



Office of the  
Deputy Prime Minister

Creating sustainable communities

# *2002/03 Progress Report on Local Strategic Partnerships in Neighbourhood Renewal Fund areas*

A Report by York Consulting Limited: 2004



Neighbourhood  
Renewal Unit



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# Introduction

## Background

In 2001 the Government announced the launch of a national strategy to tackle a range of issues surrounding renewal, regeneration, social exclusion, and productivity. The strategy, A New Commitment to Renewal – National Strategy Action Plan (Social Exclusion Unit, 2001), sets out how the Government intends to tackle narrowing the gap between outcomes in the poorest neighbourhoods and the rest. The strategy draws on a wide range of existing initiatives and programmes, analysis and consultation, to formulate a vision for delivering neighbourhood renewal. The vision is:

“That, within 10 to 20 years, no-one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing, and so different from what the rest of the population receives.”

The national strategy draws together Government departments and initiatives to deliver a more strategic and coherent approach to neighbourhood renewal at the policy level. In order to implement this goal of joined-up thinking on the ground, the Government set out, within the strategy, the concept and role of Local Strategic Partnerships (LSPs). The government intends that LSPs should be the central vehicle for the delivery of neighbourhood renewal at a local level, joining up national policies and funding and tailoring them to local circumstances:

“...the public, private, voluntary and community sectors should come together in a single overarching local co-ordination framework which:

- *enables priorities to be set and services aligned;*
- *brings those who deliver or commission different services together with those for whom the services are provided; and*
- *ensures other local partnerships know how they fit into the wider picture, and allows local partners to move to simpler structures where it makes sense to do so.”*

Local service providers, including national agencies and Government departments, bring their own targets and requirements to the LSP table. It is the job of the LSP, as a strategic body, to assimilate and integrate these targets at the local level.

At the same time as initial guidance for LSPs was published, the Government announced the establishment of the Neighbourhood Renewal Fund (NRF). The Fund is worth £1.875 billion across 2001-2006. It is specifically targeted at the 88 most deprived local authority areas. Conditions of the NRF include:

- recipients must be part of and working with a Local Strategic Partnership and must have agreed with the LSP a Local Neighbourhood Renewal Strategy; and
- that the authority should make a commitment to contribute to the delivery of those national targets that have been set in departmental Public Service Agreements (the floor targets).

Although LSPs generically are tasked to pursue neighbourhood renewal and tackle deprivation in their area, LSPs in areas that are recipients of the NRF grant are obliged to specifically address the Government's floor targets in their spending plans.

### **Report methods and structure**

This report examines the activities undertaken and the progress made by the 87 LSPs in areas in receipt of Neighbourhood Renewal Fund allocations between their inception in 2001 and the end of the last financial year, in March 2003. The report synthesises a range of evidence about how LSPs have been delivering local priorities and making progress to help deliver the National Strategy for Neighbourhood Renewal. The report also considers difficulties that the 87 LSPs have faced in meeting these challenges, and highlights some examples of good practice and innovative thinking that other LSPs might seek to follow.

The report has been drawn from a variety of sources:

- an extensive document review, including Local Neighbourhood Renewal Strategies (LNRs), Accreditation Action Plans, LSP Statements of Use and the outputs from a variety of other research projects, particularly the National Evaluation of LSPs currently being undertaken for the Office of the Deputy Prime Minister; and
- consultations with representatives from the Neighbourhood Renewal Unit (NRU) and Government Offices, and researchers currently involved in work with LSPs.

This methodology was chosen so as to minimise the impact of the research on LSPs themselves. The documentation reviewed is from the time period the report covers and, consequently, reflects situations from that time rather than the current position. Individual LSPs are referred to as examples in this report, but the inclusion or exclusion of a particular LSP as an example should not be construed as a comment on the overall progress of individual LSPs.

In order to maintain coherence, we have used a selection of LSPs to illustrate particular points or issues. However, it is important to note that these LSPs should not be seen as necessarily reflecting best practice in any one or all areas of activity, and there are other LSPs from whom we could potentially have used examples.

The report is broadly structured around some of the headings and concepts found in the LSP Accreditation system. (The structure of future reports may alter, as the types of evidence about LSP performance improve, including evidence generated by the new LSP Performance Management Framework).

- **Chapter 1** examines the extent to which LSPs developed as strategic and inclusive partnerships;
- **Chapter 2** comments on the action-focused nature of LSPs; and
- **Chapter 3** considers progress in relation to performance management, efficiency and learning and development.

These core chapters are preceded by summary conclusions from the report.

Annex One provides background on LSPs, including a map showing the location of those LSPs in receipt of NRF.

## **York Consulting**

This report has been prepared by York Consulting Limited, a firm of economic and management consultants specialising in the field of economic development.

York Consulting works for a range of organisations across the UK, including national government departments, government agencies, local government and private companies.

York Consulting specialises in a number of areas including:

- Economic & Policy Analysis
- Economic Impact Assessment
- Labour Market Research
- Project and Programme Evaluation
- Strategy and Bid Development
- Partnership Broking

# Summary Conclusions

1. Overall LSPs made **good progress** in the period since their establishment through to the end of March 2003. They undertook a wide range of activities primarily aimed at improving their operation
2. LSPs made **particular progress** over the period in relation to:
  - developing as **strategic** agencies – LSPs established visions reflecting the critical elements of the National Strategy for Neighbourhood Renewal and produced Local Neighbourhood Renewal Strategies. Areas for further development include improving the evidence base for LNRSs and establishing clearer links with actions to take forward the strategies;
  - ensuring **inclusiveness** in their operation and activities – LSPs have been successful in attracting a broad range of representation through both board representation and links to other partnerships or networks. They have identified the need to develop more effective representation from Black and Minority Ethnic Groups and business organisations as areas for development;
  - being **action focused** – LSPs have been successful in developing and delivering a wide variety of joint projects and these have in some cases begun to make a genuine difference to individuals' lives. Progress has also been made in preparing for mainstreaming, although the achievement of significant and direct results in this area was not evident from the materials reviewed; and
  - embracing the importance of **learning and development** – LSPs have developed learning and development action plans and have clearly recognised the importance of skills development for partnership working. A wide variety of activities have been undertaken to meet the needs identified through this process.
3. Some generic areas for further development were:
  - bringing greater **efficiency** to neighbourhood renewal and partnership working – this was not a priority for many LSPs during the period of this review. They often chose to work with existing partnerships and groups to allow progress in the short-term rather than seek rationalisation. One area where progress has been made is in the establishment of working protocols and constitutions. These have helped to establish roles and responsibilities within the Partnership; and
  - developing and implementing effective **performance management** systems – this is an area that LSPs found difficult. Considerable effort has been invested in developing frameworks, performance measures, baselines and targets, and the work involved should not be under-estimated. However, work to integrate performance management systems between partners has been reported as an unrealistic short-term goal for many, with some LSPs aiming either to align or harmonise the relevant performance management systems of partners.

# Chapter One: Strategic and Inclusive Partnerships

In this first section, we examine LSP progress and activity in relation to the first two elements of the NRU Accreditation Guidance:

- Strategic – LSPs should take a strategic overview across areas, setting the agenda for renewal, identifying needs and seeking to address problems and issues from this position;
- Inclusive – the primary tool for LSPs in achieving their strategic vision is their partners. It is only through the involvement of all relevant sectors and service providers that genuinely ‘joined up’ and innovative solutions can be implemented. It is through this partnership approach that LSPs can add value over and above the activities of the individual agencies involved.

Both the Accreditation Guidance and the draft NRU Performance Management Framework (PMF) identify a number of characteristics that LSPs should focus upon in demonstrating that they are strategic and inclusive:

- Vision – is the vision of the LSP clear, convincing and shared by all the partners?
- Strategies – has evidence been used in LSP plans, for example to set priorities and targets?
- Leadership – have the partners-own plans and targets been changed to acknowledge shared commitments and objectives agreed in the LSP?
- Structured and Accountable – is there a high level, broad and active board listening to a wide range of stakeholders and promoting its aims?
- Are LSP processes sound, efficient and transparent?
- Does monitoring and evaluation of LSP activity reflect the views of all members of the community.

Below we have commented on progress and activity by LSPs in relation to some of these characteristics based on the documentary review and consultations undertaken. It should be noted that it has not been possible to comment on all the stated characteristics through this process.

## 1.1 Vision, Aims and Objectives

LSPs have demonstrated significant progress in establishing a vision. The majority had a clear vision agreed and articulated within the first year of the partnership's life.

Whilst the specific visions of individual LSPs focus on different elements of the National Strategy for Neighbourhood Renewal, some common themes were evident:

- 'narrowing the gap' between deprived neighbourhoods and the rest of their areas;
- the importance of ensuring equality and providing opportunities for all;
- sustainability, outlining the importance placed on making an enduring difference to their communities.

Less common elements across the 87 Partnerships were more developing prosperous local communities and improving quality of life.

Aims and objectives often articulated a commitment to mainstreaming and to work against the main floor target areas identified in the National Strategy for Neighbourhood Renewal. Community engagement also featured prominently at this relatively high level of strategy.

## 1.2 Strategies

A central activity for all LSPs has been strategy development and planning. The Partnership's role in relation to these activities has varied considerably from a driving agency to a primarily passive role, based on the apparent stage of development of the Partnership and the ownership of the strategy in question. The two main documents that LSPs have been involved in developing are the Local Neighbourhood Renewal Strategy and the Community Strategy

### Local Neighbourhood Renewal Strategies (LNRs)

All LSPs in receipt of NRF funding have completed an LNR. These outline how the LSP will set about the task of regenerating its most deprived areas, and, in particular, how the Partnership will drive forward improvements in employment, education, health, crime and housing/physical environment.

