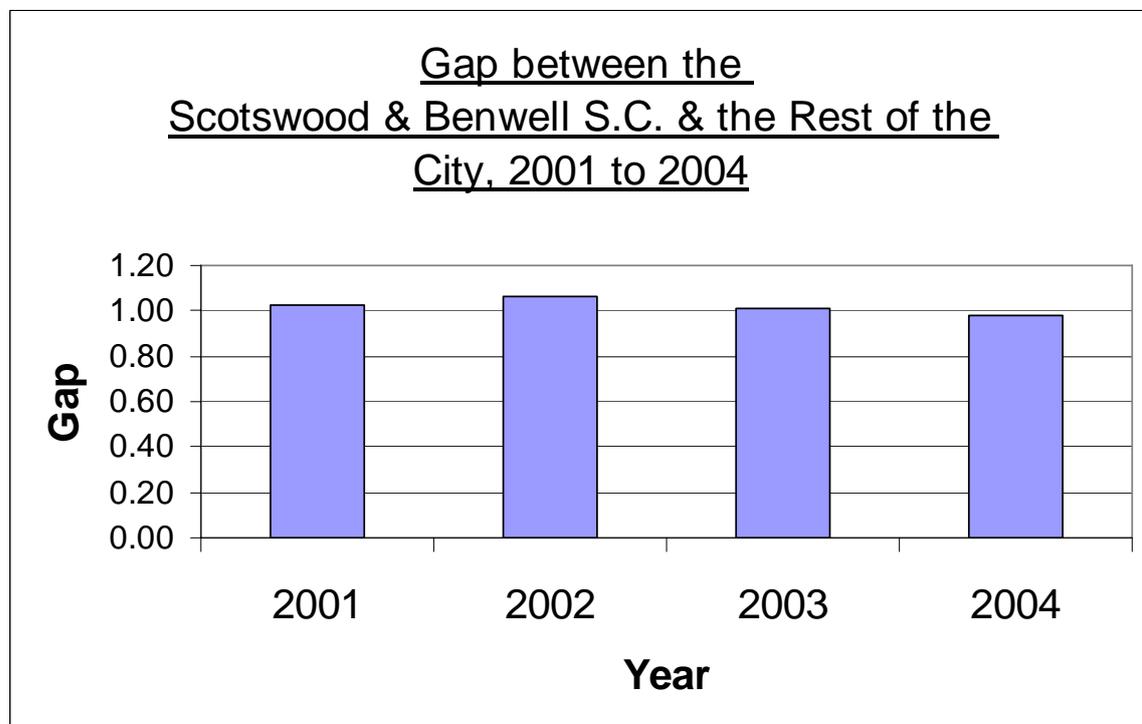


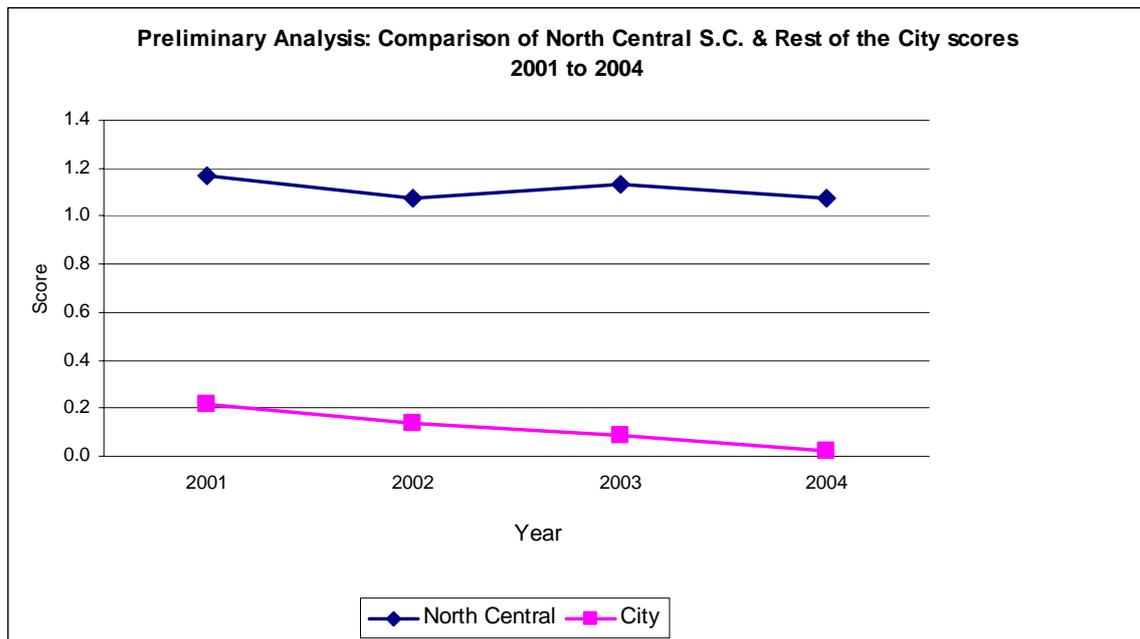
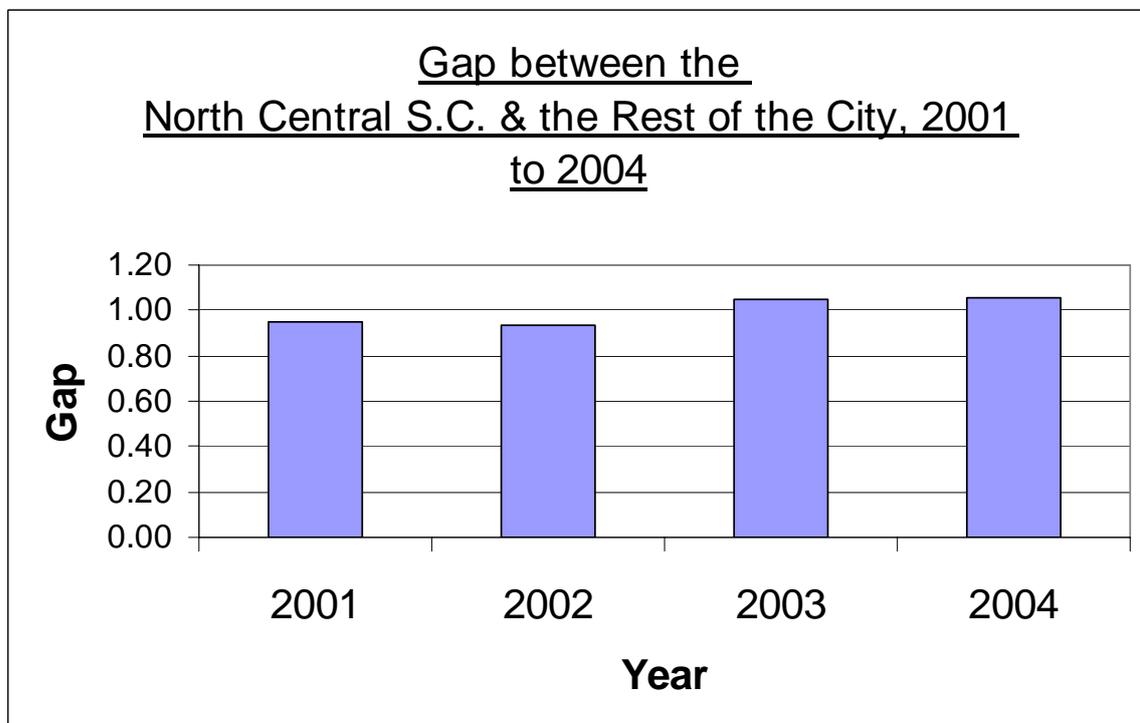
**Bridging Newcastle Gateshead ADF's (All Combined)****Chart 1****Chart 2**

