



Impacts and Outcomes of the Neighbourhood Renewal Fund



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The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government.

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However, it should be emphasised that responsibility for the contents of the report rests solely with York Consulting.

Summary of key points

Section 1: Introduction

1. York Consulting Limited (YCL) was commissioned by the Neighbourhood Renewal Unit (NRU) to conduct an independent and objective study of how the Neighbourhood Renewal Fund (NRF) contributed to neighbourhood renewal over the three years 2003–2006, looking at its impact and outcomes.
2. The NRF has been the principal funding mechanism deployed to drive forward the National Strategy for Neighbourhood Renewal (NSNR) at the local level. It has assisted England's 88 most deprived authorities, in collaboration with their Local Strategic Partnership (LSP), in their work to improve services and narrow the gap between deprived areas and the rest.
3. In the years 2001–2006, £1.875bn of NRF was allocated to eligible Local Strategic Partnerships. Spending Review 2004 (SR04) made available a further £525m of NRF resources for each of the years 2006–07 and 2007–08.
4. This study is based on a multi-method approach, using a range of qualitative data, including information from LSP co-ordinators, strategic stakeholders and intervention managers involved in the planning, use and delivery of NRF; and quantitative data, including monitoring data, statements of use, project information collected by the NRU, performance information and evaluations from LSPs, and floor target performance.
5. Whilst the study has provided rigorous findings across the methods employed, this does not remove the fact that hard, attributable evidence of outcomes and impact of NRF on service delivery, mainstreaming or contribution to floor targets at an area level is very limited, and will remain so until further work relating to evidence collection and impact evaluation is embedded within LSPs.
6. The study was carried out between September 2005 and late July 2006, with some follow up work undertaken in 2007. As is frequently the case in large-scale evaluations, some time has elapsed between the investigative fieldwork taking place and the publication of the report. Although the judgements made in the report are still valid, changes in the national policy agenda should be taken into account, especially when considering our recommendations.

Section 2: NRF – Purpose and planning

7. Stakeholder perceptions about the overarching purpose of NRF were generally in line with those set out by the NRU in that it was intended to “improve outcomes for deprived areas”, with stakeholders in most areas

making explicit reference to “helping to achieve the floor targets and narrow the gap between the most and least deprived areas”.

8. The over-arching objectives of NRF as perceived by stakeholders include:
- **changing approaches to service delivery**, including:
 - joining up service delivery and multi-agency working
 - improving access to services in deprived areas
 - bending mainstream resources and services to meet needs
 - new/different ways of delivering services
 - **additional services**: filling gaps in existing services and/or enhancing in some way existing services, and kick starting/pump priming new services
 - **pilot, experiment and innovate**: this objective is closely aligned with the first two in that successful pilots and innovative approaches may support wider service delivery changes and additional services
 - **capacity building and community engagement**: again, supporting the other objectives, this theme encompasses both specific interventions designed to build capacity in the voluntary/community sectors and communities’ engagement and, more widely, the way interventions might be delivered.
9. There has been a developing/changing approach to planning and allocation of NRF since the introduction of the Fund:
- in the first two years of NRF LSPs often took a funding/intervention driven (rather than strategic) approach, resulting in a large number of discrete and often disparate grants/interventions being supported, impacting on the effectiveness of the fund
 - from year three onwards, more strategic approaches have been adopted in most case study areas to plan and allocate NRF.

Section 3: What has NRF been spent on?

10. NRF has been used to fund a very diverse and broad range of interventions. LSPs have tended to use thematic areas as their principal means of directing funding (within identified deprived areas), with crime, education, and health accounting for the majority of spending.
11. Within each thematic area we were able to identify at least three commonly occurring intervention types. A summary is provided in Table 3.2 – some examples include:
- crime and community safety – **target hardening, visible policing, youth diversion and offender support**
 - education – **attainment raising, reducing exclusions, out of school activity and parental involvement**

- health – **preventative interventions, reducing teenage pregnancy and enhancing access to services.**
12. NRF has also been spent on improving and enhancing service delivery more generally through the support of management and co-ordination mechanisms at neighbourhood and LSP levels.

Section 4: Who has benefited from NRF?

13. There is very limited data available to evidence outcomes at a local level. Therefore we provide comment on who benefited from NRF based on how funds have been targeted and stakeholder perceptions of the outcomes arising.
14. Stakeholders perceived that NRF interventions resulted in a range of beneficial outcomes for the deprived areas in which the Fund has been spent, and for specifically targeted groups, including children and young people, minority ethnic groups, people with disabilities, and the elderly, amongst others.
15. Stakeholders also cited benefits for key communities of interest through NRF interventions funding community infrastructure activities, enabling communities to engage more effectively in the regeneration process.

Section 5: What has NRF activity achieved?

16. There is limited evidence of outcomes and impacts of NRF funded activities at the local level. Therefore comments on NRF achievements in terms of outputs, outcomes and impacts draw primarily on stakeholder perceptions.
17. There is a range of self-reported outputs, outcomes and impacts identified, though many of these are intended and not actual, assessed or attributed outcomes and impacts. Full details are provided in Annex 2 – some examples include:
- crime and community safety:
 - *outputs*: **security upgrades, residents advice, uniformed presence**
 - *outcomes*: **public reassurance, improved police relations**
 - *impacts*: **reduced fear of crime, reduction in youth offences and re-offending**
 - education:
 - *outputs*: **pupil/teacher support, volunteer involvement**
 - *outcomes*: **improved behaviour, self-esteem and teacher skills**
 - *impacts*: **increased attainment, reduced exclusion**

- health:
 - *outputs*: **advice on health issues, referrals and access to services**
 - *outcomes*: **increased awareness, physical activity, healthy living**
 - *impacts*: **improved mental health, increased life expectancy**
 - housing and environment:
 - *outputs*: **property improvements, environmental clean-ups**
 - *outcomes*: **improved tenancy, quality of life, satisfaction with area**
 - *impacts*: **improved liveability, quality of environment**
 - worklessness:
 - *outputs*: **information and advice, job training, work placements**
 - *outcomes*: **people into employment, more business start ups**
 - *impacts*: **increased employment rate and economic activity.**
18. These outputs and outcomes, together with LSP co-ordinator and strategic stakeholder perceptions and the literature review, suggest that there have been some key achievements from NRF activities on a target group, deprived area and intervention basis. However, measurable impact in terms of the strategic/area wide or programme level is less evident.
19. While stakeholders were generally positive in their assessment of how NRF has helped to meet floor targets and narrow the gap, there was a strong view that given the scale and size of NRF, the potential impact of the Fund on these issues was highly unlikely to be significant (especially in the context of the size of mainstream budgets).
20. The research findings suggest that NRF has achieved an impact on the delivery of services, including:
- an increased focus on deprived areas
 - an increase in the volume and accessibility of services
 - development/maintenance of infrastructure to improve service delivery
 - the testing of new ideas and changing the way services are delivered
 - the opportunity to mainstream interventions once tested.
21. However, there is limited evidence of the re-aligning and re-allocating of mainstream budgets as a result of NRF.
22. Strong and/or improved partnership working is seen as a key achievement of NRF both in terms of planning approaches to deprivation, and delivering interventions/services.

Section 6: Value for money and additionality of NRF interventions

23. NRF interventions appear to have achieved a high level of additionality, with low levels of leakage, displacement and deadweight.
24. An assessment of the efficiency, economy and effectiveness of a sample of NRF interventions suggests that the Fund has provided good overall value for money.

Section 7: Effectiveness, strengths and weaknesses

25. NRF has achieved a range of positive achievements, with stakeholder feedback suggesting it has been a valuable resource with many strengths, including encouraging LSPs to focus on deprived areas and floor targets, developing and testing more effective forms of delivery, and increasing the quality of services to people in deprived areas.
26. However, the cumulative impact and effectiveness of the Fund has not been maximised due to a number of limiting factors:
 - evidence use in the planning of programmes and interventions has not been embedded, meaning that the level of sophistication in targeting NRF was often poor
 - interventions have been inadequately evaluated, or not at all, meaning there is a limited understanding of what does and does not work
 - data on performance, outcomes and impacts have not been collected in a robust fashion, resulting in an inconsistent understanding of progress, with the issue of impact a particular concern
 - changing the emphasis of mainstream funding (through re-alignment or re-allocation), or 'bending the spend' has been limited.
27. Our findings indicate that **NRF use has been least effective** where there was/were:
 - incoherent and disparate programmes
 - poor linkages to Floor Targets
 - no evidence of service re-shaping and focus on the mainstream
 - poor use of evidence
 - poor partnership structures and inadequate leadership.
28. Conversely, **NRF use has been most effective** where there was/were:
 - strategic programmes addressing local needs
 - good linkages to Floor Targets

- focus on service re-shaping and influencing the mainstream
- evidence-based design and evaluation.

29. There are a number of issues that should be considered when developing future regeneration policy, including:

- planning, evidence-base and evaluation processes are critical to future effectiveness and impact and they need to take account of the importance and potential impact of bending the spend
- there is a need to place more explicit requirements on areas to introduce more effective performance review mechanisms
- stakeholders value a separate and unhypothecated pot of funding, which gives flexibility to address needs in a creative way
- a greater focus on specific thematic areas may limit the potential for local areas to address locally specific issues and needs associated with deprivation
- there is a call for greater co-ordination and consideration amongst departments and policy makers at national level on issues such as target setting and giving agencies the flexibility to work in an effective partnership at the local level
- consideration of how specific types of intervention, where there is no 'natural owner' amongst local mainstream providers, could be mainstreamed or sustained in the future (for example those led by the non-statutory sector, or related to LSP support, community engagement and neighbourhood management).

1 Introduction

Section 1: Key Messages

- York Consulting Limited was commissioned by the Neighbourhood Renewal Unit (NRU) to conduct an independent and objective study of how the Neighbourhood Renewal Fund (NRF) contributed to neighbourhood renewal over the three years 2003–2006, looking at its impact and outcomes.
- The NRF has been the principal funding mechanism deployed to drive forward the National Strategy for Neighbourhood Renewal at the local level. It has assisted England's 88 most deprived authorities, in collaboration with their Local Strategic Partnership (LSP), in their work to improve services and narrow the gap between deprived areas and the rest.
- In the years 2001–2006, £1.875bn of NRF was allocated to eligible Local Strategic Partnerships. Spending Review 2004 (SR04) made available a further £525m of NRF resources for each of the years 2006–07 and 2007–08.
- This study is based on a multi-method approach, using a range of qualitative data, including information from LSP co-ordinators, strategic stakeholders and intervention managers involved in the planning, use and delivery of NRF; and quantitative data, including monitoring data, statements of use, project information collected by the NRU, performance information and evaluations from LSPs, and floor target performance.
- It is important to stress that whilst the study does provide rigorous findings in the ways identified, this does not remove the fact that hard, attributable evidence of the outcomes and impact of NRF on service delivery, mainstreaming or contribution to floor targets is very limited, and will remain so until further work relating to evidence collection and impact evaluation is embedded within LSPs.

Purpose of the study

- 1.1 York Consulting Limited was commissioned by the Neighbourhood Renewal Unit (NRU) within Communities and Local Government (formerly the Office of the Deputy Prime Minister (ODPM)) to conduct an independent and objective study of how the Neighbourhood Renewal Fund (NRF) contributed to neighbourhood renewal over the three years 2003–2006, looking at its impact and outcomes.
- 1.2 The aim of the study was to undertake an evaluative review of the impact and outcomes of NRF in meeting national and local priorities for neighbourhood renewal. The project had two principal objectives:
 - to generate new evidence about NRF, focusing on its role, impact, outcomes, and contribution to neighbourhood renewal

- to analyse and summarise existing monitoring data and other data concerning the use to which NRF has been put and its impact.
- 1.3 The study also involved an assessment of the additionality and value for money of NRF, through analysing the outputs and outcomes of a sample of NRF interventions.
- 1.4 The study was carried out between September 2005 and late July 2006, with some follow up work undertaken in 2007. As is frequently the case in large-scale evaluations, some time has elapsed between the investigative fieldwork taking place and the publication of the report. Although the judgements made in the report are still valid, changes in the national policy agenda should be taken into account, especially when considering our recommendations.