These strategies were developed mainly during the first year of LSP operation, and, in the majority of cases (around 90% according to the ODPM LSP Survey in 2002), this process included substantive involvement from individual partners.

Both LSPs themselves and stakeholders have recognised that these documents vary widely in their nature. They range from relatively brief, strategic or aspirational vision-type documents designed for 'public' consumption, to highly detailed and extremely comprehensive documents that were clearly designed for use internally within the Partnership. Only a limited number were therefore fulfilling the need to demonstrate a clear evidence base and identify from such evidence to their priorities and planned activities.

The review of LNRSs undertaken by the National Evaluators of LSPs identified that:

*“On the whole, the LNRSs use some level of evidence to identify needs, identify priorities, and inform the allocation of resources and there are evident links between the baseline data and the strategy. Many are quite strong on statistical analysis, although there was a widespread absence of trend data.”*

The National Evaluators identified a number of areas for improvement in this assessment:

- clearer presentation of evidence, and transparent linkage of this evidence to other sections of the strategy;
- tighter definitions and phrasing of targets, and evidence that these can be regularly monitored and reviewed;
- realistic aims and objectives, with a clear demonstration of how resources (including those of the partners) can be deployed to achieve these; and
- resisting the danger of introductory chapters that are very encouraging (eg with words like transformation and step-change), but which are followed by lists of activities that partners would be doing anyway. A more strategic form of document is sought in some areas.

These comments should be viewed within the wider context of the development of LSPs. In many areas the development of joint working and strategies was a new departure in a traditionally competitive environment. It is, therefore, important to recognise that the agreement of a strategy is a major initial achievement for many. It is likely that strategies will develop into more effective documents as they are reviewed and built upon in the future.

## **Community Strategies**

There is evidence to suggest significant involvement of LSPs in the development of Community Strategies. However, although they are charged with preparing and implementing these strategies, their role has sometimes been perceived as peripheral within a local authority led process. The links between Community Strategies and Local Neighbourhood Renewal Strategies were sometimes not as obvious or complementary as they could be.

## **Other Planning Activities**

While the development of their LNRSs may have been the primary focus, a substantial number of LSPs had also turned their attention to the detailed action planning required during the period considered by this review of progress. The quality of such action plans varies considerably across the 87 LSPs. Some have been well specified and demonstrate SMART elements, however many were still at an early stage of development. This has in turn influenced the overall activity delivered by LSPs, particularly in relation to project delivery.

LSPs have also been involved with the community engagement agenda and as such have fulfilled a consultation and influencing role in relation to the development of Community Empowerment Strategies have been high on the agenda for many. These are currently being developed by Community Empowerment Networks, which are, in many areas, becoming important Partners for LSPs, as they work towards engaging more effectively with their local communities.

### **1.3 Structures and Accountability**

LSPs are enormously diverse entities. They use a wide variety of different structures, they include a wide range of different partners, partners are involved in different ways and they interact with other groups and organisations in various ways. This situation is a product of the assorted development processes that they have been through and the individual needs of the communities that they serve.

#### **Structure**

The evolution of a partnership structure has been a core process for many LSPs in the early stages of their development. They have tried to balance the need to remain strategic against the ability to focus on particular neighbourhoods or to examine particular issues. This has produced at one extreme LSPs with extensive sub-group structures, either focusing on particular issues or themes or particular geographic areas. At the other extreme, some LSPs have sought to build on existing groups, again either thematic or geographical, forming links, both formal and informal, to enable delivery. There is no right or wrong answer for how an LSP should look, it is a matter of reflecting the environment that they work in.

#### **Links with Other Partnerships**

The ODPM Survey of LSPs, undertaken in 2002, highlighted the number of links that had been forged between LSPs and other partnerships. The most common link was to Crime and Disorder/Community Safety Partnerships, with which 80% had links. There were also strong links to Local Learning Partnerships (65% of LSPs had links here) and Health Improvement Partnerships (50%). For many LSPs this was seen as a quick and effective method of securing engagement and 'buy in' to the LSP agenda from a wide variety of partners.

### **Scale of Partner Involvement**

The ODPM survey also sought to establish an idea of the scale of partner involvement in LSPs. LSPs have different types of members according to the 'intensity' of membership. Core partners, such as the main local service providers, might join a management board and perhaps 'sign up' formally to LSP operating principles, while other partners, such as residents' groups, are involved in a more specific manner around issues of particular interest. This differentiation is not always clear-cut or transparent, but the 2002 ODPM Survey of LSPs found that, on average, LSPs had a core membership of 20 representatives/organisations, and an average of 80 non-core members.

#### **Level of Partner Representation**

The seniority of representation from partners is a major influence on the capacity of a Partnership to make decisions and operate efficiently. Analysis of LSP Accreditation Action Plans showed that, in the main, LSPs were attracting chief executive or senior director level representation at a board level. However, a number of LSPs (through self-assessments and action plans) identified a need to work at maintaining such senior involvement, for example by discouraging 'substitution' by more junior officials.

Representation within sub or working groups is also important for LSPs. A number identified, through their accreditation action plans, the need to engage with partner organisations as a whole and consequently the importance of involving operational staff in partnership activities through these more action-focused groups.

## Breadth of Representation

The breadth of the regeneration agenda is such that obtaining appropriate representation from all interested sectors within their communities will be important. In Table 1.1 we set out the level of representation on LSP Boards by various groups.

Table 1.1 shows a broad range of partners involved in LSPs. The most commonly represented group is the voluntary sector, with representation on 94% of LSPs, reflecting the nature of activities of these organisations and their often close existing links with the regeneration agenda. There was also a substantial number of LSPs who had successfully gained representation from the business community (92%). Other partners that were well represented include the health organisations (86%) and the Police (87%). At the time the data was collected, Black and Minority Ethnic (BME) groups (24%) appeared to be under-represented on LSPs. However, LSPs have been working hard to address this issue and there is anecdotal evidence to suggest that they have made progress in this area.

Another area identified by LSPs for improvement was representation from the business community. Although the number of LSPs reporting involvement was relatively high, a number expressed concerns through their accreditation action plans about the effectiveness of this representation. An increasing number feel that direct representation on the Partnership is not perhaps the most appropriate way of accessing this sector and that links to existing groups would be more effective.

**Table 1.1: Sector Representation on LSPs**

	No.	%
BME	19	24%
Faith	26	33%
Health	67	86%
Police	68	87%
Fire Service	11	14%
Employment Service	41	53%
Benefits Agency	6	8%
Business	72	92%
MP	6	8%
Education	23	29%
Voluntary	73	94%
Learning and Skills Council (LSC)	38	49%

NB. Information available for 78 LSPs Source: NRU LSP Database

## 1.4 Conclusion

The visions expressed by partnerships, as outlined in the various strategies they have produced, differ considerably in terms of their specific emphasis. However, all appear to share a common strand in that they reflect and promote critical elements of the National Strategy for Neighbourhood Renewal.

The strategies (LNRSs) that convey these visions appear to be variable in content and quality. Some have rigorous evidence and a strong analysis, enabling the creation of realistic and thorough strategies for Neighbourhood Renewal. However, other strategies lacked robust evidence and analysis, or seemed to lack clear links to priorities and actions. Continued development of these strategies also needs to focus on the more precise specification of performance measures and targets. Without this, LSPs may find it difficult, later on, to monitor and review processes, and demonstrate added value. These development needs have been reported by both LSPs themselves and evaluators, and work is underway to tackle them.

LSPs have succeeded in drawing in a large and diverse range of partners, with high-level representation on Boards. One area for attention identified by LSPs was effective engagement of BME groups and business organisations, although there appears to be some uncertainty about how this can be achieved. There appeared to be considerable emphasis on the Community Empowerment Networks helping LSPs engage with a wide spectrum of local interests.

# Chapter Two: Activities and Achievements

In this section we examine progress in relation to the third element of the NRU Accreditation Guidance – action focus. This is a criterion within the new Performance Management Framework, and sets out a number of characteristics that LSPs should consider when assessing their ‘action focus’:

- affecting mainstream services – neighbourhood renewal objectives are incorporated in mainstream services. This is demonstrated by changes in the use of mainstream funds, re-shaping of service delivery and joining-up with other services to deliver agreed targets;
- joint working and partners changing in response to the LSP – local service providers are committed to changing local service delivery as a result of their participation in the LSP;
- clear decision-making – processes are clear and understood by all those involved. Meetings resolve issues and make good decisions that are in line with strategy. Risks are well assessed; and
- capacity building in neighbourhoods – the LSP has taken steps to strengthen the capacity of the community to participate in the delivery of neighbourhood renewal.

Below we have considered a number of these characteristics based on the evidence reviewed.

## 2.1 Mainstreaming Services

Mainstreaming is at the very heart of the ethos of LSPs. It is one of the main ways in which partners working together as an LSP can ‘add value’. The definition of mainstreaming outlined by Ministers is as follows:

“influencing ‘mainstream services’ to make them work better in deprived neighbourhoods, by shaping and resourcing them for the task, and making them focus explicitly on the places and people most in need of their support”.

Using this definition, it is possible to consider a range of activities as contributing towards ‘mainstreaming’, including:

- bending (or re-allocating) mainstream resources – changing spending patterns to target the most deprived areas;
- focusing policy on deprived areas, for example through floor targets;
- reshaping services to reflect local needs, e.g. by removing any organisational designs which prevent deprived areas receiving an increased level of support, or through more effective targeting of services, or improving access;
- joining-up of services, programmes and targets, for example, through inter-departmental action and multi-agency delivery; and
- learning from good practice, including from pilot or pathfinder projects, and making stronger links between Area Based Initiatives and main programmes.