**Byker & Ouseburn Strategic Commission****Chart 3****Chart 4**

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**Walker Riverside Strategic Commission****Chart 5****Chart 6**

**Scotswood & Benwell Strategic Commission****Chart 7****Chart 8**

**North Central Strategic Commission****Chart 9****Chart 10**

## Elswick and Discovery Strategic Commission

Chart 11

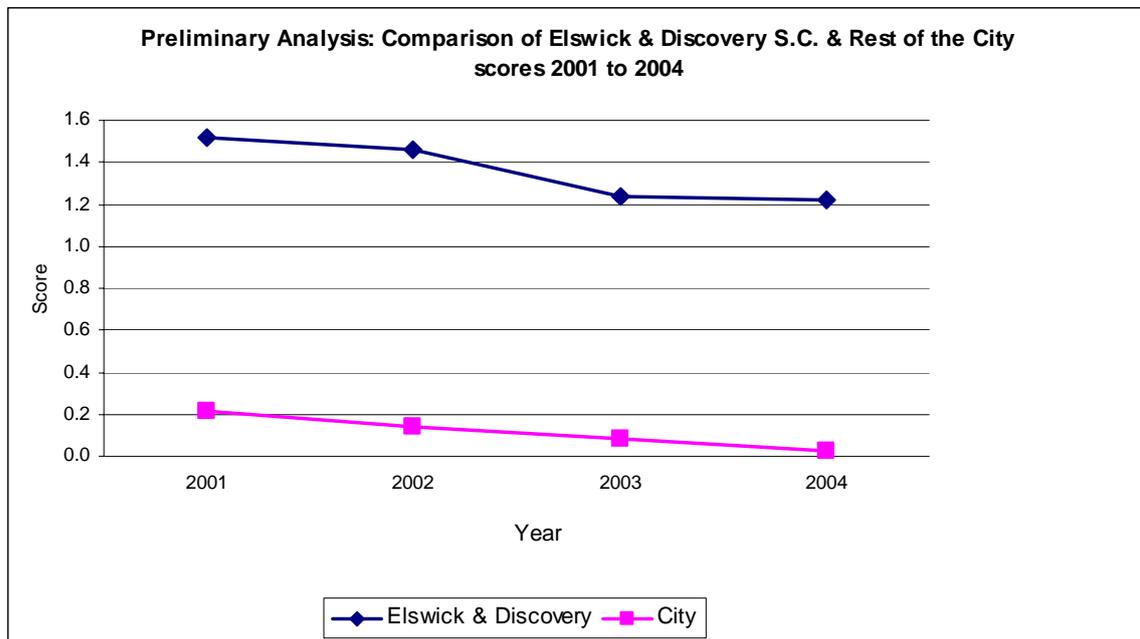