The Neighbourhood Renewal Fund

- 1.5 The NRF has been the principal funding mechanism deployed to drive forward the National Strategy for Neighbourhood Renewal (NSNR) at the local level. It has assisted England's 88 most deprived authorities, in collaboration with their Local Strategic Partnership (LSP), in their work to improve services and narrow the gap between deprived areas and the rest.
- 1.6 It has been for each local authority to work with fellow LSP members to agree how to use NRF in support of local priorities. The NRF was a targeted grant and could be spent in any way that would tackle deprivation in the most deprived neighbourhoods. NRF was intended to contribute towards improvement in mainstream services particularly (but not necessarily exclusively) in relation to the floor targets, local targets identified in the Local Neighbourhood Renewal Strategy (LNRS) (or broader Community Strategy) and other deprivation-related Government targets.
- 1.7 NRF was also expected to contribute to mainstreaming, or helping service providers, such as the local authority, the police, the local Primary Care Trust etc, strengthen neighbourhood renewal by making sure mainstream resources take full account of the needs of the poorest areas. This can be achieved through:
- re-allocating mainstream resources – changing spending patterns to target the most deprived areas
 - focusing policy on poorer areas
 - reshaping services to reflect local needs
 - joining-up services, programmes and targets – through inter-departmental action and multi-agency delivery
 - learning good practice from pilot projects.

- 1.8 Neighbourhood Renewal Funding has not operated in a vacuum. There have been a number of discrete initiatives delivered in the same context as NRF, using the same agencies for delivery, and in many cases, addressing the same floor targets¹. The floor targets are also part of the delivery remit of mainstream agencies such as the NHS, the police, and others. This has meant a significant amount of mainstream resource has been directed towards achieving the same or similar ends as NRF.
- 1.9 More broadly, at the time of the fieldwork there was a developing agenda, being shaped further by the Lyons Inquiry into Local Government, impacting, in particular, on the role of local authorities in the leadership of their communities, and the concept of place-shaping.
- 1.10 Because of this complex picture, it is difficult to isolate what has been achieved through NRF funded initiatives, and what has been achieved through other action. This is a theme we return to later in the report.
- 1.11 Additionally, the duty on key NRF stakeholders to participate in and deliver these other agendas may have impacted on their capacity to support and deliver NRF funded initiatives. The capacity of mainstream providers to support these initiatives is finite, in addition to their existing statutory commitments.

Overview of allocation and spend data

- 1.12 In the years 2001–2006, £1.875bn of NRF was allocated to eligible LSPs. Spending Review 2004 (SR04) made available a further £525m of NRF resources for each of the years 2006–07 and 2007–08. Details of the settlement on an annual basis are set out in Table 1.1.

Financial Year	In-Year Allocation	Cumulative Allocation
2001–02	£200m	£200m
2002–03	£300m	£500m
2003–04	£400m	£900m
2004–05	£450m	£1,350m
2005–06	£525m	£1,875m
2006–07	£525m	£2,400m
2007–08	£525m	£2,925m

- 1.13 Based on figures provided by the NRU, we have set out the estimated spend of NRF, across all LSPs, in the years where this was possible. These data are set out in Table 1.2.

¹ These include, for example, Education Action Zones, Health Action Zones, New Deal for Communities, Housing Market Pathfinders, ESF/Objective 1&2, Street Crime Initiative.

Table 1.2 NRF Spend by Year	
Financial Year	NRF Spend
2001–02	Unknown
2002–03	£297,318,976
2003–04	£422,922,668
2004–05	£454,000,246
2005–06	£90,850,604 (to end Qtr. 1)

Source: Statements of Use

- 1.14 Where possible, we have analysed the data provided by LSPs to assess the relative spend of NRF by theme. However, because of the nature of the collection process, and the level of specification required by the NRU, the data are not consistent. In most years the assessments of percentage spend by theme are in fact based on estimates, and we have indicated where this is the case in Table 1.3.

Study methodology

- 1.15 Initially the study was separated out into five discrete workstreams as follows (further details are provided in Annex 1):
- **workstream one:** analysis of overall programme spend, based on data provided through Statements of Use
 - **workstream two:** review of local level reports and information, including performance management reports, neighbourhood renewal strategies, and evaluation reports
 - **workstream three:** survey of NRF Local Strategic Partnership Co-ordinators
 - **workstream four:** case studies of fourteen LSPs, including documentary reviews, and consultations with a range of LSP staff, internal and external stakeholders
 - **workstream five:** analysis of a sample of NRF funded interventions in case study areas, involving visits to intervention managers and the review of data supplied by LSPs and managers themselves.
- 1.16 In addition, evidence from a survey undertaken by AMION Consulting has been included in the report. More information on the methodology of the AMION survey can be found at the end of this section. However, the remainder of this section refers to the principal study only.

Table 1.3 NRF Spend by Thematic Area

Year	Crime (%)	Education (%)	Employment (%)	Health (%)	Housing & Physical Environment (%)	Transport (%)	Other – LSP Admin (%)	Other – Local Priorities (%)	Other (%)
2001–02									
2002–03	20	20	11	16	9		2	17	6
2003–04									
2004–05*	19.6	18.7	11.4	15	11.6	1.5	4.6	12.6	3.3
**	Crime (%)	Education (%)	Employment (%)	Health (%)	Housing & Physical Environment (%)	Liveability (%)	LSP Support and Admin (%)	Other – cross cutting thematic activities (%)	
2005–06***	18.74	18.93	13.42	15.47	6.92	7.59	5.52	13.42	

* estimated

** changes to thematic classifications

*** estimated

Note: not all rows sum to 100% due to rounding.

Method issues

- 1.17 As the project specification clearly indicated, this study is based on a multi-method approach, using a range of qualitative data, including information from LSP co-ordinators, strategic stakeholders and from interventions managers involved in the planning, use and delivery of NRF; and quantitative data, including monitoring data, statements of use, project information collected by the NRU, performance information and evaluations from LSPs, and floor target performance.
- 1.18 We have drawn significantly on data where it exists, though this primarily feeds the descriptive element of the study – providing better intelligence at the national level on how NRF monies have been allocated and spent. We have also drawn on literature in terms of national and regional documents relating to LSPs and NRF, and LSP area/intervention evaluations where they exist, but whilst there are some good practice examples, this is generally patchy.
- 1.19 An initial review of monitoring data and literature at the national and regional level, together with the NRF LSP Co-ordinator Survey provided the starting point to consider some trends and perceptions of the outcomes and impact of NRF. The issues highlighted were then investigated in detail through the area and intervention case studies to provide more depth of understanding, and evidence to support or otherwise the views expressed.
- 1.20 For the 14 area case studies, detailed individual internal evaluation reports were produced by the study team members. This involved triangulating the views of LSP/NRF co-ordinators with a range of strategic views (across the LSP and thematic areas), and a range of existing intelligence in the form of documentation (reports, evaluations and data regarding interventions and their outputs if not outcomes), in order to develop an ‘assessment’ of case study findings, rather than a reporting of views collated. The intervention case studies have also informed the wider findings across the case studies and included evaluators’ comments/assessments. Individual area case study assessments have been checked for consistency and validity through team discussions and the overall assessment made across the case studies.
- 1.21 We undertook a range of checks to ensure that the data we collected was as robust as possible, through a process of triangulation and testing against other sources of data. As noted earlier, this included review against a range of documentary sources, including:
- Statements of Use
 - LSP documentation, including Local Neighbourhood Renewal Strategies, Community Strategies, Performance Management Reporting, and other internal documentation where possible
 - Government Office reviews of Performance Management Reviews
 - findings from the survey of NRF LSP co-ordinators

- perspectives of project managers involved in the delivery of NRF funded interventions
 - evidence of progress against floor targets
 - comments by evaluators on both stakeholder interviews and intervention reviews
 - triangulation of intervention manager consultations with LSP co-ordinators
 - individual evaluation reports, including external and internal, at a range of levels, including LSP level and intervention level.
- 1.22 We are confident that assessments made at the case study, project/ intervention level, and overall level are, through this process of triangulation, robust and rigorous.
- 1.23 The study is largely retrospective, and the views of stakeholders may be prone to a positive interpretation in the light of recent progress. Care was taken during the fieldwork to minimise this danger by encouraging respondents to consider the lifetime of NRF use, rather than simply the last year or two.
- 1.24 It is important to stress that whilst the study does provide rigorous findings in the ways identified, this does not remove the fact that hard, attributable evidence of the outcomes and impact of NRF on service delivery, mainstreaming or contribution to floor targets at an area level is very limited, and will remain so until further work relating to evidence collection and impact evaluation is embedded within LSPs.

Survey methodology (AMION Consulting)

- 1.25 In 2006, AMION Consulting undertook a review, interviewing managers of 155 NRF projects or interventions which together received over £90m NRF. Interviews were also held with the NRF co-ordinators in the 14 local authorities involved (these areas accounted for some 44% of total national NRF allocations). In 2007, attempts were made to renew contact with most of these, although this did not include the small number of projects which had in effect been small “programmes”, and comprised a number – in some cases a large number – of individual projects. 123 of the 155 were revisited.
- 1.26 The main aim of the follow-up was to explore further the role that NRF had played in relation to ‘mainstream’ services. Information was collected on whether activity was continuing beyond NRF funding and the sources of funding for any continued or potential continuation of activity. However, caution must be exercised in extrapolating these results to NRF-funded projects more generally, given that the original selection of projects was not necessarily representative of NRF spend overall; and contact was not renewed with 100% of projects. In addition, in some areas a large proportion of the projects were still continuing (to 31 March 2008) to be funded by NRF, meaning any views on whether and how the activity would continue beyond March 2008 could only be based on informed guesswork, and a few project managers felt unable to give a view.

The structure of this report

- 1.27 This report is structured to address the core research questions posed by the NRU at the outset of the evaluation process:
- in **Section 2** we discuss the purpose and planning of NRF
 - in **Section 3** we outline what NRF has been spent on – how funding has been allocated/targeted, and types of intervention supported
 - in **Section 4** we comment on who has benefited from NRF, in terms of targeted areas and groups
 - in **Section 5** we discuss what NRF has achieved in terms of outcomes and impacts, progress against floor targets, and more strategic impacts such as service delivery and partnership working
 - in **Section 6** we provide an assessment of the additionality and value for money of a sample of NRF interventions
 - in **Section 7** we provide a summative assessment of the effectiveness of NRF.

2 NRF – Purpose and planning

Section 2: Key Messages

- Stakeholder perceptions about the overarching purpose of NRF are generally in line with those set out by the NRU in that it was intended to “improve outcomes for deprived areas”, with stakeholders in most areas making explicit reference to “helping to achieve the floor targets and narrow the gap between the most and least deprived areas”.
- The over-arching objectives of NRF as perceived by stakeholders include:
 - **changing approaches to service delivery**, including:
 - joining up service delivery and multi-agency working
 - improving access to services in deprived areas
 - bending mainstream resources and services to meet needs
 - new/different ways of delivering services
 - **additional services**: filling gaps in existing services and/or enhancing in some way existing services – including kick starting/pump priming new services
 - **pilot, experiment and innovate**: this objective is closely aligned with the first two in that successful pilots and innovative approaches may support wider service delivery changes and additional services
 - **capacity building and community engagement**: again, supporting the other objectives, this theme encompasses both specific interventions designed to build capacity in the voluntary/community sectors and communities’ engagement and, more widely, the way interventions might be delivered.
- There has been a developing/changing approach to planning and allocation of NRF since the introduction of the Fund:
 - in the first two years of NRF LSPs often took a funding/project driven (rather than strategic) approach, resulting in a large number of discrete and often disparate grants/interventions being supported, impacting on the effectiveness of the fund
 - from year three onwards, more strategic approaches have been adopted in most case study areas to plan and allocate NRF.