The National Evaluation of LSPs, although still underway, did identify some early and tentative findings on progress in this area. The message from that project has been that while mainstreaming as a concept is gaining momentum, it is too early to say what kind of tangible results may occur. Moreover, there were some perceived problems, not least pressure on resources. Some LSPs reported a tension between wishing to redirect resources into the most deprived neighbourhoods whilst reassuring more prosperous areas that their own service standards would not be adversely affected.

There is evidence that LSPs are actively preparing for more mainstreaming work. For example, many LSPs have been mapping service provision and funding flows, to baseline the current situation and enable targets for change to be established. This is important if mainstream services and budget are to be 'bent' to meet the needs of people in the most deprived neighbourhoods.

**Wirral** LSP has developed a strategy grid identifying the links between NR and other key strategies and area-based initiatives. This has been linked to a mapping process of mainstream funding in each priority area, which has established around £160 million of mainstream funding being invested in the Neighbourhood Renewal area.

**Lewisham** LSP has mapped expenditure on mainstream services in their 4 priority neighbourhoods and is looking to all NRF projects for their capacity to facilitate mainstreaming. Similarly, **Leeds** LSP has taken a view that all NRF resourced projects should facilitate mainstreaming.

**Derwentside** LSP forward-planned mainstreaming when it devised its system for NRF allocation. All projects or initiatives funded through NRF needed to be able to demonstrate how they could support mainstreaming, or themselves be mainstreamed, once NRF payments had finished.

**North Tyneside** LSP proposed 2 inter-agency pilot schemes to trial new ways of working and delivering mainstream services. This highlights the developmental nature of much mainstreaming activity, with agencies trying to find new approaches that will work.

The majority of the NRF allocation for Bradford has been subsumed within the mainstream budgets of the local authority to boost funding in important areas. The use of this funding is influenced by **Bradford LSP's** LNRS. As the evidence base from the community activities continues to grow the LSP is increasingly effecting the allocation of this funding and targeting it towards areas of greatest need.

## 2.3 Joint Working

The development of joint working is central to LSP activity. The most visible evidence of this activity at present is the work LSPs have undertaken in delivering (or funding) a wide variety of projects and initiatives addressing the main floor target areas and we set out some common activities and examples in relation to these below.

During the financial year 2001/02, nearly half (49%) of LSPs engaged in developing joint projects around delivery, whilst 61% said that this was something to address further during the financial year 2002/03.

There is some evidence that such projects or initiatives are being designed to support mainstreaming objectives, or themselves be mainstreamed. However, it would be misleading to imply that this was universally the case, and the messages from a range of sources, including different research teams, is that LSPs themselves believe there is further to go in this regard. It should also be remembered that the delivery of projects is not the only way of joint working. The 'softer' activities associated with genuine partnership working cannot effectively be captured by a largely documentary review such as that used for this study.

A number of LSPs have been developing more responsive and innovative services to support neighbourhood renewal. Some of these new forms of service provision incorporate joint-working and cross-cutting initiatives, in order to tackle complex problems. The ODPM LSP survey of 2002 noted that 85% of LSP respondents believed that a main benefit of LSPs was the development of joint-working and alignment of objectives. Furthermore, 51% felt a benefit had already emerged in relation to improving their understanding of other partners and identifying common issues. The survey concluded that joint working had improved considerably:

“Many LSPs have progressed further, to the alignment of objectives and joint-working. Partnerships are developing a shared vision, shared objectives and agreed priorities. Benefits are beginning to be seen in terms of more ‘joined up’ working to jointly tackle complex problems, greater co-ordination, the development of a more strategic approach, and in some cases specific joint action and targeting of efforts on disadvantaged areas... Partnership working has also brought material benefits, both in terms of bidding for and securing external funding especially NRF and – less frequently mentioned – joint funding between partners.”

### **Joint Activity by Floor Target Area**

Figure 2.1 below sets out the proportion of NRF spent on each Floor Target area as a proportion of total NRF expenditure in 2002/03. Total expenditure since 2001/02 has increased substantially. In 2002/03 LSPs spent around £500 million compared to around £140 million in 2001/02. This suggests a general ‘ratcheting up’ of activity by LSPs in the last year.

### **Crime**

In 2002/03 LSPs spent around £50 million of NRF on crime-related activities or approximately 10% of NRF expenditure. In terms of Floor Target areas this was the largest area of activity by spend. Some of the typical activities undertaken in tackling crime in NRF areas included:

- additional policing, particularly the introduction of more high visibility foot patrols, community beat officers, community support officers and street wardens;
- hardening activities, such as providing additional security measures for high risk targets or incorporating crime prevention considerations into new facilities;
- combating street crime and anti social behaviour through provision of CCTV, improved street lighting and similar;
- projects seeking to work with offenders on release to prevent re-offending; and
- raising awareness of victim support services;
- the provision of activities and services for young people to encourage diversion from criminal activities.

**Figure 2.1:**

In addition to standard projects, such as burglary reduction and victim support, **Camden** is developing a neighbourhood community sports programme that will serve as a diversionary activity for young people. This is also linked with health priorities.

**Enfield LSP** is providing a grant to small retailers for security improvements.

**Mansfield LSP** has established skate parks as a means of youth diversion.

**Liverpool LSP** has focused on alley-gating and the enhancement of the Anti-Social Behaviour unit. Achievements include:

- 25 jobs created;
- 200 pupils benefiting through improved attainment;
- 119 people obtaining qualifications through training;
- 22 people obtained permanent jobs following training;
- 396 young people benefiting through personal and social development;
- 45,200 local people benefiting through improved services; and
- 22,800 dwellings received up-graded security.

**Birmingham LSP** has developed 'softer' initiatives to run alongside specific crime reduction projects, including domestic violence mentoring and victim support and initiatives to engage young people involved in or at risk of involvement in crime.

**Bolton LSP** has funded a range of innovative programmes specifically targeting young offenders and potential young offenders through the Youth Offending Team – including a High Risk Intervention programme, bail supervision, sport and youth outreach work and teen zone provision. This is interlinked with education projects including after school and not in school activities, young people's lifestyle support and visits to the Bolton Arena for young children.

**Westminster LSP** has approved a number of Improved Lighting Schemes. One such scheme, the Church Street Improved Lighting Project, has seen 43 lights installed, replaced or improved on an estate.

**Dudley LSP** has established a Cyberbus – aimed at tackling youth engagement and anti-social behaviour. This has been complemented by the funding of two youth workers in the most deprived wards to support youth projects with a variety of aims including as a priority the development of activities combating anti-social behaviour.

**Tower Hamlets LSP** has developed a street crime action plan. This intervention targets crime hotspots; works with offenders, the public and schools; and aims for better sharing of criminal data and information. Achievements to date include:

- Improvements to lighting, highways and street cleaning, along with the installation of CCTV;
- Street Crime worker appointed to provide victim support and witness liaison;
- Witness care manager appointed, 85 witnesses supported;
- 179 persons arrested and charged with street crime offences;
- 45 crack houses closed and 130 charged with class A drug supply;
- Youth focus desk established to improve analysis of links between street crime and disorder;
- 24 persistent offenders on intensive supervision and surveillance programme;
- Mentoring support programme for offenders introduced, 24 admitted; and
- Victim liaison officer appointed, 200 victims benefited from support.

Statistical outcomes in Tower Hamlets include:

- 13.7% drop in street crime 2002/2003.

## Health

Around £34 million (7% of NRF expenditure) was spent to address health-related issues. Again there are a number of typical types of project that LSPs have undertaken, including:

- projects seeking to raise awareness of health issues amongst target groups, such as older people, those with mental health needs or the disabled;
- development of awareness of particular health issues throughout the community, such as drug misuse, smoking or teenage pregnancy;
- linking of community sport activities to health issues and the establishment of healthy living programmes; and
- funding additional community health services, such as community nurses.

The LSP in **Coventry** is focusing on supporting children looked after by the local authority and children on the child protection register – and includes preventative work on teenage pregnancies, which is an important Government target, reducing drug misuse among young people in care and supporting families in crisis. A sports project also targets children in the care system and seeks to engage them in legitimate sports activities to improve their physical and mental health.

**Tower Hamlets LSP** has instigated a number of programmes aimed at tackling drugs. Two such programmes are the St Peter's co-ordination project, and Drugs and Young People in Poplar.

The St Peters Co-ordination project is a community based anti-drugs initiative led by members of the resident community, including estate-based patrols and outreach work. Achievements to date include:

- Individual contact has been made with 605 clients;
- 1020 onward referrals have been made (double the target); and
- 8 training sessions delivered to professionals and 160 targeted outreach sessions carried out.

The Drugs and young people in Poplar programme offers outreach and advocacy for young drug users to support prevention and achieve an increased take-up of treatment programmes. Achievements include:

- 2 bases have been established;
- Links established with schools in the area and Pupil Referral Unit;
- Staff recruited and provided with induction and training;
- Outreach and advocacy services established; and
- 430 young people advised on drug issues, 280 given legal criminal advice and 15 receiving in-depth counselling. 874 clients have been seen in total.

**Middlesbrough LSP** has supported drug prevention activities through outreach support, this approach has been continued by the Family Support Strategy – a holistic approach to supporting families in need and looked after children.

**Newcastle LSP** has developed a benefits maximisation project in partnership with GP surgeries to maximise the take up of benefits.

**Wakefield LSP** has developed food co-operatives to promote healthy eating and access to better produce.

**Liverpool LSP** has launched a variety of health oriented projects using NRF. Such projects include Health Youth Clubs, Community Sports Development programmes, and the Liverpool Fruit in Schools Scheme. Achievements to date include:

- 62,200 participants in community/school sports sessions;
- 197 people exercising regularly for at least 8 weeks;
- 127 people giving up smoking through community pharmacy support;
- 49 new health facilities;
- 39 new sports facilities;
- 9,657 using improved health facilities; and
- 379 using improved sports facilities.