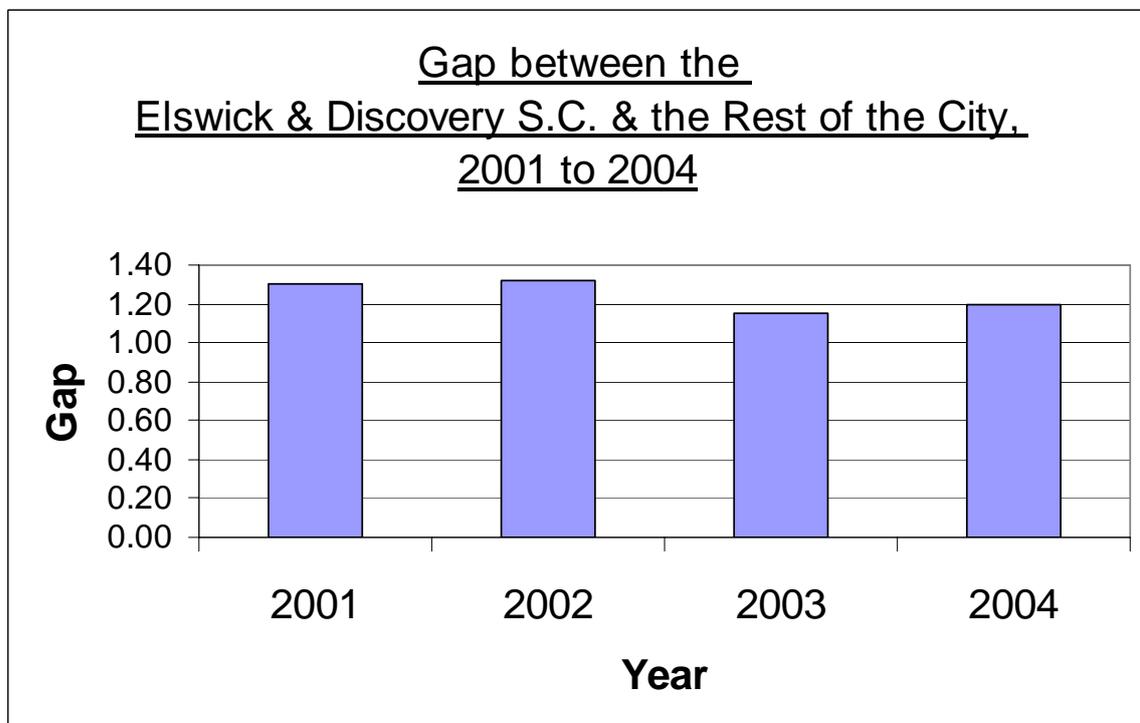
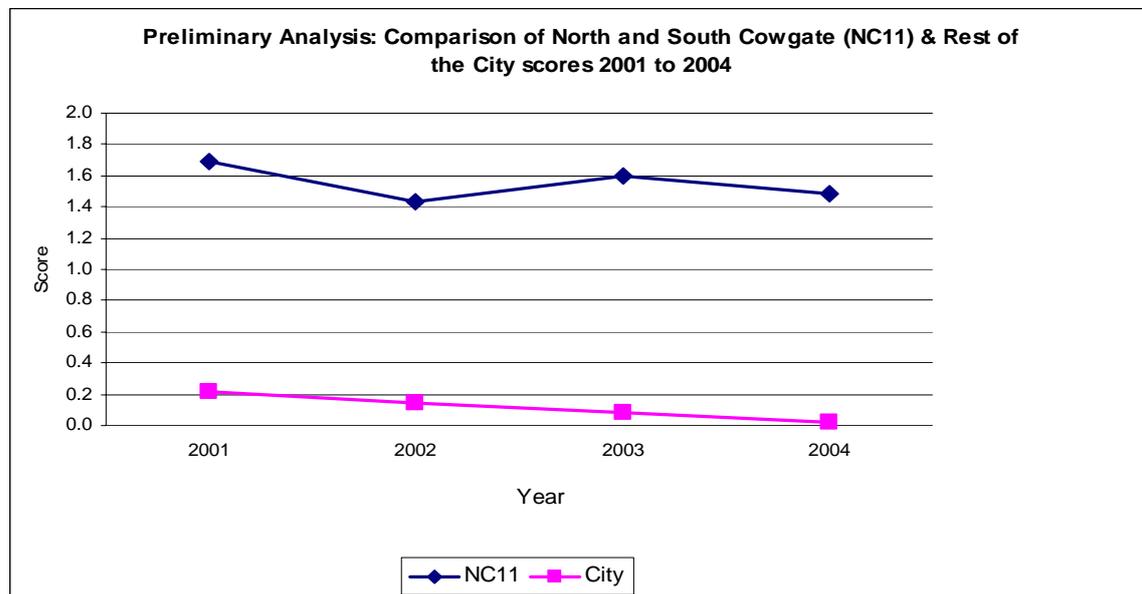
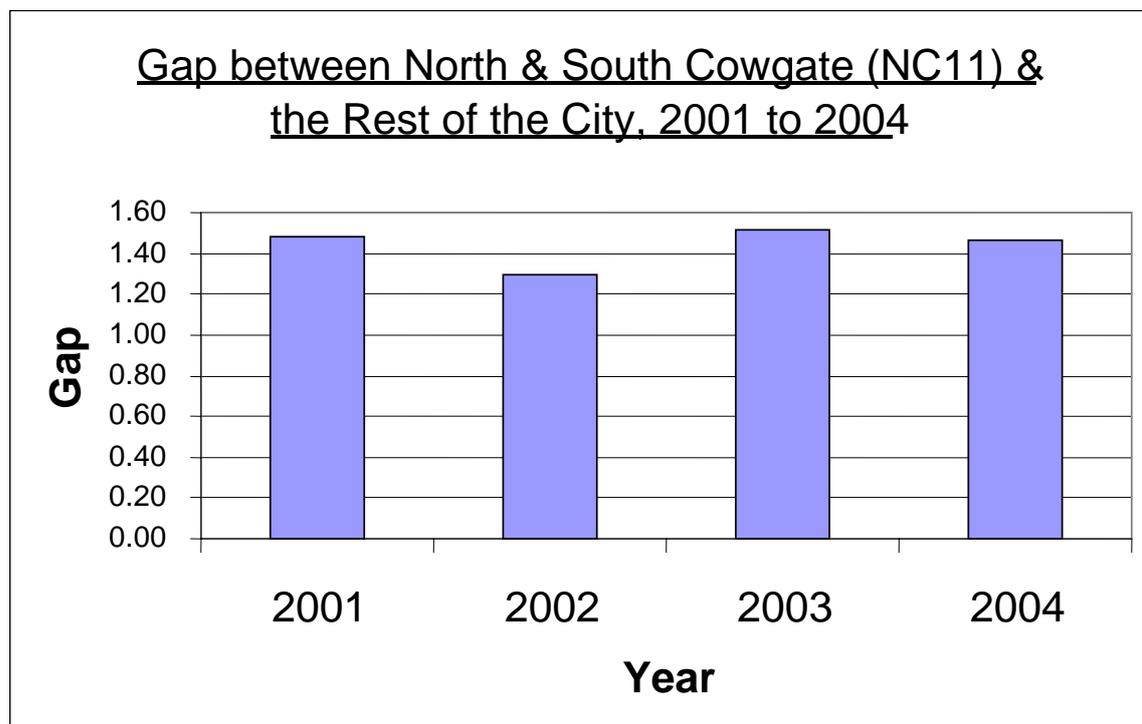
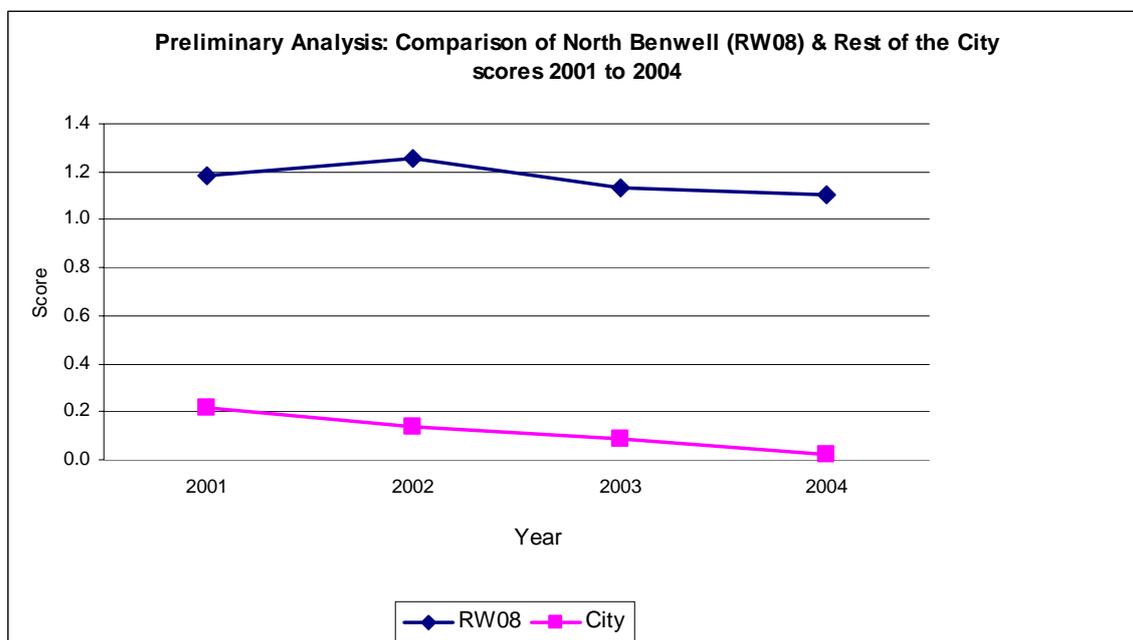
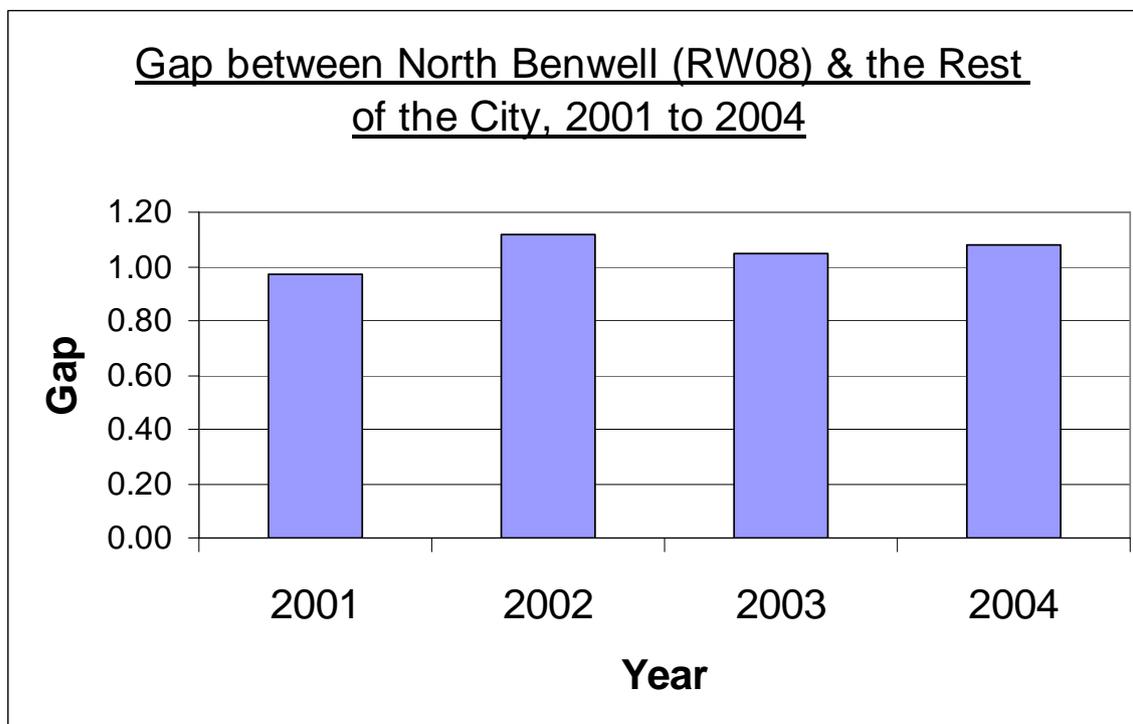