Introduction

- 2.1 In this section we discuss stakeholder perceptions of NRF in terms of its purpose and objectives. We also discuss NRF planning and allocation processes and their effectiveness.

The purpose of NRF

- 2.2 The range of perceptions about the overarching purpose of NRF are generally in line with those set out by the NRU in that it was intended to “improve outcomes for deprived areas”, with stakeholders in most areas making explicit reference to “helping to achieve the floor targets and narrow the gap between the most and least deprived areas”.
- 2.3 Stakeholders in a small number of case study areas placed a slightly different emphasis when describing the purpose of NRF as to focus on deprived area outcomes, by incorporating deprived ‘communities’ or ‘communities of interest’ within the definition as opposed to purely addressing a geographical deprived area focus.

NRF objectives – achieving overarching goals

- 2.4 There are four very broad aspects that emerged across the research in relation to the more specific objectives of NRF:
- **changing approaches to service delivery:** facilitating, supporting and encouraging a changed approach to mainstream service delivery, incorporating re-design, re-shape and access within deprived areas (also bending services/spend), including:
 - joining up service delivery and multi-agency working
 - improving access to services in deprived areas
 - bending mainstream resources and services to meet needs
 - new/different ways of delivering services
 - **additional services:** filling gaps in existing services and/or enhancing in some way existing services – including kick starting/pump priming new services
 - **pilot, experiment and innovate:** this objective is closely aligned with the first two in that successful pilots and innovative approaches may support wider service delivery changes and additional services
 - **capacity building and community engagement:** again, supporting the other objectives, this theme encompasses both specific interventions designed to build capacity in the voluntary/community sectors and communities’ engagement and, more widely, the way interventions might be delivered.

Planning and allocation

- 2.5 There has been a developing/changing approach to planning and allocation of NRF since the introduction of the Fund. This is apparent from evidence from the *NRF LSP Co-ordinator Survey*, *fourteen area case studies* and the *literature review*.

Years one and two

2.6 It is clear that in the first two years of NRF, in all but two of the fourteen case study areas, a funding/intervention driven (rather than strategic) approach was taken, resulting in a large number of discrete and often disparate grants/interventions being supported. Key features (evident to varying degrees across the case study areas) which describe the 'outputs' of the 'funding allocation' driven approaches adopted in the first two years, include:

- project bidding/grant funded
- large number of discrete projects
- focus on the funding stream (rather than strategy)
- lack of clarity on priorities.

2.7 Respondents from the NRF LSP Co-ordinator Survey identified similar weaknesses associated with the bidding approach adopted in earlier rounds of NRF, including:

- an inability to form a truly strategic approach to funding
- the lack of transparency in how funds were allocated against priorities
- the fact that the process was being driven from the bottom up, leading to the funding of a number of interventions that were not wholly focused on the key thematic needs and issues facing deprived communities, or fitting a broader, strategic plan for the area.

Developing more strategic approaches – year three onwards

2.8 Evidence suggests that from years three or four onwards (sometimes from year two), what could be described as an increasingly more strategic approach to NRF planning and allocation appears to have been adopted across most case study areas. For example, we observed a number of key features of the developing/changing approaches that have been adopted, which indicate a general trend to more structured approaches to planning and allocation, incorporating:

- an increased focus on floor targets – this is evident across all areas
- greater awareness/use of evidence base and data
- in some areas, an increased focus on mainstreaming, sustainability and exit strategies – this is apparent in seven of the case study areas. Strategies employed include:
 - requirements at the application stage to consider sustainability
 - review of interventions for fit with strategic purpose
 - tapering of funds
 - employing brokers to support mainstreaming/sustainability
- development of more commissioning-based approaches, in four of the case study areas.

- 2.9 Despite these changing and developing approaches, there is evidence in some of the case study areas that a focus on the funding stream allocation process remained a constraint.

Key features of the developing strategic approaches

- 2.10 The literature review suggests that the more strategic approaches in the majority of LSPs still involved an allocation approach largely based around interventions/partners bidding for funding. The purpose of these interventions were principally established through a dialogue and planning within the LSP, often through individual thematic groups, so it was a focused bidding approach rather than a 'free for all', although there is evidence of the latter occurring in some LSPs.
- 2.11 A minority of LSPs were moving towards, or had already adopted, a commissioning approach, while a limited number of LSPs maintained a commissioning approach from the start. Advocates of the commissioning approach maintained that it gave an LSP more scope to identify the most significant areas of need, establish the parameters for the use of NRF to impact on those areas, and then design interventions to tackle the need. The role of service providers (including the community and voluntary sector) in the process was then to indicate how they would deliver the services needed to achieve those targets.
- 2.12 We discuss the impact of these issues later in the report.

3 What has NRF been spent on?

Section 3: Key Messages

- NRF has been used to fund a very diverse and broad range of interventions. LSPs have tended to use thematic areas as their principal means of directing funding (within identified deprived areas) with **crime, education, and health** accounting for the majority of spending.
- Within each thematic area we were able to identify at least three commonly occurring intervention types. A summary is provided in Table 3.2 – some examples include:
 - crime and community safety – **target hardening, visible policing, youth diversion and offender support**
 - education – **attainment raising, reducing exclusions, out of school activity and parental involvement**
 - health – **preventative interventions, reducing teenage pregnancy and enhancing access to services**
- NRF has also been spent on improving and enhancing service delivery more generally through the support of management and co-ordination mechanisms at neighbourhood and LSP levels.

Introduction

3.1 In Section 2 we introduced the concept of the NRF, and discussed how it was perceived by stakeholders. These perceptions are critical to an understanding of how NRF has been spent. In order to frame this evidence further, we:

- open this section with a brief discussion of how NRF funding has been allocated and targeted on a thematic basis
- go on to describe key features of the interventions included as case studies in the evaluation, and use this sample to provide an indication of the types of intervention NRF has been spent on across thematic areas.

NRF funding – allocation and targeting

3.2 NRF has been used to fund an incredibly diverse range of projects and activities. The fact that there were close to 4,000 projects funded in 2002–03, across 87 LSPs, indicates the vast range of activity that has taken place. In many cases, there is a commonality of activity across themes and therefore across LSPs. But equally, there are likely to be some activities that have taken place in individual areas that are specific to that area, and are not replicated elsewhere.

- 3.3 The flexibility of NRF means that it has been used to support both revenue and capital projects. For example, NRF has been used to support the development of capital infrastructure such as learning centres.
- 3.4 We have discussed in Section 1 the context of NRF allocation and spend from 2001–2008. Table 3.1 summarises some of the key issues for reference.

Table 3.1 Summary of Spend and Allocation Data

- In 2002–03, the largest thematic areas for NRF spend were crime and education, which both accounted for 20% of spend. Health accounted for 16%, with employment and housing/physical environment accounting for 11% and 9% respectively. Other spending accounted for a quarter of the total, including spend on local priorities.
- The estimated data for 2004–05 and 2005–06 followed broadly similar trends, with crime and education remaining the largest individual areas of thematic spend, a small rise in spend on employment, and health spending remaining relatively static.
- In 2002–03, 73% of LSP co-ordinators indicated that NRF was helping to deliver floor targets, with 23% indicating they were not.
- 39% of projects in 2002–03 were targeting young people, and 16% of projects were targeting people from a minority ethnic group (the next highest targeted group).

Thematic targeting

- 3.5 Although spatial targeting has been the primary method of targeting NRF spend (see Section 4 for more detail) it would appear that all LSPs have used thematic targeting to allocate the funding stream. Findings from the NRF LSP Co-ordinators Survey and 14 area case studies suggest that the thematic areas targeted to the greatest extent (both across NRF areas and within them in terms of allocation of NRF spend) have been **Crime, Education, Health and Environment**. **Worklessness** appeared to be increasing in importance in some case study areas, but the explicit targeting of housing and economic performance through priority setting or allocation of spend was happening only in a very small proportion of NRF areas.

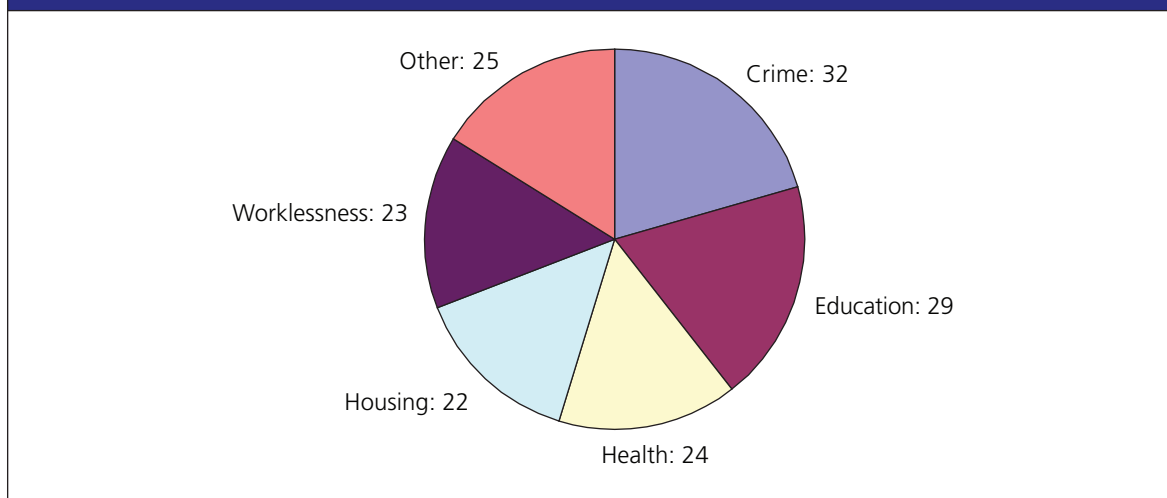
NRF interventions from case study areas

Key features of intervention case studies²

- 3.6 155 interventions were reviewed across the 14 case study areas. The total value of NRF spent across the interventions was £90.4m, with a total intervention cost of £125.3m.

² It is important to not overstate the possibility of comparing data collected through the intervention case studies, and the data commented on in **Table 3.1** above. Variations in methodology, and particularly in scale, mean that any comparisons are drawn only for the purpose of interest, rather than being firm assertions about prevailing trends

Figure 3.1 – Number of Interventions



3.7 In percentage terms the interventions were addressing the following thematic areas:

- Crime – 21%
- Education – 19%
- Housing/Environment – 14%
- Worklessness – 15%
- Health – 15%
- Community/other – 16%.

3.8 Other key features of the case study interventions include:

- 64% of interventions were led by public sector agencies (predominantly local authorities), while 31% were administered by the community and voluntary sector
- the most common group targeted by case study NRF interventions were children and young people, targeted by 31% of interventions. The next most common was 'other' (which included, for example, victims, offenders and those at risk of a particular illness) at 28.2%, followed by workless people and minority ethnic groups, both at 13%
- the need for over 83% of interventions was identified, at least in part, by the lead agency or organisation. In over 60% of cases, the need had been previously addressed but not on a sufficient scale. The lack of availability of other funding sources was cited as the reason for using NRF by over two-thirds of intervention project managers
- the vast majority of interventions involved revenue spending, with only 18% involving an element of capital expenditure. The majority were seen as providing a new activity or service with the bulk of the remainder providing an expansion or enhancement of existing services

- very few interventions involved providing a ‘continuation’ of a service – suggesting that the use of NRF to directly substitute for, or compensate for the loss of, other funding streams was limited
- a quarter of all interventions studied were felt to be testing new approaches, highlighting the important role that NRF could play as a resource to facilitate experimentation – often to inform future mainstream service delivery.