**Wirral LSP** has promoted the cross-cutting POPIN project - Promoting Older Persons Independence Network - a pilot service bringing together sheltered housing warden service and low level elements of the home care service in the priority wards. The LSP has also appointed a Private Landlords Officer who will act as a liaison to develop relations with the private landlord sector to encourage responsible letting and to develop a landlord accreditation scheme.

**Liverpool LSP** launched six projects in year 1. Two of these projects focused on developing new delivery mechanisms for regeneration. Outputs include:  
The creation of 11 jobs;

- 4,050 people benefiting through improved services;
- 2,887 dwellings having their security upgraded.

**Sedgefield LSP** has invested in housing renewals in their priority areas, and also the production of a master plan to guide delivery. Implementation of this has got underway with improvements to social housing, private sector housing renewal and an affordable warmth project.

**Rochdale's** Home Improvement Agency is piloting a cross-cutting Handyperson Scheme with the support of NRF resources. It aims to improve housing conditions for older homeowners by carrying out minor repairs as well as helping with additional security through crime prevention measures, energy efficiency and home safety.

## Housing & Physical Environment

Housing and physical environment are combined here as a budgetary item. Together they accounted for around 8% of NRF expenditure or around £40 million.

Many of the housing-related projects undertaken by LSPs either involved the simple improvement of the housing stock through update or modernisation; or cross linked to crime, health and environment projects, focused on improving the overall state of neighbourhoods. However, one area of particular activity for some LSPs has been the link to private landlords and improvement in overall housing. Considerable work has been undertaken to ensure that tenants get a fair and quality service through private landlords and to ensure that the stock of private rented accommodation is at a decent standard.

The environment projects were again strongly linked to more general regeneration. However, there has been a clear focus on improvement of the visual environment through involving the community in schemes such as:

- recycling and litter/rubbish reduction;
- improving and extending green and open spaces;
- development of sports and recreational areas;
- combating vandalism and graffiti; and
- establishment of lines of responsibility through the appointment of community wardens or neighbourhood managers.

**Westminster LSP** has launched a Flyposting and Graffiti initiative. Over 900 graffiti sites and 247 flyposting sites have been cleared of flyposters.

**Leeds LSP** has used NR funding to support enhanced street cleansing and initiatives aimed at reducing dog fouling and the incidence of graffiti and flyposting; funding also used to establish an Environment Call Centre to deliver a co-ordinated approach to dealing with environmental issues within local communities.

**Preston LSP** has supported a project linking eight community centres with Employment Service Direct, providing 'day one access' to core services at employment centres.

**Wear Valley LSP** has supported the development of a local enterprise centre and associated incubator workshops, which has been enhanced by the development of local business initiatives to increase employment and local business development.

**Liverpool LSP** funded 6 projects in its first year of receiving NRF. Significant resources were directed to help disabled people and lone parents into employment. A number of outputs resulted:

- 17 new child care places were provided;
- 2 Jobs were created;
- 68 people received qualifications following training;
- 5,867 young people benefited through personal and social development;
- 1,800 local people benefited through improved services;
- 24 new facilities were developed;
- 4 voluntary organisations were supported; and
- 60 individuals were employed in voluntary work.

**Wolverhampton LSP** has supported the development of Community Job Shops – whose aim is to create jobshops/centres in a community setting which are a vehicle for job opportunities.

**Westminster LSP** supported an Outreach Employment and Childcare Information Worker. This has had a considerable impact in terms of assisting vulnerable families and alleviating child poverty among those benefiting. It has also facilitated the personal development of lone parents and promoted employment, training and education opportunities. Headline outputs include:

- 2 lone parents finding a combination of childcare and a suitable course at a local further education college;
- 2 lone parents finding a suitable course at a local FE college and considering their future childcare options; and
- 3 lone parents enabled to work shift hours or alternative hours within their current form of employment due to finding appropriate childcare support.

## Employment

£38 million of NRF was spent on projects addressing worklessness and employment issues. This was approximately 8% of LSPs total NRF spend.

The development of employment opportunities and the reduction of unemployment are at the very heart of neighbourhood renewal and are essential for the long-term sustainability of regeneration. In this first phase LSP projects in this area seem to have focused on:

- encouraging entrepreneurship and supporting small businesses within their communities. This mainly takes the form of improving the quality and accessibility of small business advice, with a particular focus on business start-up activities;
- linking employment opportunities to disadvantaged and hard to reach groups, such as Black and Minority Ethnic groups, people with disabilities, lone parents and the long-term unemployed. This often involves the development of outreach resources to work in the community addressing barriers to entry;
- development of the skills base in the locality to match the needs of the local economy; and
- there has also been a focus on the provision of support to those returning to work, such as the provision of childcare or examination of transport issues in the community.

**Brighton & Hove LSP** has supported a broad ranging programme of projects including the production of a local skills audit, which has been linked on to various training programmes and a social enterprise development. This has been reinforced by a “Global Grants” scheme that assists individuals not in paid employment to develop their employability skills.

**Bradford LSP** has established the Gap Lead Organisation. This project is supporting 78 young people who suffer from multiple barriers to entering the job market. The project involves a six-week rolling programme to engage excluded young people in personal work and development opportunities to encourage progression into mainstream provision with support from dedicated workers.

The ‘Access to Employment’ project in **Birmingham** aims to plan an:

- increase in availability of jobs to people in high unemployment areas;
- increase skills & capacity of individuals to obtain jobs;
- improve planning & co-ordination between local training & employment organisations; and
- provide integrated support to individuals seeking work.

**Camden LSP** had developed a number of programmes – these include South Camden Information, Advice and Guidance. This is an intervention aimed at providing information on careers, employment and training through a targeted outreach advice service. A full-time Information and Advice Officer started in April 2002. So far, 80 residents have benefited from the centre’s information, advice and guidance:

- 10 assisted in completing application forms;
- 35 CVs updated;
- 20 assisted in selecting training courses;
- 20 supported in job searching;
- 6 placed in employment;
- 2 referrals to jobcentreplus;
- 20 referrals to training providers;
- 10 referrals to colleges;
- 2 referrals to the library; and
- 6 referrals to other learning centres.

**Camden LSP** has also used NRF to fund Parent Pack 3. This intervention is an established support and training network for lone parents, and supports lone parents into employment. Achievements of this programme include

- 36 lone parents benefiting from the programme;
- 5 Lone parents have gained employment;
- Raised awareness of funding assistance for studying and setting up businesses; and
- Introduced childcare support.

**Tower Hamlets LSP** has developed a number of projects to help develop the local economy. One such project is the Spitalfields and Banglatown Retail Centre development. This aims to promote the viability and vitality of the Spitalfields and Banglatown business district to be more attractive for businesses, residents, visitors and potential investors. There have been a number of outcomes as a result of this project

- Business development manager appointed;
- 5 Businesses assisted;
- Steering group assembled every 6 weeks;
- 27 people trained;
- 1st drafts of business plan and action produced;
- Marketing programme implemented;
- 123 businesses consulted; and
- 27 businesses supported.

Groups have been established in the areas of highest deprivation and severe unemployment, with large BME populations.

## Education & Skills

Education and skills was the second largest area of NRF expenditure in 2002/03, accounting for around 9% or £44 million of total NRF spend.

Again LSPs have been active in relation to the delivery of education and skills-related projects and common types of project include:

- **work with young people who are disengaged** or in danger of becoming disengaged from mainstream education. This has included the development of learning mentors and the deployment of outreach workers;
- funding the employment and training of school support staff, particularly Classroom Assistants, to **improve the ratio of support within schools**. This activity has sometimes involved bringing in support staff from the deprived neighbourhoods to ensure an inclusive environment in schools;
- setting up **community learning centres** and other similar resources to widen participation;
- development and **improvement of advice and guidance services** available within deprived areas, including the development of support for transition between phases of learning;
- **investment in schools and other educational institutions facilities**; and
- expansion of **out of hours activities at schools** to widen the range of activities available to young people outside of school and consequently improve youth diversion.

**Tower Hamlets LSP** has commenced the Accelerating Achievement at Key Stage 3 programme. The programme aims to investigate and address the causes of under-achievement and barriers to progress in targeted schools. Achievements to date include:

- Project Manager and 8 full-time home-school liaison workers operating in 4 target secondary schools;
- Provision of ICT family evening classes, parenting classes, and academic mentoring programme;
- Miskin literacy programme operating, 250 students participating;
- 2 classrooms refurbished as reading bases;
- 66 Year 9 pupils have their own SAT revision materials;
- New science lab at Bethnal green Technology College;
- Strategic meetings to develop a strategy to raise achievements at Key Stage 3;
- 350 pupils attended 2 weeks SAT preparation residential;
- Motivation schemes in 4 schools, 300 pupils participating; and
- Database of attainments and potential for 90 pupils complete.

**Liverpool LSP** launched 7 projects in year 1. The allocation was used to help the LEA meet its targets and contribute to the local PSA education target. Projects ranged from a disaffected youth initiative. Achievements include:

- 17 Jobs created;
- 15,763 pupils benefiting through improved attainment;
- 80 people obtained qualifications after training; and
- 900 young people benefited from personal and social development.

**Bradford LSP** supported 32 education-based programmes with NRF, all of them community based, the majority providing Homework Clubs, Study Support or IT-based learning. An example is the Bradford Support Study Network, which recruits Bradford University Students to act as role models/mentors for the young people that they tutor. There were 1,000 tutees engaged by this project.

**Westminster LSP** has developed an initiative called First.Step.Com. This project trains local residents up in Information and Communications Technology. So far 300 residents have accessed this training and benefited from the IT and office skills programme. 68% of these learners are from BME communities, 40% of learners have progressed to further study, and 30% of users are under-16.