Chart 12



**Selected Neighbourhoods: North and South Cowgate (NC11)****Chart 13****Chart14**

**Selected Neighbourhoods: North Benwell (RW08)****Chart 15****Chart 16**

## Appendix 6- The Challenge of output and outcome alignment

ODPM Core Indicators		PSA & LPSA Targets		Local Authority BVPI's		RESPECT
Outputs		Outcomes		Outputs		Outcomes
Code	Description	Code	Description	Code	Description	Description
<b>B10</b>	Total no. homes constructed or converted for the quarter.	<b>ODPM</b>	Tackle social exclusion and deliver neighbourhood renewal, working with departments to help them meet their PSA floor targets, in particular narrowing the gap in health, education, crime, worklessness, housing and liveability outcomes between the most deprived areas and the rest of England, with measurable improvement by 2010.	<b>BV 62</b>	Unfit private sector dwellings made fit/demolished.	1. Working together on the neighbourhood renewal and anti-social behaviour agendas, highlighting respect for others and respect for the community.  2. Encouraging respect for public servants and services including teachers and schools, health and emergency services and the police.  3. Supporting the neighbourhood policing, police reform and alcohol and violent crime strategies.  4. Ensuring the culture of respect extends to everyone, young and old alike.
<b>B20</b>	Total no. homes refurbished or repaired to the DHS by tenure during the quarter.	<b>PSA 1</b>		<b>BV 64</b>	Empty private sector dwellings returned to occupation.	
<b>B30</b>	Total no. homes refurbished, repaired or otherwise improved which are not included in B20, by tenure, during the quarter.	<b>ODPM</b>	By 2010, bring all social housing into a decent condition with most of this improvement taking place in deprived areas, and for vulnerable households in the private sector, including families with children, increase the proportion who live in homes that are in decent condition.	<b>BV 68</b>	Average re-let time for local authority dwellings.	
<b>B40</b>	Total no. properties and homes demolished during the quarter.	<b>PSA 7</b>		<b>BV 69</b>	% rent loss from vacant local authority dwellings.	