Intervention types

3.9 The most common types of intervention within thematic areas are set out in Table 3.2, below. Summaries of each thematic area then follow.

Table 3.2 Intervention Themes, Types and Activities	
Thematic Area	Intervention Types
Crime and Community Safety	<ul style="list-style-type: none"> • Target hardening • Enhancement of visible policing presence • Youth diversion activity and risk offending management • Offender support and support to victims of crime
Education	<ul style="list-style-type: none"> • Attainment raising – general • Attainment raising – targeted • Reducing exclusions • Out of school activity • Parental involvement • Improving basic skills
Housing and Environment	<ul style="list-style-type: none"> • General housing improvements • Environmental quality improvement • Action planning for local area improvements
Worklessness	<ul style="list-style-type: none"> • Advice and support for targeted groups • Advice, guidance and training • Transitional employment schemes • Support to business and enterprise
Health	<ul style="list-style-type: none"> • Preventative interventions • Reducing teenage pregnancy • Enhanced access to services • Children and young people • Groups at risk
Other/Community Development	<ul style="list-style-type: none"> • Support for community based organisations • Support for community advice and support • Community engagement activity • Awareness raising relating to racial tolerance • Neighbourhood co-ordination and management schemes • Provision of community facilities

Crime and Community Safety

- 3.10 Thirty two interventions were reviewed, with NRF expenditure ranging from £14,000 to £5.9m. Interventions under the crime and community safety theme fall into four main categories:
- target hardening – for example, providing security improvements to homes, estates and public spaces
 - enhancement of the visible presence of Police officers, Police Community Support Officers (PCSOs), and Street Wardens
 - youth diversion activities and risk offending management
 - support to offenders and victims of crime.
- 3.11 The overall beneficiaries of all these activities have been the communities in which they have been delivered and where they have contributed to a reduction in crime and/or the fear of crime. However, there are also related impacts including outcomes for young people in terms of their educational and employment prospects, and the positive impact that reduction in crime would have on the elderly, where the fear of crime is considered to be a cause of mental ill health and stress.

Education

- 3.12 Twenty nine interventions focusing on education were reviewed, with the amount of NRF ranging from £34,000 to £4.63m. Interventions under the education theme fall into six main categories:
- general attainment raising – comprising a large of number of projects targeted at each school Key Stage – from KS1 to KS4. Particular focus is given to attainment in Maths, English and Reading at all levels as well as attainment at GCSE
 - targeted attainment raising – specifically targeted on raising attainment in key groups experiencing difficulties in mainstream education
 - reducing exclusions
 - out of school activities
 - parental involvement
 - basic skills.

Health

- 3.13 Twenty four interventions were reviewed, with NRF expenditure ranging from £22,100 to £1.507m. Interventions under the health theme fall into six main categories:
- preventative services – targeting in particular: individuals requiring exercise, smokers, obese adults and adults at risk of heart disease
 - reducing teenage pregnancies

- enhanced access to services
- children and young people – including pre- and post-school meal clubs, and encouraging healthier lifestyles centred round improved diet and exercise
- groups at risk – targeted on marginal groups at risk of illness due to their being overlooked by mainstream healthcare services, or typical reluctance to seek assistance
- other types of preventative interventions.

Housing and Environment

3.14 Twenty two interventions were reviewed, with NRF expenditure ranging from £48,000 to £4.136m. Interventions under the housing and environment theme (including liveability) fall into three main categories:

- general housing issues – including improvements to properties, advice on general housing issues (including energy efficiency etc.), housing strategy development, reducing numbers of empty properties and increased home ownership
- environmental quality improvement
- action planning for local area improvements.

Worklessness

3.15 Twenty three interventions were reviewed, with NRF expenditure ranging from £25,000 to £2.94m. Interventions under the worklessness theme fall into four main categories:

- advice and support for targeted groups – often including those classed as hard to reach. In some cases this has involved Jobcentre Plus in outreach work
- advice, guidance and training
- transitional employment schemes
- support to business and enterprise.

Other/Community Development

3.16 Twenty five interventions were reviewed, with NRF expenditure ranging from £30,000 to £740,000.

3.17 The focus of most of the interventions fall under the following themes:

- support for community-based organisations, such as a refugee forum or group of organisations involved in services for the disabled
- support for community advice and support, including advice on training or benefits, and assistance with mediation
- activity that seeks to further community engagement

- support for raising awareness on race issues
- neighbourhood co-ordination/management and/or information, comprising interventions that offer co-ordination across the LA area or within a single or limited number of neighbourhoods (often defined as Neighbourhood Renewal areas)
- assistance for the provision of community facilities.

Spending on General Delivery

3.18 NRF has also been used by LSPs to fund the improvement of service delivery more generally, with three types of generic activity:

- neighbourhood engagement/action planning
- LSP specific support – staffing, research, evaluation
- engaging/building the capacity of partners (especially in the community and voluntary sector).

3.19 Some examples of LSP delivery projects are set out below:

Intervention Examples: LSP Delivery Driver Support

- One LSP, as part of work to underpin the Local Neighbourhood Renewal Strategy, also undertook a Locality Costing Exercise – designed to analyse the level of resources being spent by individual partners across Neighbourhood Renewal areas.
- One LSP sub-contracted the management of their NRF programme to consultants.
- In one case study LSP a Service Level Agreement was agreed with the local authority's Strategic Investment Unit, which provided all of the monitoring information relating to the performance of NRF.
- In another case study area the LSP commissioned the development of a Local Information System, which aimed to make data analysis more simple, consistent and timely.

4 Who has benefited from NRF?

Section 4: Key Messages

- There is very limited data available to evidence outcomes at a local level. Therefore comment on who has benefited from NRF is based on how funds have been targeted and stakeholder perceptions of the outcomes arising.
- Stakeholders perceived that NRF interventions were resulting in a range of beneficial outcomes for the deprived areas in which the Fund has been spent, and for specifically targeted groups, including children and young people, minority ethnic groups, people with disabilities, and the elderly, amongst others.
- Stakeholders also cited benefits for key communities of interest through NRF interventions funding community infrastructure activities, enabling communities to engage more effectively in the regeneration process.

Introduction

- 4.1 In this Section we focus on identifying who has benefited from NRF, in relation to targeted areas and targeted groups.
- 4.2 The literature review produced limited evidence of outcomes from NRF, partly due to the nature of the documentation that was available. The majority of the documentation was of a performance management style, focusing on targets and outputs, rather than outcomes, especially those related to the changes in the ways that things have been done, rather than changes to those things per se.
- 4.3 As a result, this section focuses in particular on the findings which emerged from the *area and intervention case study process*, which enabled us to probe the perceptions of LSP stakeholders of the outcomes and benefits both intended and achieved, in order to comment on who has benefited from NRF.

Who has benefited? – areas

- 4.4 The findings of the literature review, area case studies and NRF LSP Co-ordinator Survey indicate that NRF has been largely targeted on deprived areas. In some LSP areas this targeting is not exclusive, and NRF has also been extended beyond deprived areas. There are a number of reasons for this:
- the literature review suggests that where NRF is being spent on infrastructural projects such as neighbourhood management, or co-ordinating posts within service delivery organisations, it is often difficult

to separate out the focus on deprived areas. The strategic nature of some of these interventions, and the whole area-based nature of some of the agencies involved in delivery, meant that it was more practical to deliver across all areas. Often in these cases NRF was being used in conjunction with another funding stream

- some areas identified specific ‘communities of interest’ to target – such communities do not fall neatly into geographical boundaries, perhaps overlapping into wards or super output areas slightly outside the most deprived areas
- a minority of case study areas identified ‘political’ reasons for including some non-deprived areas within the NRF fold. For example, the levels of deprivation vary only slightly between some areas, and to provide a sense of equity those lying outside have been included
- in some instances (four of the area case studies), the wards or areas that are not part of the most deprived 10% (according to the Index of Multiple Deprivation) form a very small proportion of the total area. For example, one ward out of 20 in one LSP area might fall outside the 10%. In the interests of balance, some LSPs therefore decided to include these areas within the spatial targeting of NRF.

4.5 Amongst the twelve area case studies that do explicitly target deprived areas:

- four explicitly and exclusively target deprived areas
- four do so because “the majority of the area is deprived”
- four explicitly target deprived areas but not exclusively;

Deprived area outcomes

4.6 Many of the case study areas did not articulate outcomes explicitly in terms of deprived areas. The purpose of NRF, in addressing the needs of the most deprived neighbourhoods, has implicitly demanded that outcomes have been delivered for those areas, and therefore all of the outcomes we discuss in this and the following section (in relation to targeted groups, service delivery, and partnership working) are essentially outcomes for deprived areas.

4.7 Two case study LSPs explicitly reported that, as a result of spending in priority neighbourhoods, NRF had helped to realise a number of specific outcomes, as shown in Table 4.1, below.

Table 4.1 LSP Reported Outcomes in Deprived Areas**Thematic Outcomes**

- reduced fear of crime and improved feelings of safety of residents in high crime areas
- increased public confidence in the criminal justice system
- reduction in burglaries and repeat victimisation
- reduced levels of smoking
- reduced levels of teenage pregnancies
- improved attainment at GCSE level
- local employment creation
- improvements to the physical environment

Non-thematic outcomes

- increase in resident engagement and social cohesion
- improvements in partnership working
- increased ownership and community capital
- improvements in quality of life
- improved access to services
- changes in the attitudes and perceptions of local people.

Who has benefited? – specific groups

4.8 The literature review indicates that the targeting of specific groups has been a common approach by LSPs, a finding supported by the survey of LSP coordinators and in some of the case study LSPs. Table 4.2 illustrates below.

Table 4.2 Focus on Specific Groups

Priority Group	Coordinators Indicating Group a Priority
Residents in deprived areas	94%
Children and Young People	90%
Minority Ethnic Groups	68%
Older People	53%
People with a disability	38%
Refugees/Asylum seekers	35%
Business people in deprived areas	30%
Faith groups	13%
Gypsies and travellers	9%
Residents in non-deprived areas	9%
People in rural areas	4%

Source: Survey of LSP Coordinators

- 4.9 In some cases this may be ascribed to a general philosophy adopted by the LSP, for example, one LSP had a generic focus on vulnerable young people, the elderly, and minority ethnic communities. The evidence from the fourteen area case studies suggests that whilst particular groups might have been identified as priorities, explicit targeting of NRF on specific groups at a strategic level (ie as a strategic objective) was less apparent.
- 4.10 Some LSPs targeted specific groups based on an understanding of needs and underpinned by evidence. In the most sophisticated examples of this approach some LSPs analysed the needs of specific groups within individual areas and within individual thematic areas, rather than simply identifying specific groups as being in need across the piece. However, the evidence from the literature review did not indicate that this approach was widespread, rather that it was practiced by a small selection of LSPs.

Targeted groups outcomes

- 4.11 The literature review produced mainly anecdotal evidence referring to outputs of projects which related to a range of targeted groups, including minority ethnic groups, people with disabilities, the young, elderly etc.
- 4.12 As Table 4.2 shows, the survey of LSP co-ordinators indicated that the most commonly targeted groups for NRF were residents in deprived areas, children and young people, and minority ethnic groups. The area case studies provide a range of qualitative examples of interventions focusing on these groups, and some of these are set out in the box below. Broadly speaking however, LSPs were not collecting and collating data relating to outcomes and impacts on specific groups, even where targeted.