## Other Activities

By far the largest proportion of NRF expenditure, around 58%, has been used for 'other' activities. This covers a wide variety of activities such as:

- **development of the LNRS and/or Community Strategy**, including research, data mapping etc;
- development and deployment of cross-cutting **neighbourhood management systems/teams**;
- generic **capacity building and community development**; and
- other activities which are **cross-cutting with the nominated floor targets**. In the main we have listed activity of this type in relation to its primary area above.

A considerable proportion of LSPs have used the "Other Activities" heading to report the costs of generating their LNRS. These costs often included the baseline research, development of mapping models, and associated costs. Some LSPs have outsourced the production of the LNRS to consultants, although the majority have been developed in-house, primarily through the facilities of the local authority leading the LSP process in the locality.

Some LSPs have used the "Other Activities" to categorise projects that, although they may be largely directed at meeting one of the floor target themes, they also have links with and impact on other areas. While this is positive evidence of LSPs taking a cross-cutting approach to neighbourhood renewal, there may be some scope for revising the Statement of Use framework so that it can more coherently and accurately capture the work of projects of this nature.

## 2.4 Building Capacity in Neighbourhoods and with Other Partners

An important aspect of partnership development has been building the capacity of individual organisations and sectors to take part in the LSP process effectively. A wide variety of activities have been undertaken, some of the more common ones include:

- raising awareness of the LSP within partner organisations through activities such as presentations to partners or the development of 'marketing' materials. **Wirral LSP** has arranged a series of 'job shadowing' days for LSP Partners to both raise awareness within organisations and to foster strong working relationships;
- LSPs have sought to increase partner agencies' understanding of each others' roles through such activities as presentations and the development of organisational CVs. **Islington LSP** asked Partners to develop 'organisational CVs' that describe their role and main functions;
- 'partner development sessions' have taken place on a wide range of subjects, such as strategic planning, joint delivery and working across organisations. **Wirral** have used Community Empowerment Fund money for sessions on strategic management for voluntary and community organisation representatives;

- significant work appears to have been going on to link together the multiple partnerships that LSPs are seeking to harness, such as the Community Empowerment Network, BME, and Disability Issues and local business networks. This has focused largely on relationship building. Examples include Community Consultants (funded by the Community Empowerment Network) employed to assist groups in working with the LSP in **Hastings**. **Derby** LSP set up a Voluntary and Community Sector Network. The Business Brokers Pilot, run by Business in the Community, in partnership with the British Chambers of Commerce, is helping some pilot LSPs to engage more fully with business. **West Cumbria** LSP used NRF to buy-in facilitation work to help the community and voluntary sectors better engage with the LSP;
- mentoring and induction programmes have been popular. **Burnley LSP** has established a mentoring system for less experienced members. Utilising group/paired co-mentoring arrangements means people from different backgrounds within the LSP can meet and share ideas on how the partnership should develop in the future;
- using NRF funds to support input from different groups and develop their skills. The work undertaken by **Bradford LSP** is a prime example of this type of activity. Bradford LSP set aside Neighbourhood Renewal Funding (NRF) to allow any neighbourhood or community of interest to develop and implement an action plan. Up to £25,000 has been made available to each neighbourhood or community of interest, £5,000 to assist in the development of the plan and a further £20,000 with which to undertake activity. However, Bradford LSP were aware that simply giving out money and leaving people to get on with it is not enough. The neighbourhood renewal team has worked hard to develop a support structure that enables these groups to work effectively. They include:
  - a series of action learning events held to work with various groups to enable them to action plan effectively;
  - the LSP contracted eight experienced workers and is training a further 10 from disadvantaged areas to provide support to these groups;
  - the funding allocation to each group can be used to 'buy-in' expertise from public service staff to aid drawing up a plan or in the implementation.

## 2.5 Conclusions

LSPs needed some time to take on-board the implications of the mainstreaming agenda, but by the end of March 2003 there were early signs of progress. There are examples of detailed work to map baseline services and funding flows; and Neighbourhood Renewal Fund (NRF) money being applied to either support mainstream services (typically in the main floor target areas) or to support the LSP in essential tasks, such as research and administration. Throughout the country LSPs have planned and funded practical projects using cross-agency approaches to tackling problems.

While early progress appears promising, messages from wider research and directly from LSPs themselves points to a number of challenges:

- some have suggested that NRF sometimes appears to be perceived as a pool to fund one-off projects, rather than a strategic resource to support a mainstreaming agenda. Moreover, over the period that this report covers, there does not appear to have been a shared understanding of the meaning and purpose of mainstreaming;
- while many useful activities have been reported, there is often a dearth of hard evidence of outcomes and contribution towards LNRSs. It should, however, be remembered that these are still early days in what is potentially a 20 year agenda. The full impacts and value of investments may take some time to be realised; and
- a number of LSPs have identified difficulties in reallocating resources when these were already at, what was regarded as, a minimum level. As a consequence a number of LSPs have asked central government departments and agencies to think hard about their own contribution and look at how budgets at a higher level might be allocated more effectively.

The development of capacity within partner organisations and sectors has been an area of considerable activity. LSPs have worked hard in this area and it seems with considerable success. This work should benefit them in taking forward their work in the future.

# Chapter Three: Performance Management, Efficiency and Learning

In this final Chapter we outline LSPs' progress and activities in relation to the final three elements of the NRU's Accreditation Guidance, (which have been included within the core requirements of the new Performance Management Framework):

- Performance Managed;
- Efficient; and
- Learning and Developing.

## 3.1 Performance Management

The Performance Management criterion in the accreditation guidance set out two characteristics for LSPs to address:

- monitoring, review and evaluation – local strategies are monitored and evaluated as appropriate, operational planning takes account of feedback and findings; and
- links to partners' performance management systems – where possible partners of the LSP have aligned their performance management arrangements to meet the LSP business cycle.

## Monitoring, Review and Evaluation

The development of performance management within LSPs has been a priority for many in their early development, and has been widely undertaken before the formal requirement for performance management in late 2003. It is in relation to this that progress is now charted.

The early findings from the Interim National Evaluation Report on LSPs reveal that LSPs had been involved in a wide variety of activities in this area, such as the development of performance management frameworks, specifying and gathering data and agreeing processes for monitoring and review.

However, LSPs appear to have experienced this as an iterative and gradual process, and not one where a sudden ‘transformation’ from multiple to single measures and monitoring systems can be achieved. LSPs, through their accreditation action plans, and the national evaluators of LSPs, have identified a number of barriers that have impacted on development:

- there has been a lack of baseline information that has hindered LSPs’ ability to monitor progress. This is a problem that has been exacerbated by the limitations of data prepared by central government in providing information at the very local level. This is something that the NRU, in particular, is working to address;
- it took time for Partners to agree the core measures on which LSP performance will be judged and it will be longer still in some cases until these measures are properly specified and appropriate targets set; and
- many LSPs concentrated on the development of measures and targets and it is not clear that they have considered in depth the processes and resources required to undertake effective review and improvement planning.

### Links to Partner Performance Management Systems

The development of ‘integrated’ performance management systems is a core goal in relation to the performance management of LSPs. However, early reports from the Interim National Evaluation Report undertaken for ODPM suggest that this has proved difficult from a technical and practical standpoint. For some LSPs the more attainable goal of compatible or aligned systems is being worked towards instead. Even in local areas that have moved forward faster than others, there is uneven progress – with some policy or delivery areas proving harder to ‘harmonise’ than others. The example of health has been used as one where very clear national targets can be difficult to bend towards shared local level targets between partners. However, crime and disorder monitoring is cited as a policy area where more headway has been made.

**Leeds LSP** produces an annual headline report of progress against indicators, using a ‘traffic-light’ system for demonstrating achievement. This is published on the LSP website.

**Islington LSP** is adopting a basket of Performance Indicators and is developing milestones against which the implementation of the LNRS and Community Strategy can be judged.

The Board of **Croydon LSP** has programmed reviews of the Community Strategy themes for each of their meetings, taking two themes at each meeting. A “Croydon Trends” publication identified current and recent performance against targets. Progress towards the targets is tracked and where available up-dated information is published on the Partnership web site. A revised trends publication will be provided annually.

**Manchester LSP** created a dedicated Performance Management Group, which helped to build capacity for such work and thinking within the LSP and its sub-partnerships.

**Coventry LSP** funded a ‘Performance and Planning’ project to develop a web-based performance management system. Coventry used NRF to develop performance measures in priority neighbourhoods and to research and monitor these. Of particular interest, the Coventry approach includes gathering qualitative information in deprived neighbourhoods to help interpret and explain the statistical performance data.

**Bradford LSP** formed a working team of Chief Officers from the main partners, to oversee performance management for the partnership.

**Middlesbrough LSP** have invested considerable energy into producing an integrated performance management approach, capable of serving the Community Strategy, Local Neighbourhood Renewal Strategy, and the LSP itself. The “European Foundation for Quality Management” excellence model has been drawn on, to help assess partnership performance. As with Coventry, Middlesbrough has sought to combine quantitative and qualitative information in performance measurement.

**Wigan LSP** has adapted good practice from the local authority approach, and has invested effort in an ICT tracking and reporting tool.

### 3.2 Efficient Partnerships

The Efficiency criterion in the NRU Performance Management Framework sets out four characteristics for LSPs to address:

- **straight forward partnership working** - the LSP is working to streamline partnerships and to clarify links between the LSP and other partnerships;
- **context & evidence base** - LSP strategies are based on a) accurate information about the nature of specific problems and b) evidence of what works in determining responses;
- **funding** - the LSP has developed sound financial management systems; and
- **information management and technology** - the LSP is making the best use of the latest technologies as appropriate to enhance their information, accessibility and communications.