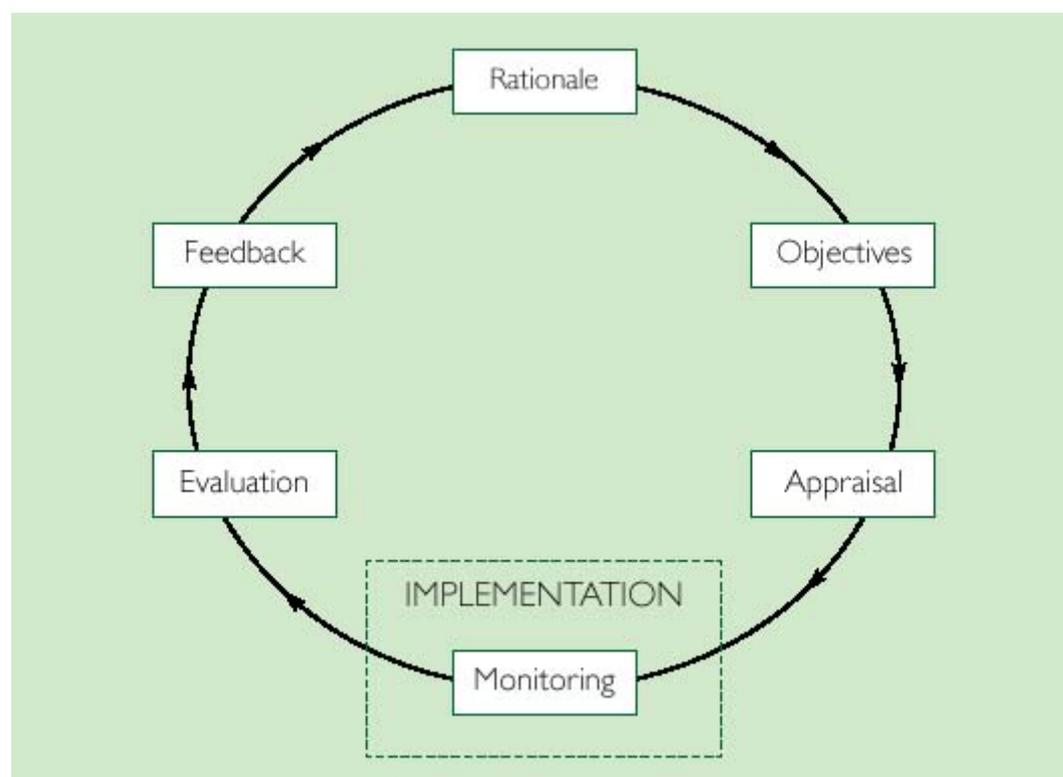
<b>B50</b>	Total number of properties acquired, by tenure, for pathfinder purposes during the 6-month period.	<b>ODPM</b> <b>PSA 8</b>	Lead the delivery of cleaner, safer, and greener public spaces and improvement of the quality of the built environment in deprived areas and across the country, with measurable improvement by 2008.	<b>BV</b> <b>72</b>	% specified urgent repairs completed in Government time limits.	5. Helping communities to set their own standards of behaviour in their neighbourhoods.  6. Supporting parents and their guardians to build their skills and accept responsibility for the impact that the behaviour of their children has on others.
<b>B51</b>	Total no. properties owned by any party for pathfinder purposes, awaiting demolition at the end of the 6-month period.			<b>BV</b> <b>73</b>	Average time taken to complete non-urgent repairs.	
<b>B60</b>	Total no. of households receiving additional management interventions during year.	<b>HO</b> <b>PSA 1</b>	Reduce crime by 15%, and further in high crime areas by 2007-08. Criminal Justice System target.	<b>BV</b> <b>106</b>	% new homes on brown field sites	
<b>B70</b>	Total no. homes directly benefiting from each type of physical (but non-housing) works on land and built environment during year.	<b>ODPM</b> <b>PSA 3</b>	By 2010, reduce the number of accidental fire-related deaths in the home by 20% and the number of deliberate fires by 10%.	<b>BV</b> <b>126</b>	Burglaries per 1,000 population	
<b>B80</b>	A count (in hectares) of land acquired during the year for	<b>ODPM</b>	Achieve a better balance between housing availability and the demand for housing, including improving	<b>BV</b> <b>128</b>	Vehicle crimes per 1,000 population	

<p>pathfinder purposes.</p> <p><b>B81</b> A count (in hectares) of land made available for final use (all types) during the year and land remaining in possession at the end of the year.</p>	<p><b>PSA 5</b> affordability, in all English regions while protecting valuable countryside around our towns, cities and in the green belt and the sustainability of towns and cities.</p> <p><b>HO PSA 2</b> Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the criminal justice system without compromising fairness.</p>		
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## Appendix 7- BNG: Project Submission and Appraisal Process

### *Introduction*

The process of project submission, appraisal and evaluation form stages of a cycle that can be described as follows:



Source: [Green Book, Appraisal and Evaluation in Central Government](http://greenbook.treasury.gov.uk)

<http://greenbook.treasury.gov.uk>

Project submission describes the Rationale and Objectives of the cycle, Appraisal agrees the plausibility of the project and offers it for approval. During its implementation, the project is subject to monitoring procedures and evaluation at its term end (and often mid term depending on the project length). Findings are fed back and inform decision making regarding future project development.

The Phase 1 Evaluation of the Pathfinder<sup>27</sup>, and ERS' evaluation of Neighbourhood Management Projects, identified difficulties and weaknesses with the process and

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<sup>27</sup> *Ekos Consulting and the Centre for Regional Economic and Social Research*

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content of both the project submission and appraisal process, with particular mention of pressure as a consequence to the need to secure early expenditure.

The evaluation report highlights the key points as;

- The absence of a clear division of responsibilities and governance structure;
- The lack of detail in the ADFs to help identify key priorities with a resultant impact on the focus and appropriateness of neighbourhood management project submission forms;
- The absence of an Appraisal Panel to share responsibility for final decisions;
- The potential for strategic commissioning to ensure best value for money.

Project submission, appraisal and approval need to be considered as separate activities (where previously there has been some crossover). Additionally, there needs to be clarity regarding definition of these stages, where previously 'submission' and 'appraisal' have been used as interchangeable terms.

#### *Project Submission*

This describes the bid for funding that is drawn up by project officers using a Project Submission Form and submitted to BNG for consideration.

The existing form (currently termed Project Appraisal Form) covers all the required information in the section titles; however, the form would benefit from some remodelling and re-ordering particularly as some sections are subject to free response which may generate unfocused information and limited detail. Whilst the detail is described in the Operations Manual, BNG need to be much more prescriptive within this form, making it easier for project officers to know exactly what information to include, as well as making it easier for the BNG Appraisal Team to assess. For example, Section 2: Purpose of the Project could be split into sections including the following:

- 2.1 Who is the project aimed at?
- 2.2 What activities will the project deliver?
- 2.3 Where will the project be delivered?
- 2.4 Who will be delivering the activities (organisations and individuals)?
- 2.5 Over what timescales will the activities be delivered?