Improving Educational Attainment of Under-Achieving Ethnic Minority Pupils intervention

This intervention targeted more than 1,300 pupils and demonstrated the following achievements:

- i. strategic support for clusters of primary schools to raise the achievement of targeted underperforming pupils
- ii. development of parental involvement and mentoring schemes, with a focus on Turkish and Kurdish parents
- iii. training of teachers in Orthodox Jewish schools to recognise pupils with special educational needs
- iv. positive impact on the overall school results for Caribbean heritage and Turkish speaking students.

Addressing Mild to Moderate Mental Health Issues intervention

This intervention promoted talking therapies and counselling in community settings and to community groups who had not previously accessed them. In 2005–06 the services were accessed by approximately 100 Orthodox Jewish people, 300 Kurds and around 300 African and Caribbeans.

- 4.13 In addition to these direct interventions, NRF has also been used to fund community infrastructure for minority ethnic and community and voluntary sector groups across a number of the case study areas, thus enabling enhanced participation and a better understanding of the needs of such groups.

BME Alliance intervention

Funding the representation of the interests of minority ethnic communities at strategic levels to influence and contribute to policy so that services are appropriately aligned to needs and aspirations.

Building Capacity of Disability Organisations intervention

NRF has been used to increase and improve the participation in local and strategic decision making processes of local disabled people and their representative organisations, particularly those from minority ethnic communities.

Multi-Faith co-ordinator/forum and a Refugees Communities Forum intervention

Providing a network for faith communities and refugee communities to discuss issues, a mechanism for representation at the LSP level, and improving social cohesion between a range of faith groups.

Children and Young People Participation intervention

Projects aimed at encouraging children and young people to engage with the work of LSPs and regeneration activities both in their area, and directly affecting them as a community of interest.

- 4.14 As a result of these changes, there has been a direct influence on service delivery in a number of statutory agencies involved in delivering services to these communities of interest. Positive outcomes are cited by stakeholders in terms of improving social cohesion and increasing engagement and participation in regeneration for specific communities and the community and voluntary sector in general.

5 What has NRF funded activity achieved?

Section 5: Key Messages

- There is limited evidence of outcomes and impacts of NRF funded activities at the local level. Therefore comments on NRF achievements in terms of outputs, outcomes and impacts draw primarily on stakeholder perceptions.
- There is a range of self-reported outputs, outcomes and impacts identified, though it should be noted that many of these are intended and not actual, assessed or attributed outcomes and impacts. Full details are provided in Annex 2 – some examples include:
 - **crime and community safety:**
 - **outputs:** security upgrades, residents advice, uniformed presence
 - **outcomes:** public reassurance, improved police relations
 - **impacts:** reduced fear of crime, reduction in youth offences, and re-offending
 - **education:**
 - **outputs:** pupil/teacher support, volunteer involvement
 - **outcomes:** improved behaviour, self-esteem and teacher skills
 - **impacts:** increased attainment, reduced exclusion
 - **health:**
 - **outputs:** advice on health issues, referrals and access to services
 - **outcomes:** increased awareness, physical activity, healthy living
 - **impacts:** improved mental health, increased life expectancy
 - **housing and equipment:**
 - **outputs:** property improvements, environmental clean-ups
 - **outcomes:** improved tenancy, quality of life, satisfaction with area
 - **impacts:** improved liveability, quality of environment
 - **worklessness:**
 - **outputs:** information and advice, job training, work placements
 - **outcomes:** people into employment, more business start ups
 - **impacts:** increased employment rate and economic activity

- These outputs and outcomes, together with LSP coordinator and strategic stakeholder perceptions and the literature review, suggest there have been some key achievements from NRF activities on a target group, deprived area and intervention basis. However, measurable impact in terms of the strategic/ area wide or programme level is less evident.
- While stakeholders were generally positive in their assessment of how NRF has helped to meet floor targets and narrow the gap, there was a strong view that given the scale and size of NRF, the potential impact of the Fund on these issues was highly unlikely to be significant (especially in the context of the size of mainstream budgets).
- The research findings suggest that NRF has achieved an impact on the delivery of services, including:
 - an increased focus on deprived areas
 - an increase in the volume and accessibility of services
 - development/maintenance of infrastructure to improve service delivery
 - the testing of new ideas and changing the way services are delivered
 - the opportunity to mainstream interventions once tested.
- However, there is limited evidence of the re-aligning and re-allocating of mainstream budgets as a result of NRF.
- Strong and/or improved partnership working was seen as a key achievement of NRF both in terms of planning approaches to deprivation, and delivering interventions/services.

Introduction

- 5.1 In Sections Three and Four we considered NRF spending in terms of allocation and targeting of spend (including by theme), intervention types, and benefits for deprived areas and target groups. In this section we focus more specifically on NRF achievements in relation to:
- outputs, outcomes and impacts across thematic areas
 - contribution to floor targets and narrowing the gap
 - service delivery outcomes (including commentary on mainstreaming)
 - partnership working outcomes.

Thematic interventions – outputs, outcomes and impacts

- 5.2 In this sub-section we use the case study interventions to act as a proxy indicator of the types of outputs, outcomes and impacts achieved through NRF across all LSPs. While we cannot state with certainty that the analysis

presented below is representative of the whole LSP population, we would regard it as strongly indicative of the outputs and outcomes intended therein.

- 5.3 While intervention managers were confident in identifying a range of outputs that they either had achieved, or anticipated being achieved, through their activity, the evidencing of outcomes and impacts was more limited. Where intervention managers or documents have identified and claim to be making progress towards outcomes, they were not always able to evidence these claims³. Both the outcomes and impacts reported in the following therefore are primarily based on the perceptions of intervention managers as opposed to evidenced based assessments.
- 5.4 A final point to note in relation to outcomes and, to a more significant extent, impacts are the difficulties in attributing any outcomes/impacts identified to specific NRF interventions themselves as opposed to other exogenous factors (such as changes in policing or wider social/economic trends).

Intervention outputs

- 5.5 Based on a sample of 142 of the interventions reviewed, one third indicated that they were expecting to generate five discrete outputs through their interventions. 18% indicated they were expecting to deliver one output, with 49% delivering between two and four outputs.
- 5.6 In the following paragraphs we summarise some of the outputs identified across thematic areas. A fuller breakdown of the data collected through the intervention case studies is supplied at Annex 2.

Crime and Community Safety

- 5.7 Outputs in the crime and community safety theme reflect the physical nature of the activities discussed earlier in this report. These have included:
- security upgrades:
 - to homes, including the fitting of security devices such as alarms, smoke alarms, window locks, and improved gating
 - to areas, including the gating off of alleys and improved lighting
 - advice to residents on improving security in the home
 - the engagement of young people in diversionary activities
 - additional uniformed presence in neighbourhoods, through Police Community Support Officers (PCSOs), Street Wardens, and in some cases additional police officers
 - support to offenders and victims of crime.

³ It is also clear that there remains some confusion over the difference between outputs and outcomes, with some interventions describing the former as the latter.

Education

- 5.8 Outputs in the education theme are less tangible than those in crime and community safety, and have mainly consisted of 'support' to pupils and teachers. In the case of out-of-school activities and parental involvement, there is harder evidence of the involvement of organisations in delivering activities, including the involvement of volunteers, and the referral of parents to learning programmes.
- 5.9 In the case of subject specific support such as basic skills, there is evidence of learners receiving basic skills training and/or support.

Health

- 5.10 Health outputs are more tangible than those in the education theme, and are more consistent and comparable with the types of output generated from activities in the crime and community safety thematic area. They have included:
- people, including those at risk, receiving advice on health issues and active preventative support
 - referrals and access to services/activity – physiotherapy, contraceptive services, mental health services, advice on family planning
 - young people in receipt of meals through breakfast clubs
 - increase in attendance at swimming pools.

Housing and Environment

- 5.11 Outputs in the housing and environment theme have included:
- improvements to properties
 - environmental clean-ups, including the removal of waste, environmental enforcement orders served, and fly tipping offences prosecuted.

Worklessness

- 5.12 The outputs generated by interventions in the worklessness theme are similar to those evidenced in education, with a considerable emphasis on the provision of information, advice and guidance. This extends to businesses, and enterprise education.
- 5.13 In addition, some of the intervention approaches we have noted above have resulted in beneficiaries entering job training schemes, work placements or actual employment, although there was limited evidence as to the sustainability of these outputs at the time of the fieldwork. A number of interventions noted the creation of business and social enterprise start-ups, and people gaining qualifications.

Other/Community Development

- 5.14 Because of the nature of the interventions delivered in this area, the outputs generated are the least tangible of all those we have discussed. They

include support to community based organisations, and the development of community infrastructure.

Intervention outcomes and impacts

5.15 Table 5.1 summarises some of the outcomes and impacts cited by intervention managers by theme. Further detail on intended and actual outcomes and impacts is supplied in Annex 2.

Table 5.1 Intervention Case Studies – Intended Outcomes and Impacts		
	Outcomes/Benefits	Impacts
Crime and Community Safety	<ul style="list-style-type: none"> • Public reassurance and trust • Improved relationships with police • Empowering young people • Opportunities for young people 	<ul style="list-style-type: none"> • Reduced fear of crime • Reduced re-offending young offenders • Reduced reported crime • Reduced domestic burglary
Education	<ul style="list-style-type: none"> • Improved behaviour, self-esteem, enthusiasm, aspirations • Increased confidence & engagement of parents • Enhanced teacher skills and opportunities • Culture change – more focused learning culture 	<ul style="list-style-type: none"> • Increased attainment • Reduced exclusion
Health	<ul style="list-style-type: none"> • Take up of physical activity & healthy living • Increased awareness, eg healthy living, sexual relationships • Training of employees • Pupils' concentration improved 	<ul style="list-style-type: none"> • Reduced teenage pregnancy • Reduced morbidity • Increased life expectancy • Improved mental health
Housing and Environment	<ul style="list-style-type: none"> • Improved tenancy management • Improvement in private rented accommodation • Increased confidence in LA environmental services • Physical improvements to stock/areas 	<ul style="list-style-type: none"> • Community satisfaction with area • Improved liveability • Improved quality of environment • Improved quality of life
Worklessness	<ul style="list-style-type: none"> • Development of social enterprises • Positive attitude to self-employment • Employment rates improving • Increased business start-ups 	<ul style="list-style-type: none"> • Increased employment rate
Other/Community	<ul style="list-style-type: none"> • Improvements in community infrastructure, capacity, cohesion • Rise in sense of well-being, self-esteem, pride in area • Policy and practice in schools on racism • Higher levels of demand for services 	<ul style="list-style-type: none"> • Increased engagement of community in participation

Crime and Community Safety

- 5.16 The impact of interventions in this theme is particularly difficult to assess, given the challenge of attributing impact to specific activity, especially in an area where there have been changes in policing methods. However, one or two individual activities were able to monitor the direct impact of their projects on the activities of their target group; an example is given in the box below.

Youth Diversion

An intervention providing intensive support to over 100 young people at risk of offending in two priority areas resulted in:

- a 75% reduction in the number of offences committed by those young people
- a 55% reduction in the number of occasions they were involved with the police.