#### Straightforward Working Arrangements Partnership Rationalisation

The regeneration agenda at a local level is populated by a plethora of partnerships and groups established via a wide variety of initiatives in recent years. LSPs were established within this environment and were expected to bring a strategic overview across the full range of issues and strive to bring greater coherence to the environment within which they operate.

This is an area where progress in the reporting period has been unclear. As can be seen below there are examples where LSPs have made changes that have brought about more coherent structures, however this must be balanced against findings from the ODPM Survey of LSPs (2002), which identified that 60% of LSPs reported no reduction in the number of partnerships during the first year of operation.

**Leeds Initiative** has been the principle umbrella partnership in Leeds for some years. All partnerships identified and newly-established have been appropriately linked into the structure or rationalised to ensure that there is no duplication of effort.

Health partnerships and the HIMP process are now being aligned with the **West Cumbria LSP** to form a simpler, more coherent structure. Two Community Safety groups are being combined and plans are in place to integrate LA21 Forums into the partnership.

In **Sunderland** 27 different strategic partnerships have been rationalised under the LSP's five strategy groups, including the merging of some SRB partnerships.

In **Salford**, the Police and PCT have harmonised their service delivery areas to fit community committee boundaries, thereby ensuring that there are no gaps or areas of duplication.

#### Constitutions and Protocols

Analysis of LNRSs and accreditation action plans identified that around half of LSPs reported that they either had in place or were developing documentation that set out more on how they as Partnerships would operate. These documents cover topics such as roles and responsibilities, lines of accountability, terms of reference for sub- groups or communication between partnership structures.

Some examples of these include:

- **Kensington & Chelsea, Hammersmith & Fulham** and **Brent** are amongst a number of LSPs that have developed protocols or terms of reference that set out the lines of responsibility for LSP activities amongst Partners;
- a number of LSPs, including **Coventry, Sheffield** and **Wolverhampton**, have set out the roles and responsibilities for 'Champions', who will be accountable for particular aspects of LSP activity;
- a number of LSPs have developed what they have termed Partnership Handbooks, which set out principles and practices for the operation of the LSP. Examples include:
  - **Newcastle** LSP has set out principles and practises for the operation of the new Partnership structure, including detailed terms of reference for all the elements in the new structure. Overall the handbook is designed to help provide clarity of purpose and transparency in decision making and promote effective partnership working
  - **Hull** LSP created a governance (constitution) handbook
  - **Hackney** LSP developed a comprehensive handbook setting out partner roles and responsibilities
- other LSPs have developed partner 'job descriptions' that set out what the Partnership sees as the main responsibilities of a partner – not just in terms of agencies, but as documents that representatives can use to guide their inputs to the LSP:
  - **Bradford** LSP board members have 'job descriptions' and work plans, which reflect lead responsibilities of Community Strategy Objectives; and
  - **Rotherham** LSP produced job specifications for all members of the board and members of working groups.

## Gathering and Using Evidence

The use of evidence by LSPs in the development of strategies and actions is seen as vital in ensuring their future success. LSPs need to use evidence in a wide variety of ways, including:

- setting strategic aims and objectives;
- identifying priority neighbourhoods within their areas;
- analysing spending flows and service delivery;
- correctly specifying problems and issues;
- developing solutions that have the best chance of working; and
- for monitoring and evaluation.

The use of evidence by LSPs appears to have been 'patchy', based on assessments of LNRs undertaken by ourselves and the National Evaluators of LSPs. As we discussed in Chapter 1, the majority of LNRs included some evidence base for the LSP to work from, but this was to a large extent limited to 'snapshots' of data at a single point in time and there has been little use of qualitative evidence to provide a more rounded view of issues. However, perhaps the most significant area for improvement is the development of clear links between evidence and action or priorities.

For many LSPs this apparent weakness in the use of evidence has at least partly been caused by outside factors. They have found that the information they need is simply not available at present in any consistent and reliable format. As LSPs have tried to gather information about their areas at a level below local authority district, they have found that many of the core sources are not available at the ward, neighbourhood or postcode level of disaggregation that they require.

This issue has been recognised by LSPs and central government alike, and activities to address the situation have started. At a local level many LSPs have, through their accreditation action plans, identified the need to explore the evidence bases of partners more extensively to better understand what information is available. Centrally, NRU, the Office of National Statistics and others are undertaking a number of projects that will improve the local relevance of datasets, through the 'Neighbourhood Statistics' programme. NRU is developing additional ideas on how to support LSPs generate and use evidence.

In **Liverpool**, the process of producing the first LNRS led to what was described as "the single most detailed and comprehensive collection of data ever conducted in the city", covering the policy themes at ward NRA level. This enabled the Liverpool LSP to clearly demonstrate the links between evidence and its priorities. **Easington's** LNRS was also highlighted in the expert review as being a good example of clear linkage of evidence to priorities and plans.

**Salford** introduced an Early Warning System: a device for reflecting statistical changes in neighbourhoods. It works through the collation of a set of indicators that can be regularly up-dated. Currently, these are mainly at ward level, but the ultimate aim is to measure data at postcode level, with regular monitoring feeding through to the Partnership and Council Monitoring Committees. By responding to early changes in an area profile, it will be possible to act preventatively to avoid the need for more intensive programmes, such as New Deal for Communities in future.

**Waltham Forest's** LNRS has a Poverty Profile Addendum which uses Council and Health Authority postcode data. It demonstrates that deprivation is distributed throughout the borough in a 'Dalmatian' effect.

In **Camden** the mapping and analysis of deprivation underpins the strategy: it is used to identify the 7 neighbourhood renewal themes and priorities for change, which are then translated into more detailed activities.

## Funding and Resources

### Finance

All LSPs within the scope of this report are in areas receiving Neighbourhood Renewal Funding, and the majority of their direct spending is sourced from this funding stream. In addition to this, some authorities are eligible for Single Regeneration Budget and European Social Fund, and have used these additional sources of income to match fund NRF projects. However, it is through the influence that they can exert on mainstream service provider budgets that the most impact can be made. As we have discussed in Chapter 2, many LSPs are still working on developing the necessary conditions for this element of mainstreaming to take place.

One element of progress for which a more quantitative assessment can be made is in relation to LSPs' ability to spend NRF funding. The situation in 2001/02 was a concern, with over £36 million being carried over across the financial year or around 18% of their NRF allocation. At the time this was felt to be a function of LSPs taking time to establish themselves and this would seem to be borne out by the changes apparent in 2002/03. In April this year, proposed carry over as a proportion of NRF allocation had been halved to around 9%. While this still represents a substantial underspend by LSPs, over £26 million, it represents a significant improvement on the previous year.

### Staffing

The ODPM Survey of LSPs (2002) found that half of the LSPs in areas in receipt of NRF did not have support staff of their own, and, that of the remainder, staffing levels were often less than one full-time equivalent. Anecdotal evidence and more recent research suggest that this situation has been improving. As LSPs have matured and geared-up towards delivery, they have recruited (or seconded) staff to undertake central tasks. In addition, as they have matured LSPs have become 'smarter' at outsourcing tasks (for example evidence gathering, research, consultation, facilitation, strategic planning drafting), hence freeing up resources for core activities.

## Communication

There is evidence that LSPs have developed and are developing methods of communicating, both within and outside the LSP structure, often involving the use of new technology. It is helpful to distinguish three strands of communication that LSPs have been developing:

- **newsletters and websites** – principally for disseminating information on the LSP's progress to a wider audience of stakeholders and the general public, not the partners themselves;
- **email groups** – for co-ordinating internal communication, enhancing responsiveness and improving partner coherence; and
- partners communicating, often (although not always) on an **informal basis**, to broaden their knowledge of each others' core business and style. This can take the shape of **seminars, networking meetings, business breakfasts, and work-shadowing**.

All these methods of communication are valuable tools in improving the public perception and wider awareness of the LSP and its activities, and internally, refining and streamlining communication processes and enhancing working practices.

LSPs' actions associated with improving communications have ranged from these quite simple, but none the less effective activities, through to the development of overall communication strategies that seek to examine methods for raising awareness of the Partnership more broadly. Some LSPs, by their own admission, have not been able to move the development of communication infrastructures forwards as quickly as they had hoped. A number of Partnerships have identified in their accreditation action plans that this is an area in which further development is needed.

**Greater Yarmouth** identified a need to develop their formal and informal communication structure. An important component of this has been the establishment of the LSP website in March 2003.

**Islington** have developed a broad communication strategy which includes:

- a programme of presentations to groups including the BME Forum, Area Committees, partner organisations and interested community and neighbourhood projects;
- a programme for disseminating 'good news' about the LSP; and
- establishment of a website and an extranet.

**Kensington & Chelsea** have established a website with an email alert facility which provides a valuable channel for communication with stakeholders and Partners.

In **Mansfield** the Social Strategy groups have been charged with providing a communication link between neighbourhood-based activity and the rest of the LSP.

**Wirral** LSP have set up a number of processes to aid Partnership communication:

- websites have been set up to publish documents;
- meeting cycles are being synchronised to ensure efficient working;
- distribution of documents via appropriate formats, for instance voluntary and community partners are sent hard copies to save resources; and
- information notes are distributed as signposts to documents.

### 3.3 Learning and Developing

The Learning criterion in both the Accreditation Guidance and the NRU Performance Management Framework sets out a single characteristic for LSPs to address:

- developing local learning, skills and knowledge – the LSP is aware of its skills and knowledge needs to prepare and deliver plausible and achievable Community Strategies and LNRSs.

The importance of learning and development or capacity building within LSPs has been emphasised from an early stage in their development and there has been a recognition that working in partnership involves a variety of new skills for many working in partner and potential partner agencies. As we outlined in Chapter 2, a wide variety of actions, such as development days for sectors, induction sessions and job-shadowing, were undertaken, but perhaps the most important activity undertaken so far has been the formation of Learning and Development Plans. These have often been the driver for much of the activity described previously. The stage of development of these plans up to the end of March 2003, based on our assessment of LNRSs and accreditation plans, appeared to be quite mixed, but their further development was often identified as a priority for the future.