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Additionally, given the renewed clarity of BNG objectives, greater prescription would be of value in Section 3: Objectives and allowing the merger of Section 5: Linkages, including the following:

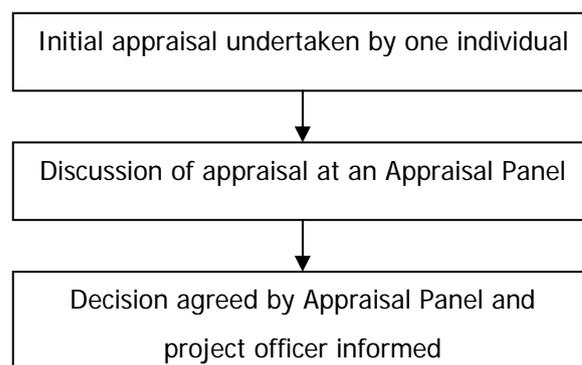
- 3.1 List the objectives of the project
- 3.2 Describe the contribution of the project to BNG objectives
- 3.3 Explain how the project will contribute to the objectives of other initiatives / strategies (including LSP Community Strategy and the RESPECT agenda)
- 3.4 How is the project linked to other BNG interventions / projects both within the Strategic Commission and elsewhere in the Pathfinder area?

It is recommended that the whole form be correctly titled 'Project Submission Form' and that the whole content is reviewed and revised. Whilst this might seem like a spoon-feeding exercise, this will prevent weak and underdeveloped projects being submitted as it will allow project officers to respond to direct 'questions'. It should also minimise the need for further hand holding in terms of guidance notes, 'training' sessions for completion or for further discussions once projects have been implemented.

### *Project Appraisal*

This is the process of consideration of funding for the project described in the Project Submission Form. A separate Project Appraisal Form should be used to record the comments and 'scoring' of the project against specified criteria.

In the first instance, based on previous BNG processes, the appraisal model could be as follows:



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An effective appraisal process will ensure that there is transparency and consistency in the selection of projects for funding, making sure that spend is justified against the achievement of key objectives for the area.

As described in the Operations Manual, the appraiser should analyse the Project Submission Form with a view to assessing the answers to a set of criteria, with notes made accordingly. There are some examples where a score is also attached to each section according to the weighting of importance of each. Examples of key areas that can be included in the Project Appraisal Form are as follows<sup>28</sup>.

### **Section 1: Fit with BNG Objectives**

- Does the project address one or more strategic priorities?
- Is there evidence that the project builds on a previous project or complements other initiatives?
- Have relevant baselines and targets been established upon which to measure the progress and impact of the project over time?
- Is there clear evidence that the outputs will impact on the intended outcomes?

### **Section 2: Project Structure**

- Is the project purpose well defined and is it deliverable?
- Is it the best possible approach?
- Does it reflect good practice?
- Are there other approaches / providers that could deliver the outcomes more effectively or efficiently?

### **Section 3: Value for Money**

- Have all the necessary resources for delivery been identified?
- How does the project score on value for money compared to benchmark data from elsewhere?
- Is there evidence of match funding / leverage?

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<sup>28</sup> Content is based on examples and guidance from BNG Operations Manual, [www.renewal.net](http://www.renewal.net), [www.greenbook.treasury.gov.uk](http://www.greenbook.treasury.gov.uk), and [www.fco.gov.uk](http://www.fco.gov.uk) as well as examples from individual NDC, SRB and NRF partnerships.

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#### **Section 4: Monitoring and Evaluation**

- Have appropriate indicators been developed for outputs?
- Have the requirements of risk assessment been addressed?
- Is there evidence that the project will bring added value?
- Is there any evidence of displacement or deadweight?

#### **Section 5: Sustainability and Succession**

- Has a realistic and achievable exit or succession strategy been identified?
- Will the project offer opportunities for mainstreaming?
- Has the project identified what lasting benefits it will deliver?

Following assessment, an initial decision can be taken to the Appraisal Panel for further discussion, as follows:

- Approval;
- Approval subject to stated conditions;
- Deferral for further work; or
- Rejection.

The initial decision can be made using a combination of qualitative assessment and quantitative scoring against individual sections, as deemed appropriate.

#### *Project Approval*

Subject to a satisfactory decision from the Appraisal Panel, the project is approved for funding and is subject to the agreed procedures for beginning implementation.

## Appendix 8- Suggested BNG Indicators by Transition Type

### A) Areas identified for Redevelopment

ODPM Core Indicators	BNG Local Indicators
<p><b>ODPM B40-</b> The total number of properties and homes demolished during the quarter period.</p>	<p>Number of home visits to residents- project level data.            Number of residents decanting / relocated during quarter- project level data.            Number of vacant / void properties secured / re-secured- project level data.            Tonnes of fly-tipping removed- project level data.</p>
<p><b>ODPM B50-</b> The total number of properties acquired, by tenure, for pathfinder purposes during the six month period.</p>	<p>Number of graffiti removed- project level data.            Number of enforcement / prosecutions assisted- project level data.            Total repair cost of BNG owned dwellings- BNG generated.            The percentage of urgent repairs completed within government time limits- BV 72.</p>
<p><b>ODPM B51-</b> The total number of properties owned by any partner for pathfinder purposes, awaiting demolition at the end of the six-month period.</p>	<p>Youth Disorder incidents- Northumbria Police.            Number of secondary fires- Tyne &amp; Wear Fire and Rescue Service / BV 142   <u>Resident survey generated data</u></p>
<p><b>ODPM B80-</b> A count (in hectares) of the land acquired during the year for pathfinder purposes.</p>	<p>Percentage of residents who say that vandalism, graffiti and rubbish is a problem in their area.             Percentage of residents who feel fairly safe outside after dark.</p>