- 5.17 Many other interventions, particularly those concerned with increased and visible policing or those relating to offender management, monitored a favourable change in the crime statistics for the area in which the intervention was taking place, and to which they believed the intervention contributed. For example:
- a 23% reduction in reported youth crime and a 5% reduction in the re-offending rate was reported in one area
 - a 15% reduction in domestic burglary and a 25% reduction in robbery and vehicle crime was reported in the area of another offender management intervention
 - a 22% reduction in crime was reported in areas where increased policing had been operating
 - an 8% reduction in total crime across the LA area was reported in another area where the visible presence had been increased.
- 5.18 However, again, caution needs to be exercised in assessing the impact of the interventions, given that it is not possible to determine, without very detailed work⁴, the extent to which other exogenous factors, (such as changes in policing or wider social/economic trends) will also have been responsible.
- 5.19 The main **non-quantifiable** benefit cited by intervention managers was the reduction in the fear of crime. But other significant benefits included:
- public reassurance and trust, eg in wardens
 - improved relationships with the police, and a route into the police force, eg for PCSOs
 - the empowering of young people, provision of opportunities for them and spin-off benefits for the whole families.

⁴ For example, mapping of other funding/initiatives relating to the thematic area, and their disaggregation from the impacts of NRF projects.

- 5.20 In terms of **unexpected** outcomes, there were positive references to higher than expected levels of take-up as a factor in the success of interventions. There was also evidence of pressure from other parts of the area outside the scope of NRF interventions to introduce similar services, street wardens, for example.

Education Impacts

- 5.21 The contribution to wider impact on educational attainment standards is more difficult to assess, partly because of the difficulties of attribution and partly also because the impact of many interventions was not apparent at the time the analysis was being undertaken.
- 5.22 However, in some areas NRF-funded interventions were believed to be contributing to improved results. These include, for example:
- English KS2 level 4 results improving to 70% in 2005 (63% in 2003, 70% in 2004)
 - Maths KS2 level 4 results improving to 65% in 2005 (59% in 2003, 65% in 2004)
 - a reduction in the number of schools achieving below 60% in English KS2 level 4 from 13 in 2003 to 8 in 2005
 - an increase in pupils achieving 5+ GCSE at A*-C from 39% in 2003, to 45% in 2004 and to 47.5% in 2005
 - an increase in 5+ GCSEs from 38% to 43% (2004–2005)
 - a decrease in pupils leaving school with no qualifications from 7% to 5% (2004–2005).
- 5.23 There were a number of **non-quantifiable** benefits that were cited by several interventions. These focused on:
- improved behaviour, increased self-esteem, enthusiasm and aspirations of pupils
 - increased confidence and engagement on the part of parents
 - enhanced teacher skills and opportunities
 - a culture change – a more focused learning culture and more focus on school performance
 - a more strategic approach by the LEA.
- 5.24 There were relatively few **unexpected outcomes**, but those cited included improvements in parental attitudes and changing attitudes among teachers. One intervention pointed out that 20% of the delivery staff had gone on to train as teachers, with the intervention serving as a useful recruiting ground.

Health Impacts

- 5.25 The time-lag between interventions and outcomes, as well as the difficulties in attributing impact to intervention, make it particularly difficult to measure the impacts of health interventions. The only area relevant to these interventions in which impact could be expected to be measurable at an early stage is in reduced rates of teenage conception. In only one intervention was this being measured at the time of the fieldwork, and there are issues over the reliability of the baseline data.
- 5.26 The **non-quantifiable** benefits reported by managers of interventions include:
- increased take-up of physical activity and healthy living
 - increased awareness of issues including, for example, healthy living and sexual relationships
 - raised awareness of the significance of patients' cultural backgrounds and needs
 - increased partnership working amongst health agencies
 - increased training of health-related employees
 - improvements in pupils' concentration
 - a reduction in anti-social behaviour as a result of diversionary activity.
- 5.27 In terms of **unexpected** outcomes, these included attracting a wider group of beneficiaries than envisaged and a high degree of media interest. A desire amongst beneficiaries to access further health-related training was also reported.

Housing and Environment

- 5.28 The most relevant overall measurement of impact in this theme is local community satisfaction, although in the case study interventions there was limited measurement at the time of the fieldwork. However, in one case study area, a 7% increase in satisfaction was identified.
- 5.29 A number of interviewees also cited as **not readily quantifiable benefits**:
- improved tenancy management by landlords
 - an overall improvement in private rented accommodation
 - improved quality of life and good neighbourliness
 - improved satisfaction with the area and increased confidence in LA environmental services.
- 5.30 A number of **unexpected** outcomes were cited, which were mainly positive, including:
- the level of take-up of home ownership services

- residents taking ownership of activity
- a keenness on the part of the police to work with wardens
- physical improvements eg gates remaining in place
- increased partnership working on other issues.

Worklessness Impacts

5.31 Of all the themes in which NRF has been used, the outcomes are easiest to assess in this area, primarily in terms of people accessing employment. Respondents were not, however, able to point to changes in, for example, the rate of unemployment in targeted areas, which might demonstrate an 'impact contribution' from the intervention – albeit one for which there could be no clear attribution, given other interventions and the economic environment at the time.

5.32 A number of interviewees cited, as **non-quantifiable benefits**:

- the benefits to local employers, in terms of impact on recruitment procedures;
- increased competitiveness of existing businesses;
- the development of social enterprises; and
- a positive attitude to self-employment.

5.33 In terms of **unexpected** outcomes, managers cited:

- the level of interest in self-employment; and
- unexpected levels of innovation being shown.

Other/Community Development Impacts

5.34 The direct impacts of these interventions are difficult to measure and there has been limited evidence from case studies.

5.35 A number of **non-quantifiable benefits** related to the development of community infrastructure, capacity and cohesion were however noted by interviewees. At an individual level, the main benefits noted were an increase in well-being, self-esteem and pride in the area. Other benefits include changes of policy and practice in schools on racism.

5.36 A number of **unexpected outcomes** were also identified. These included higher levels of demand for services, together with increased communication and awareness of issues.

Cross-Thematic Impacts

5.37 As part of the intervention case studies, managers were asked to indicate how their intervention impacted on thematic areas other than their own. For example, an intervention in the education field, addressing attainment through healthy eating and breakfast clubs, may have an impact on outputs

and progress in the health thematic area. It should be emphasised that the data resulting from this process are perception based, with consultees asked to score the impact across other thematic areas on a scale of zero to five (with five being the highest possible impact). Table 5.2 below illustrates the mean results across all interventions.

	Crime	Education	Health	Housing/ Environment	Worklessness
Crime	–	1.91	2.21	2.55	1.45
Education	1.96	–	2.03	0.78	2.07
Health	0.38	1.73	–	0.85	0.77
Housing/ Environment	2.57	1.21	1.71	–	1.10
Worklessness	1.67	2.71	2.30	1.05	–
Other	2.06	2.59	2.88	2.24	2.33

5.38 As the table shows, there are significant areas of cross-thematic impact for most of the thematic areas, although health is an area which does not, as an originating theme, provide a considerable degree of cross-thematic impact.

NRF's contribution to floor targets and narrowing the gap

5.39 The ability of this study to provide a reasonable assessment of the contribution of NRF interventions to wider strategic outcomes, including national floor targets and more locally driven targets is constrained by a number of factors, as outlined below:

- **weak or limited evaluation at the local level** – the extent to which LSPs themselves have drawn together an assessment of overall achievements across the range of NRF interventions at an area level was relatively limited
- **disparate/discrete nature of interventions** – the disparate range of discrete NRF interventions that were delivered through NRF particularly in the first two or three years of delivery. Interventions, whilst sometimes having clearly defined outputs individually, have generally not been integrated within a broader framework of strategic outcomes
- **attribution** – for some of the more 'direct' interventions links can be made in some way to floor targets at least in terms of intentions, if not in terms of hard, assessed outcomes. Some NRF interventions, however, cannot be considered as having such a direct link, for example those that have been more preventative, infrastructural or, occasionally, cross-thematic. This does not mean that these activities have not been of potential benefit in contributing to floor targets either in the longer term or by addressing some of the key barriers associated with addressing floor

targets. However, given the lack of assessed outcomes, research and links being made at the local level, it is not possible to comment one way or the other on whether this has been achieved

- **causality** – even if a better evidence base was in place to assess individual and area wide achievements for NRF interventions there are some fundamental causality constraints, which limit the extent to which the NRF specific impact can be measured or attributed⁵.

5.40 This means that whilst it remains critical that floor targets and other local targets are maintained as the context within which achievements are assessed (or at least the guiding reference point), the ability to comment on the contribution of NRF interventions towards positive progress against targets is severely limited.

Table 5.3 Floor Target Progress Summary – Case Studies

Floor Target	Is the Case Study Average performance better than NRF Local Authorities average performance?	Is the Case Study Average performance better than England average performance?	Has the gap been narrowed between Case Study areas and non-NRF areas?	How much has the gap narrowed?
Employment Rate	Yes	Yes	Yes	1.4%
Burglaries	Yes	Yes	Yes	10.3 per 1,000 households
Robberies	Yes	Yes	Yes	1.5 per 1,000 population
Vehicle Crime	Yes	Yes	Yes	9.4 per 1,000 population
GCSEs 5+, A*-C	Yes	Yes	Yes	3.7%
English L5 at KS3	Yes	Yes	Yes	0.3%
Maths L5 at KS3	Yes	Yes	Yes	2.9%
Science L5 at KS3	Yes	Yes	Yes	2.4%
Male life expectancy	Yes	Yes	Yes	0.2 yrs
Female life expectancy	Same	Yes	No, static	-
Conception rate	Yes	Yes	Yes	0.6 per 1,000 females, aged 15–17
Circulatory disease	No	Yes	Yes	1.7 per 100,000 pop.
Road casualties	Yes	Yes	Yes	0.6 per 1,000 pop.

⁵ There is a common perception that increased resources to tackle a problem will, if effectively utilised, improve the problem. Obtaining sound evidence that this is the case is not always possible, and in some instances it is possible to observe that additional resources are invested and the level of the problem in fact increases.

Progress against floor targets in case study LSPs

- 5.41 A summary table of floor target performance in the area case studies is set out in Table 5.3, and as stressed above, it is critical to understand that this analysis does not comprise an assessment of the effectiveness of NRF spend at the national level. The data show that, generally, the case study areas are performing better against the majority of Floor Targets than the average local authority area, and the average NRF authority⁶.

NRF contribution to floor targets

- 5.42 The outputs and outcomes reported earlier in this section, together with LSP co-ordinator and strategic stakeholder perceptions and the literature review, suggest that there have been some key achievements from NRF activities on a target group, deprived area and intervention basis. However, measurable impact in terms of strategic/area wide or programme levels is less evident. Given the paucity of clear assessed achievements linked to wider area outcomes or national/local targets, it is not possible to say with any certainty the extent to which the diverse range of activity funded through NRF has resulted in measurable achievements at the area wide level.
- 5.43 The findings of the research are, however, broadly positive that NRF has contributed to some extent to the achievement of floor targets and narrowing the gap. Stakeholder perceptions from the fourteen area case studies suggest that NRF interventions were making some contribution to progress against floor targets, with positive, although not universally so, views expressed across thirteen areas:
- stakeholders in two areas considered the contribution of NRF to meeting Floor Targets especially significant
 - in other areas, comments were generally couched in terms of “some positive contributions”, “on balance yielding positive results”, “probably helped”
 - one notable comment was that there were “benefits to local people/ individuals but unlikely to be a significant, wider area impact”
 - in only one area did stakeholders feel the contribution was “limited, if any”. This instance was very much linked to the weak strategic approach taken in that area, and did not take into account the potential contribution/value of specific interventions in local areas and for target groups.
- 5.44 Some stakeholders highlighted the limited effectiveness of early rounds of planning and allocation in terms of targeting on floor targets and wider strategic outcomes, as an influence on the extent to which NRF might have contributed to floor target progress at the time of the fieldwork.

⁶ The case study areas were selected based on the largest grants of NRF over the lifetime of the Fund. Therefore comparisons between the case studies themselves are robust. Comparisons between the case study areas and the England NRF average should, however, be treated with some caution as a result of the selection process.