In addition, LSPs' willingness to learn from each others' activities has been evident. A number of regional networks have been established across the country allowing LSP staff to meet up and exchange ideas and good practice. Through their accreditation action plans, several LSPs have articulated the importance of these networks in supporting overall LSP development.

### 3.4 Conclusions

There has been a considerable amount of work going on in terms of developing performance management by LSPs. However, there is work still to be done in specifying measures and targets, and in developing the processes to enable effective review and consequent improvement planning. An area of particular difficulty reported by LSPs, has been the integration or harmonisation of performance management systems with those of partner agencies. Issues such as differences in planning and funding cycles and inflexibility of performance measures have meant that LSPs have instead sought to 'align' systems where possible. Furthermore, performance management has been easier to apply to certain areas of work and themes. Data availability and quality has been an issue, and it is not one that LSPs could swiftly address, given the time-lag in identifying, specifying, collecting, reporting and analysing data. Nonetheless, there are examples of good practice from a number of areas.

LSPs appear to have made some attempt at rationalising partnerships, but this has evidently not been an early priority for many. The complex nature and breadth of the agenda facing LSPs has meant that further time will be needed before gaps and duplication can be eliminated and greater coherence in partnership arrangements introduced.

A wide variety of documentation has been produced in the shape of handbooks, protocols and job descriptions to guide how LSPs operate and a number have highlighted the value of the support provided by regional networks. The focus on learning and knowledge capture mirrors the national concern that renewal should be based upon learning what works.

# Annex One: Background information on LSPs

## **What is a Local Strategic Partnership (LSP)?**

A Local Strategic Partnership (LSPs) is a single non-statutory, multi-agency body, which matches local authority boundaries, and aims to bring together at a local level the different parts of the public, private, community and voluntary sectors.

LSPs are key to tackling deep seated, multi-faceted problems, requiring a range of responses from different bodies. Local partners working through a LSP will be expected to take many of the major decisions about priorities and funding for their local area.

## **What are LSPs for?**

Lack of joint working at local level has been one of the key reasons for lack of progress in delivering sustainable economic, social and physical regeneration, or improved public services, that meets the needs of local people. A combination of organisations, and the community, working co-operatively as part of an LSP will have a far greater chance of success.

To achieve these improvements, the Government, local authorities and other service providers need to work co-operatively, changing the ways they work, reallocating resources and 'bend' their mainstream programmes to tackle issues that really matter to local people.

## **Where have LSPs been established?**

LSPs are set up across England, but in the 88 most deprived local authority areas they receive additional resources through the Neighbourhood Renewal Fund (NRF). It is essential to remember, LSPs are about new ways of working and improving the delivery of services to local people across the whole of England and not just the most deprived areas. The map at the end of this report shows their location.

## **What do LSPs do?**

Local partners working through a LSP are expected to act strategically to deliver decisions and actions which join up partners' activities across a range of issues, enabling each of them to meet their own targets and goals and tackle cross-cutting issues more effectively.

LSPs will also be key to improving social cohesion, the relationship between different communities in an area and their relationship with statutory authorities. They will also strengthen connections with, and between, public sector agencies, local government, the voluntary and community sectors, businesses and local residents.

Overall, LSPs will ensure public services work better and are delivered in way, that really meet the needs of local people, and that economic, social and physical regeneration is sustained – in both deprived and prosperous areas.

## **What are the responsibilities of Local Strategic Partnerships?**

LSPs provide a single co-ordinating framework to:

- bring together local plans, partnerships and initiatives. This is with the intention of improving linkages and simplifying arrangements, and where possible reducing the number of partnerships;
- in the 88 local authority areas receiving Neighbourhood Renewal Fund (NRF), develop and deliver a Local Neighbourhood Renewal Strategy to secure more jobs, better education, improve health, reduced crime, and better housing/physical environment, narrowing the gap between deprived neighbourhoods and the rest and contributing to the national targets to tackle deprivation; and
- work with local authorities that are developing local Public Service Agreements (LPSAs) and help devise appropriate targets.

## **Who leads the LSP?**

Any organisation can lead a LSP. In many cases, local authorities took the lead in establishing LSPs. However, once established, LSPs were able to decide who they feel is most appropriate to lead and chair the partnership. Many partnerships have adopted a policy of rotating the chair between sectors to reflect and retain buy-in from partners.

## **What is the Neighbourhood Renewal Fund?**

In the 88 most deprived local authority areas additional resources have been made available through the Neighbourhood Renewal Fund (NRF).

This is a special, unhypothecated grant, which has been made available to those areas to facilitate and underpin changes in the way mainstream budgets are used to improve services; narrowing the gap between deprived areas and the rest and contribute to achieving sustainable development.

Through consultation, LSPs are expected to take many of the major decisions about priorities and funding for neighbourhood renewal in their local area, which includes the allocation of NRF resources.

## **How much NRF is worth?**

Between 2001 and 2006, the NRF will have contributed approximately £1.875 billion for the purpose of neighbourhood renewal

## **What can NRF be spent on?**

NRF can be spent in any way that tackles deprivation in the most deprived neighbourhoods, particularly, but not exclusively, in relation to the Government's national floor targets. Individual neighbourhoods may have their own priorities alongside national goals, and NRF resources can be used here too. How NRF is spent will be determined locally by the LSP and its networks. LSPs will of course take a strategic view and support whatever is most appropriate locally.

## **Other tasks for LSP in NRF areas**

A key task for LSPs in the 88 areas receiving the NRF is the preparation and implementation of a Local Neighbourhood Renewal Strategy (LNRS). These strategies provide the framework for tackling deprivation and other key areas identified by the LSP, whilst contributing to national targets to tackle deprivation, where applicable. In addition, they should set challenging targets for local service providers that will deliver real and measurable improvements in local services. These targets should respond to both local and national priorities – and link in to the developing local public service agreements where appropriate. Some LSPs have linked their LNRS into Community Strategies.

### **What should LNRSs contain?**

There is no proscribed format, each varies according to local circumstances and needs. However, each strategy should:

- set out an agreed vision and plan for positive change in all neighbourhoods in need of renewal;
- have the agreement and commitment of all the key people and institutions who have a stake in the neighbourhood, or an impact on it;
- clearly set out a local strategic framework for local public bodies plans and priorities; set challenging targets for improving local services, taking into account local and national priorities;
- establish systems for monitoring delivery of locally agreed targets; and
- include actions to equip those involved in neighbourhood renewal with the skills and knowledge they need to take forward this agenda.

Central to the success of LNRSs will be the commitment from local public sector bodies to the delivery of the priorities and targets set out in the LNRS. It will also be essential that LSPs develop systems to monitor delivery of agreed targets and challenge poor performance.

### **What is required by way of performance management?**

Between 2001 - 2003, LSPs largely concentrated on developing effective partnerships, appropriate mechanisms to engage with stakeholders and formulated their strategies. With appropriate structures largely in place, LSPs now need to concentrate on actions and delivery of their strategies.

The NRU has asked every LSP that receives NRF resources to develop a performance management framework. To support LSPs the NRU has developed a model performance management framework (PMF) it can be adopted, or adapted by both NRF and non-NRF LSPs appropriate to their needs. The model has been offered to LSPs on a voluntary basis and was launched in autumn 2003. LSPs can use any model they choose as long as it meets the core requirements set out below.

### **Why do LSPs need a performance management framework (PMF)?**

LSPs have complex agendas. They need to be able to monitor the “big picture” and various links across the partnership in a way that is consistent, transparent and manageable. An effective PMF should help identify key issues and priorities, and capture how this complex agenda is being pulled together. A PMF should also aid improvement planning, which is relevant, both to improving delivery and the functioning of the partnership.

### **What are the core requirements for PMF?**

Core requirements have been introduced to ensure that LSPs do not just measure progress on delivery of targets, but ensures what they are doing is right in the light of local circumstances. All actions need to be Specific, Measurable, Achievable, Resourced and Realistic, have a Time Limit and have clear lead individuals/agencies and progress reporting scheduled. The core requirements of every PMF are:

1. Reviewing Delivery - monitor the implementation of LNRS, measure progress against relevant floor and local targets, and challenge the plausibility of actions to deliver. To be reviewed at least once a year.
2. Reviewing Partnership Working - Assess the effectiveness of the partnership; measuring that the LSP is strategic, inclusive, action-focused, performance managed, efficient and addresses learning and development. To be reviewed as a whole at least every three years. However any areas of weakness should be reviewed annually.
3. Improvement Planning - Strengthen delivery arrangements building on conclusions from sections 1 and 2. Devise action/improvement plans to address weaknesses. To be reviewed regularly.

### **What has happened to LSP accreditation?**

The LSP accreditation process was designed to ensure that areas receiving NRF developed inclusive and effective partnerships. With structures largely in place, LSPs now need to focus on delivering improvements. In line with this change in focus, there will no longer be an annual accreditation process each year. All LSPs will remain accredited from now on and will automatically receive their NRF allocations during 2004/05 and 2005/06. An LSP would lose its accreditation only in the most exceptional circumstances.

### **Why should community/voluntary sector get involved with LSPs?**

The National Strategy recognises that a contributing factor to the success of efforts to help deprived neighbourhoods is the effective involvement of local community and voluntary sectors.

As consumers of, and in some cases, contributors to local activities and services, these groups can add value to a multi-agency partnership in terms of local knowledge and expertise. LSPs should, therefore, ensure that these groups, and more widely local residents, are in a position to play a full and equal part in their partnership on the same basis as better-resourced partners.