## B) Areas identified for improvement and investment

ODPM Core Indicators	BNG Local Indicators
<b>ODPM B20-</b> The total number of homes refurbished or repaired to the Decent Homes Standard by tenure during the quarter period.	Number of recorded crimes per 1,000 dwellings- Northumbria Police / NNIS / GENIE Indices Number of unfit homes per 1,000 dwellings- Quality of Life indicator 14 'unfit homes'. Domestic burglaries per 1,000 households- BV 126.
<b>ODPM B30-</b> The total number of homes refurbished repaired or otherwise improved which are not included in B20, by tenure, during the quarter period.	Vehicle crimes per 1,000 population- BV 128. Criminal damage per 1,000 population- Northumbria Police Unfit private sector dwellings made fit/demolished- BV 62.
<b>ODPM B60-</b> The total number of households receiving an additional management intervention during the year.	Empty private sector dwellings made fit/demolished- BV64. Average re-let times for local authority dwellings let in the financial year- BV 68. Youth Disorder incidents- Northumbria Police.
<b>ODPM B70-</b> The total number of homes directly benefiting from each type of physical (but non-housing) works on land and built environment during the year.	The % of people satisfied with the cleanliness standard in their area- BV 89 Number of Vacant / Void properties- NNIS / GENIE Indices Number of Landlords Supported- project level data
<b>ODPM C10-</b> The number of percent of homes in the intervention area vacant for more than 6 months, by tenure, on 30 September and 31 <sup>st</sup> March	<u>Resident Survey generated data</u> Percentage of residents surveyed who are concerned with different types of noise in their area- Quality of Life indicator 17.
<b>ODPM C40-</b> Area popularity (awaiting ODPM proposed approach)	Percentage of residents who feel that the council takes notice of its residents' views- existing resident survey / BNG baseline survey. Percentage of residents surveyed satisfied with their neighbourhood as a place to live- Quality of Life indicator 18. Percentage of residents who say that vandalism, graffiti and rubbish is a problem in their area. Percentage of residents who feel fairly safe outside after dark.

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## Appendix 9- Summary of Key Lessons

### Project Strengths:

- Evidence of well established partnerships and focused engagement of relevant partners;
- Good techniques of consultation with the community, with young people and older people specifically consulted;
- Street Wardens offer good value for money for BNG in relation to Newcastle City Council's match funding;
- The collection of additional monitoring information to supplement BNG project specific outputs;
- Contribution to some BNG objectives and the broader strategic objectives of a number of other agents;
- Enthusiastic, committed and proactive project staff;
- The intelligence gathered through projects and subsequent use by other agencies;
- The feeling of security offered to those benefiting from the target hardening;
- The broad remit of some projects has allowed a proactive and flexible approach;
- Facilitating process of decanting and subsequent demolition;
- Establishment of service protocols and good practice guides;
- Leverage of additional support / service focus in target area;
- Quickly visible results;
- Provision of support for a broad range of services active across the Scheme area;
- Positive contribution to environmental, community safety and community engagement outcomes;
- Increased recognition by local service partners;
- Increased trust built within the local community;
- Visual impact on the area in terms of environmental improvements;
- Large reduction in the number of void properties, increase in house prices and reduction in crime;
- Offered opportunities for positive publicity for BNG;
- Strong landlord engagement and tenant vetting; and
- Both the Neighbourhood Manager and Neighbourhood Wardens have high profile within the local community and seen as a valuable access point to other mainstream agencies.

### Project Weaknesses:

- Public realm improvements are expensive to fund;
- Longer term environmental outreach makes limited contribution to BNG outcomes
- The existence of restrictive and ambiguous BNG outputs;
- Changes are required to improve the financial and performance monitoring framework, in order to provide further evidence of contribution to BNG operational objectives and to facilitate value for money assessments by quantifying overall additionality;
- Absence of adequate description in the PSF;
- Weaknesses of output indicators in describing project activity and contribution;
- Lack of leverage from mainstream by local agencies and clarification of future funding opportunities;
- Weak contribution of some projects to BNG activity;
- Weak monitoring / performance management and quantitative evidence base linking project level activities to BNG / ODPM objectives and outcomes;
- Little landlord vetting; and
- Undertaking environmental management work that is beyond the responsibility of BNG.

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**Appendix 10- Project Evaluation Reports**

- i. Cowgate Transition
- ii. Environmental Action Schemes
- iii. Envite Teams
- iv. LIFE Project
- v. Neighbourhood Manager Sunderland Road
- vi. Neighbourhood Planning
- vii. Neighbourhood Wardens
- viii. North Benwell Neighbourhood Management Initiative
- ix. Private Landlord Initiative
- x. Private Rented Project
- xi. Scotswood & Benwell Neighbourhood Management
- xii. Walker Transition