- 5.45 Even with more effective strategic approaches to evidence-based planning being developed in some areas there was a strong view that the contribution of NRF at programme level on Floor Targets and narrowing the gap between the best and worst performing areas was highly unlikely to be (and should not be expected to be) significant given the scale and size of NRF interventions, compared to the more significant influence of large mainstream budgets and other funding.

NRF contribution to narrowing the gap

- 5.46 Whilst two-fifths of LSP co-ordinators responding to the survey judged that NRF was making a significant contribution towards narrowing the gap between the most deprived areas and the rest, one-half judged that NRF had made a limited contribution to narrowing the gap. In some cases this appears to be a result simply of the massive challenges that LSPs faced in trying to narrow the gap across the whole range of thematic areas. In other cases more localised problems applied, such as the ability of partners to 'get to grips' with the concept.
- 5.47 A number of LSPs also raised concerns that, although the flexible nature of NRF was one of its greatest assets, time constraints relating to the availability of funding and the ability to plan ahead impacted on their ability to achieve.

Service delivery outcomes

- 5.48 Our findings indicate that, in addition to the thematic and floor target related outcomes discussed above, NRF has also had a distinct impact in more strategic and value-added areas such as service delivery, including:
- an increased focus on deprived areas
 - an increase in the volume of services offered and improved accessibility of services in deprived areas
 - the development and maintenance of infrastructure to improve service delivery
 - the testing of new ideas and changing the way in which services are delivered
 - the opportunity to mainstream interventions once tested.

Focus on deprived areas

- 5.49 The vast majority of LSPs were focusing NRF explicitly and solely on deprived areas and the value of a protected and dedicated fund for addressing such areas was seen as high by LSPs.

Volume and accessibility of services in deprived areas

- 5.50 The volume of services delivered in deprived areas increased through the use of NRF, with funding being used to, for example:

- provide increased numbers of PCSOs, target hardening initiatives, and other schemes aimed at improving community safety
- support the Healthy Schools agenda, by supporting breakfast clubs and after-school activities
- support more intensive cleaning of the built environment in deprived areas.

5.51 Clearly, the presence of a significant additional funding stream has enabled LSPs to commission and deliver more services. For example, in one LSP interviewees consistently expressed the view that without NRF they would not have been able to commission the same level of services and thus to make the same gains achieved in terms of outcomes, impacts and narrowing the gap.

5.52 NRF resulted in services being more accessible to a range of people, including hard to reach groups, across deprived areas. Some examples from the case studies include:

- NRF was used to fund an intervention identifying the support available for diabetics, and to work with existing support groups to improve the level of support
- NRF was used to fund a number of interventions in the worklessness thematic area by extending Jobcentre Plus services to hard to reach groups;

5.53 87% of LSP co-ordinators agreed that NRF funded activity resulted in improved access to services in deprived areas.

Substitution

5.54 One aspect of the use of the Fund which the study was asked to consider, in particular through the area case studies, was the extent to which NRF might be substituting for mainstream funding. The context within which NRF has been delivered in local areas means that it is difficult to be clear about the definition of 'substitution'. Stakeholders' perceptions from the fourteen area case studies and evidence from the intervention case studies suggests that there was no significant evidence of substitution, though it may have been apparent in the earlier years of NRF in some areas, and it is likely to have occurred in some instances.

Development of infrastructure and better use of information

5.55 NRF enabled partners in neighbourhood renewal to develop infrastructure in order to enhance delivery and co-ordination, for example:

- **Crime Partnership Analysts** – embedded within the police force, to improve understanding of crime hotspots and deploy resources more effectively

- **BME Alliance** – funding the representation of the interests of minority ethnic groups at strategic levels to influence and contribute to policy so that services are aligned to meet their particular needs
- **Local Information Systems** – gathering and analysing data on local needs in a more comprehensive and strategic way.

5.56 NRF has also been used to support a range of neighbourhood management models, and improve co-ordination – 81% of LSP co-ordinators agreed that services were being delivered in a more joined-up way.

Testing of new ideas and changing the way in which services are delivered

5.57 The opportunity for innovation and experimentation has been a valued feature of NRF:

- a Primary Care Trust (PCT) in one case study area received NRF to pilot a project taking people from local communities and training them in a non-clinical role, which involved delivering health messages and providing support to the community
- an intervention involved Muslim communities (including a local Mosque) in outreach work to target young Muslim pupils with attendance issues
- NRF has been used in a number of areas to build links between the 'streetscene' services and local law enforcement – by providing a clean and more attractive local environment and increased uniformed police and PCSO presence.

5.58 NRF has allowed partners to try out innovative and experimental projects in a way that is not always possible using mainstream budgets. There are some significant examples of NRF interventions that have been so successful that they have been rolled-out not just across one NRF area, but nationwide (Safer Neighbourhood Teams, for example).

5.59 Evidence from the area case studies, the survey of LSP co-ordinators, and the general literature review, highlighted many instances of changes to the way in which services have been delivered as a direct result of NRF. Some examples include:

- the use of NRF to provide training to Jobcentre Plus staff which was delivered by a homelessness organisation, resulting in changes to the way in which Jobcentre Plus addressed people in this group
- a PCT used NRF to second a staff member within a community and voluntary sector organisation working in social housing in order to more effectively deliver health initiatives to hard to reach groups
- an intervention involved greater co-operation between the local Business Support Service and the PCT in supporting Small and Medium Enterprises (SMEs) with absenteeism issues through preventative occupational therapy

- an NRF intervention funded the support of young people at risk of offending by training and deploying 16–18 year olds as peer mentors, enabling the formation of relationships and the provision of support that was less successful through existing practice.

5.60 The contribution of NRF to changes in service delivery has varied by thematic area, as shown in Table 5.4.

Table 5.4 Contribution of NRF to Changes in Service Delivery					
	Significant contribution	Limited Contribution	No Contribution	Negative Contribution	Don't Know
Employment	28.8	59.1	6.1	–	6.1
Economic Performance	10.6	57.6	22.7	–	9.1
Crime	73.5	25	-	–	1.5
Education	38.2	55.9	4.4	–	1.5
Health	41.2	50.0	4.4	–	4.4
Housing	14.9	46.3	37.3	–	1.5
Environment	37.3	55.2	4.5	–	3.0

Source: Survey of NRF LSP Co-ordinators

The opportunity to mainstream NRF approaches and services

5.61 NRF funded activities have also enabled mainstream providers to learn, adopt and absorb new approaches to service delivery and new services:

- 82% of NRF LSP co-ordinators agreed that NRF funded activities had enabled mainstream service providers to learn from new approaches to service delivery
- 75% of co-ordinators agreed that NRF funded activities had led to mainstream providers adopting new approaches to service delivery
- 69% of co-ordinators agreed that NRF funded activities had influenced mainstream providers to absorb new services.

5.62 About one-fifth of NRF LSP co-ordinators strongly agreed that mainstreaming of interventions was occurring through mainstream providers absorbing new services, and about half agreed to some extent. The intervention case studies suggested that 15% of interventions had been adopted into the mainstream, with plans for a further 47% to be adopted in the future.

5.63 In one case study LSP 25% of interventions were adopted into mainstream provision in 2003–04, and a further two thirds were expected to be mainstreamed in the future, while in another case study LSP a “significant” number of NRF funded interventions had been mainstreamed, equating to over £1m in value. A key feature of the three case study LSPs where mainstreaming amounted to a significant financial value (ie over £1m) is

that the majority of the interventions were being mainstreamed within the respective local authority.

- 5.64 The extent to which NRF projects secured funding to continue once NRF funding has stopped can be further illustrated by a review by AMION of 123 projects across 14 areas where there had been very significant amounts of NRF funding.

Evidence from a survey of 123 project managers undertaken by AMION

- 5.65 In early 2006, as part of this evaluation, AMION undertook a review of 155 projects/interventions that were being funded by NRF. One of the aspects covered in this review was the sustainability of the activity funded by NRF and the extent to which it was anticipated that this would influence or be absorbed into the mainstream provision.
- 5.66 In late 2007 contact was made with as many as possible of the 155 projects to establish whether the activity funded by them was continuing or expected to continue when NRF funding ceased, and to what extent they appeared to be influencing mainstream provision. 123 of the 155 projects were revisited. Caution should be exercised in extrapolating the results from these projects to NRF interventions more widely. While the projects selected comprised a broad mix of interventions – in terms of, for example, focus and type of activity, area, scale and degree of success – it was not possible to ensure that they were fully representative of the totality of NRF spend.
- 5.67 AMION first considered the relationship of NRF to the mainstream during the period of NRF funding and identified three main forms this relationship can take:
- a) Substitution or partial substitution – where NRF funds activity that would have been undertaken by the mainstream
 - b) Addition – where NRF funds activity additional to that funded by the mainstream (eg with particular neighbourhood focus)
 - c) Leverage – where NRF funding results in more mainstream funding being devoted to the activity.
- 5.68 The second situation, with NRF additional to the mainstream, seemed to be the most common. In addition, some leverage of additional mainstream funds into projects also funded by NRF was identified. Overall, there appeared to have been an element of substitution in 19% of all the interventions. Table 5.5 below shows that the level of substitution is significantly higher in the health domain than in the other domains.

Table 5.5 Would the mainstream have funded the activity?						
Theme	Yes	Yes – possibly, in part, more slowly, on a smaller scale	All “yes”, as % of total	No	Don’t know	Total
Crime	1	5	21%	19	4	29
Worklessness	1	3	21%	15	0	19
Education	0	3	14%	17	2	22
Health	0	7	47%	8	0	15
Housing/ environment	1	1	11%	17	0	19
Other	0	1	5%	18	0	19
Total	3	20	19%	94	6	123

5.69 AMION then considered the relationship to the mainstream following the period of NRF funding. Of the 123 projects, activity had ceased, or was expected to cease when NRF finished, in 25 (20%) and at least 10 of these projects had been in any case time-limited. In 7 cases the activity could have continued, but was either judged not to be needed or to have failed. In only 8 cases was activity not continuing or expected to continue because of a lack of funding (Table 5.6) – of these 8 projects, 5 were led by the voluntary and community sector (VCS).

Table 5.6 Reasons why activity is not continuing/not expected to continue – by theme							
Reason	Crime	Worklessness	Education	Health	Housing/ environment	Other	Total
Capital project complete, eg community facilities	1	0	0	0	2	3	6
Intended to inform approach, eg strategy development	0	0	2	0	2	0	4
Need no longer exists	1	0	0	0	0	3	4
Failed, eg new or different approach not successful	0	0	0	0	1	2	3
No alternative funding available	0	2	0	3	2	1	8
Total	2	2	2	3	7	9	25

- 5.70 Activity was continuing in 98 projects, including those with NRF funding until March 2008, and in 59% of these projects activity was continuing, or expected to continue, at the same or a higher level after NRF funding had ceased.
- 5.71 The percentage of projects expected to continue at the same or higher level was higher for those projects where NRF funding had already ceased than for those projects where NRF was continuing to March 2008. For example, 33% of the projects which had already finished had a lower level of activity; 36% had maintained the same level of activity and 31% had a higher level of activity (Table 5.7).

Table 5.7 Is activity continuing after NRF has ceased?							
Theme	Lower		Same level		Higher		Total
Crime	2	18%	8	73%	1	9%	11
Worklessness	3	100%	0	0%	0	0%	3
Education	3	33%	2	22%	4	44%	9
Health	3	43%	1	14%	3	43%	7
Housing/environment	2	50%	0	0%	2	50%	4
Other	0	0%	3	60%	2	40%	5
Total	13	33%	14	36%	12	31%	39

- 5.72 In comparison, 37% of projects where NRF funding was continuing until March 2008 *expected* activity to continue at a lower level; 42% at the same level and 12% at a higher level (Table 5.8).