### **How do various groups become involved?**

Communities need to be consulted and listened to, and the most effective initiatives are often those where communities are actively involved in their design and delivery. Often, this applies as much to 'communities of interest' – like black and minority ethnic groups, faith communities, older/younger people, disabled people or bisexual, lesbian and gay communities – as it does to geographical communities.

All LSPs should work within and implement race relations and equality legislation (such as the Disability Discrimination Act and the Sex Discrimination Act) and public sector members adhere to the Race Relations (Amendment) Act. What support is there community and voluntary sector groups to get involved in LSPs?

In the 88 NRF areas, to support the involvement of these groups in neighbourhood renewal and the LSP decision-making process, the Government has made available additional resources in the form of the Community Empowerment Fund, Community Chest and Community Learning Chests. These funds are to 'kick-start' the establishment of Community Empowerment Networks. From April 2004 these different streams will be contained within a single programme.

### **What is the relationship between Community Empowerment Networks and LSPs?**

CEN representatives can bring a unique 'neighbourhood' perspective to the work of LSPs, yet CENs are different from most other LSP partners, as they are not formal organisations. Since 2001, some LSPs and CENs have prepared local 'frameworks' for joint working. The NRU now requires all LSPs and CENs in the 88 NRF areas to formalise working arrangements in a protocol. Protocol guidance has been issued to help LSPs and CENs think constructively about their relationship and how it can be managed.

### **Why should business get involved in LSPs?**

Business organisations are key consumers of, and contributors to, local activities and services. They play a vital part in the health of local neighbourhoods.

In order to be effective, LSPs will seek to improve the economic, social and environmental well-being of their area, and contribute to the achievement of sustainable development. Therefore, they need strong levels of business participation and commitment to be effective. Business has much of value to add to local partnership working in terms of local knowledge and expertise.

To assist partnership working between LSPs and the business community, the NRU, working in partnership with the DTI, Business in the Community (BiTC) and British Chambers of Commerce have developed a pilot scheme of nine Business Broker pilots. Additionally, the NRU has contributed funding to the BiTC Partnership Academy, which has produced guidance notes to both business and LSPs on ways they can work together.

### **Which public sector bodies should be involved in LSPs?**

Not all public sector bodies will have a need to be represented on the LSP board, although some - such as local authorities, police and health - will almost invariably have a central role to play. It should be remembered LSPs are more than just the partnership board, but a 'family' of partnerships and/or themed sub-groups.

Each LSP will need to ensure that all stakeholders are involved at the most appropriate level – this may be on the partnership board, or in the appropriate themed group 'nesting' within the LSP network. Group, or individual views, may be represented by others. How LSPs organise themselves and the various mechanisms they employ to consult/engage/involve stakeholders is a matter for local determination.

### **What central government support is provided for LSPs?**

Although LSPs operate at a very local level, they are supported by central and regional government.

The NRU was established to take forward the neighbourhood renewal agenda and foster the necessary changes across Whitehall to improve policy co-ordination. Government departments encourage their local service providers to be actively involved in local partnerships.

Government Offices for the Regions (GOs) support local partners in the development of LSPs and work with the community and voluntary sectors to ensure they have the opportunity to be involved and participate in the partnerships.

### **What is the role of Government Offices (GOs)?**

Government Offices (GOs) provide a direct channel of communication between government and LSPs. In the 88 areas receiving NRF, the NRU is working with GO Neighbourhood Renewal Teams to support development of LSPs and facilitate partnership working. To contact your regional GO, please refer to the GO LSP Contacts section on the website [www.renewal.net](http://www.renewal.net).

### **What financial resources do LSPs have access to?**

A key element in the National Strategy is the improvement of mainstream services to produce better outcomes in the most deprived areas. To achieve these improvements, the Government, local authorities and other service providers need to work together as part of an LSP to reallocate resources, and 'bend' their mainstream programmes to tackle deprivation better. Spending Reviews 2000 and 2002 increased the resources going into mainstream services. One additional resource is the unhypothecated Neighbourhood Renewal Fund (NRF), which is to assist the 88 most deprived local authorities to improve services, narrowing the gap between the most deprived neighbourhoods and the rest, particularly, but not exclusively, in relation to the national floor targets.

Furthermore, in the 88 NRF areas, to support the involvement of these community/voluntary groups in neighbourhood renewal and the LSP decision-making process, the Government has made available additional resources in the form of the Community Empowerment Fund, Community Chest and Community Learning Chests.

### **What is the Skills & Knowledge Programme?**

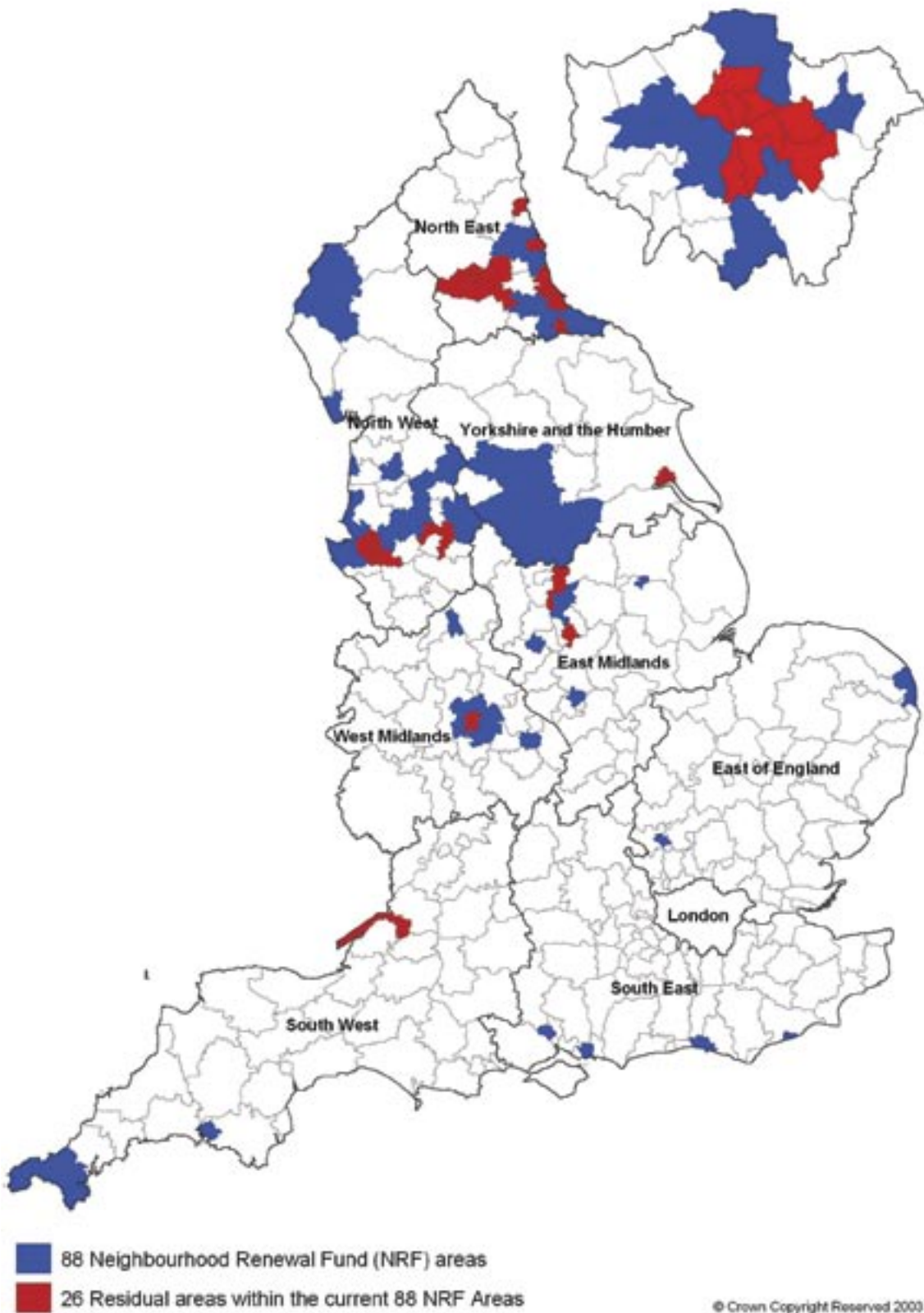
The National Strategy acknowledges that there needs to be a change in the way people working to renew neighbourhoods are trained and supported. Learning opportunities must be designed to help people and organisations 'do things right' – work more efficiently, more effectively, more inclusively.

The NRUs' Skills & Knowledge Programme will help deliver the learning and development element of the National Strategy. The programme will ensure that everyone involved in neighbourhood renewal has the support, skills and knowledge they need to improve neighbourhoods. One strand of the programme is an independent web-based knowledge management system – [www.renewal.net](http://www.renewal.net). It will contain information across key neighbourhood renewal themes (education, health, crime, employment, housing and the physical environment). The site provides access to evidence of what works in neighbourhood renewal and opportunities for people to share learning through a discussion forum. A recent addition is the LSP Delivery toolkit which aims to support all LSPs in developing credible plans and putting in place their means for delivery.

### **What are Neighbourhood Renewal Advisors (NRAs)?**

The NRU is committed to making advice available to all LSPs and communities working on the neighbourhood renewal agenda. The NRU has recruited Neighbourhood Renewal Advisors (NRAs), who will help LSPs and communities deliver regeneration by providing advice and support on the key neighbourhood renewal themes. They will also work on issues such as performance management, resident involvement, diversity and equality, project design/appraisal/management, neighbourhood management etc and help to build and share 'good practice'.

Figure A1: Location of the 87 LSPs in Areas in Receipt of NRF Funding



**NRU hotline: 08450 82 83 83**  
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