Table 5.8 Is activity expected to continue after NRF ceases in March 2008?									
Theme	Lower		Same level		Higher		Don't know		Total
Crime	7	44%	7	44%	1	6%	1	6%	16
Worklessness	6	40%	7	47%	2	13%	0	0%	15
Education	3	30%	6	60%	0	0%	1	10%	10
Health	2	40%	0	0%	2	40%	1	20%	5
Housing/environment	3	38%	3	38%	0	0%	2	25%	8
Other	1	20%	2	40%	2	40%	0	0%	5
Total	22	37%	25	42%	7	12%	5	8%	59

- 5.73 Where NRF had already finished, more activity tended to be continuing at the same or a higher level in the crime and "other" domains. There was little variation by lead agency, with activity continuing at at least as high a level in VCS-led projects as in local authority-led projects.

- 5.74 The source of funding, where activity was continuing or expected to continue, was also considered. Of the 39 interventions where NRF had ceased but activity was continuing, 27 (68%) were now being funded by the mainstream, with a further 2 projects partly funded by the mainstream. 60% of the projects still being funded by NRF, but where activity was expected to continue, anticipated that the activity would be funded by the mainstream in whole or in part, though experience suggests that these predictions can be over-optimistic. Where NRF funding had already ceased, a relatively low proportion of VCS-led projects had secured mainstream funding for the activity to continue (18% compared to 84% and 89% of projects led by LAs and other public bodies respectively). However, VCS led projects had been more successful in securing other regeneration funding.
- 5.75 Finally, the question of whether the mainstream was funding or would fund the activity to a greater extent than it would otherwise have done (after the NRF investment) was addressed. In 60% of the 65 projects where there was or was expected to be an element of mainstream funding, the mainstream was considered, or expected, to be putting in more resource than it would have done in the absence of the NRF project. In other words, as a result of the programme, **additional** mainstream resource had been, or would be, levered into supporting the activity. The domain in which the mainstream is investing most additional expenditure is education (Table 5.9). However, there were instances where the activity was being funded to some extent before NRF, and it was continuing post NRF at a lower level than when it was receiving NRF funding – in these cases the mainstream appeared only to be maintaining its previous contribution.

Table 5.9 Is more mainstream funding going in or expected to go into activity?

Theme	Yes		No		Don't Know		Total
Crime	13	59%	5	23%	4	18%	22
Worklessness	5	56%	2	22%	2	22%	9
Education	11	85%	1	8%	1	8%	13
Health	5	55%	4	44%	0	0%	9
Housing/environment	4	50%	0	0%	4	50%	8
Other	1	25%	3	75%	0	0%	4
Total	39	60%	15	23%	11	17%	65

- 5.76 In conclusion, in 54% of those projects that were not time-limited the activity funded by NRF was continuing or expected to continue with mainstream funding, in whole or in part. Table 5.10 shows how this picture varies between the different domains.

Table 5.10 Summary of mainstreaming of activity funded by NRF

Theme	Continuing or expecting to continue (at some level) with mainstream funding (in whole or in part)		Not continuing, or continuing with funding other than the mainstream		Total
Crime	20	71%	8	29%	28
Worklessness	9	47%	10	53%	19
Education	13	65%	7	35%	20
Health	9	60%	6	40%	15
Housing/environment	6	40%	9	60%	15
Other	4	25%	12	75%	16
Total	61	54%	52	46%	113

- 5.77 These conclusions and the more detailed findings will help to inform the final report of the evaluation of the National Strategy for Neighbourhood Renewal. In particular, there are a number of issues that will be explored (some of which are also identified in the section on ‘Barriers to Mainstreaming’ below). These are:
- a. The extent to which the mainstream *could* and/or *should* have funded the activity. The questions asked in the 2006–07 survey focused on whether the mainstream *would* have funded the activity, which did not cover issues of statutory limitations or prioritisation
 - b. The differences between domains and the extent to which different arrangements, for example the geographical level at which planning is carried out and decisions made, may affect the ability of providers to mainstream
 - c. The geographical focus of activity, eg neighbourhood or District-wide, and the extent to which this has affected the likelihood of activity to be mainstreamed
 - d. The role of the VCS, with VCS-led projects experiencing disproportionate difficulty in securing mainstream funds and the reasons that may lie behind this.

Barriers to Mainstreaming

- 5.78 The ability of providers to mainstream NRF interventions in the context of budgetary and other capacity constraints needs to be recognised and understood. For example, the financial climate within Primary Care Trusts at the time of the fieldwork meant that their flexibility and capacity to mainstream interventions was low.
- 5.79 In those case study areas where mainstreaming of NRF interventions was less apparent (around half), and those where it was occurring but perhaps

in a more ad hoc way, a range of barriers and constraints were identified by stakeholders, including:

- early allocation and planning approaches had a limited focus on service delivery and mainstreaming
- mainstream budget and national target constraints, for example:
 - local authority budgets are often constrained, for example through local commitments to limit council tax precepts
 - the inflexibility of health budgets and constraints of national targets which dictates spend at a local level more than in other sectors
- lack of ownership of a 'mainstream' provider for some interventions – this was particularly the case for those activities which sit across thematic areas or some of those delivered by the voluntary and community sector.

Re-aligning and re-allocating budgets

- 5.80 The service delivery outcomes cited by stakeholders (table 5.4) tend to represent examples of changes driven through specific interventions rather than evidence of wider programme impacts. More significant changes in service delivery and mainstreaming in terms of strategic re-alignment and re-allocation of resource budgets by mainstream providers were less apparent, though there are some isolated examples. This may reflect the very significant constraints on providers, such as local authorities, in being able to bend existing mainstream resources and delivery.
- 5.81 Whilst the NRF LSP Co-ordinator Survey indicated that more than half of respondents (54%) agreed that activities had resulted in the re-allocation of mainstream budgets, the qualitative examples provided in the survey and those obtained through stakeholder views in the fourteen area case studies suggest that there are only isolated examples where this has been the case.
- 5.82 Stakeholders stress, however, that it is perhaps unrealistic for NRF to achieve (in isolation) this more strategic form of 'mainstreaming' given its size in terms of number of interventions and value, and the range of other partnership, leadership, national targets/budgets and contextual factors that will affect such changes.

Partnership working

- 5.83 Through NRF, partners have been working closely together to deliver neighbourhood renewal. In areas where a strong strategic approach was in place this partnership working has often been enhanced, with partners working together at the strategic level to plan programmes of activity across their core business.
- 5.84 While local authorities clearly played a significant (and sometimes dominant) role in decision making, other statutory players would appear to have been

well engaged, though there may be some variability by sector eg the Police tend to be significant players, Jobcentre Plus less so.

- 5.85 Representation and engagement of the community and voluntary sector has generally been good, while the engagement and representation of minority ethnic groups has been explicit at the strategic level in many LSP areas and, though more variable, also on thematic and local area groups. Faith groups have been less obviously present at strategic levels, but often engaged at the thematic and local delivery level.
- 5.86 Some examples include:
- the Joint Resource Team intervention in one case study area uses NRF to bring together PCSOs, police officers, Community Wardens, Parks Constables and the local authority legal services team to tackle anti-social behaviour
 - Groundwork teams and a local authority's street scene/environmental services are working in partnership to develop improvements to the built environment and improve the provision of green space and play areas.
- 5.87 Across the range of evidence sources, the key ways in which operational partnership working has been enhanced through NRF include:
- a more co-ordinated approach to neighbourhood renewal at the local level:
 - dialogue, engagement and commitment at the local level
 - closer working between service providers and community
 - more joint agency projects/interventions
 - increasing the role of the voluntary and community sector:
 - organisations thinking more carefully about the services delivered
 - more flexible approaches and objective assessments being made about who is best equipped to deliver services
 - developing capacity and infrastructure
 - increased role in delivery of neighbourhood renewal
 - developing capacity amongst the community, through neighbourhood action planning and participatory events – enabling them to engage more in partnership working and neighbourhood renewal.
- 5.88 The research has shown however that while improved partnership working was generally perceived to be an impact of NRF, there were still isolated examples where partnership working and relations were poor. Where it is the case that the infrastructure, partnership and leadership context has been poor, the effectiveness of NRF will have been limited.

6 Value for money and additionality

Section 6: Key Messages

- NRF interventions appear to have achieved a high level of additionality, with low levels of leakage, displacement and deadweight.
- An assessment of the efficiency, economy and effectiveness of a sample of NRF interventions suggests that the Fund has provided good overall value for money.

Introduction

- 6.1 NRF interventions may just have supported activities that would have happened anyway or that have an adverse effect on another area or group in society. Without assessing the wider consequences of the intervention, it is impossible to judge what the extra benefits have been compared with not implementing it. Therefore, in order to determine the real impact of the NRF interventions it is necessary to assess whether it has brought additional benefits on top of what would have happened in its absence. This is referred to as additionality.
- 6.2 HM Treasury's Green Book states that an impact arising from an intervention is additional if it would not have occurred in the absence of the intervention. The ODPM's guidance on *Assessing the Impacts of Spatial Interventions* defines additionality as: "The extent to which activity takes place at all, on a larger scale, earlier or within a specific designated area or target group as a result of the intervention".
- 6.3 A further key question is whether the costs incurred represent value for money? In other words, what is the relationship between resources consumed and the outputs/outcomes achieved and how does this compare with other projects or programmes. Since the level of information on outcomes is at this stage limited, this analysis has inevitably had to focus on expected outcomes, as well as activities and outputs.
- 6.4 In view of the diverse range of NRF projects and outcomes, the approach to assessing additionality and value for money has been one that draws together the available evidence to inform a prudent, evidence-based judgement.
- 6.5 In considering the results of this important additionality and value for money analyses it is important to highlight caveats:

- the case studies were intended to provide information on how NRF was being used, rather than provide detailed project evaluations
- the analysis is based largely on the judgement of the evaluation team, triangulated, where possible, with the views of NRF co-ordinators.

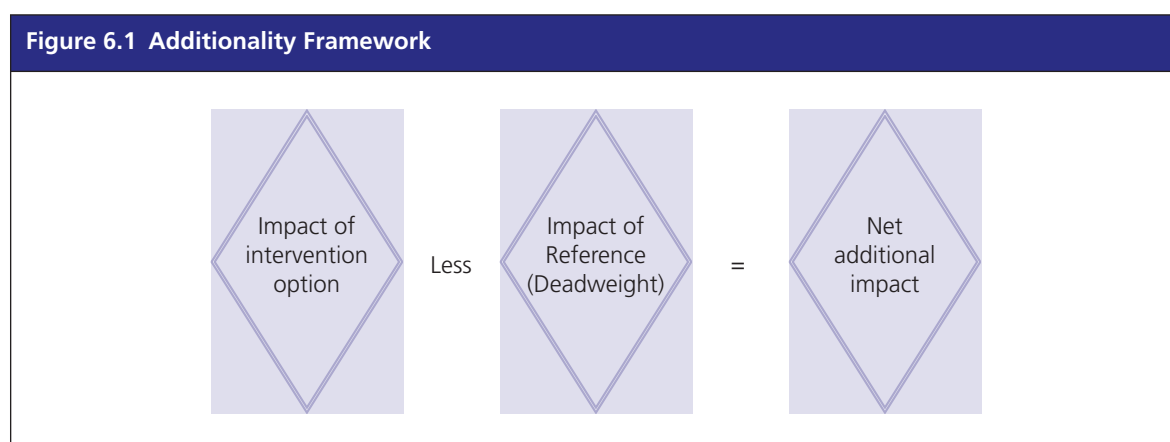
6.6 Moreover, the interventions that were reviewed were principally those that were operational between 2004 and 2006. It is possible that interventions in this period show improved levels of additionality and value for money compared to those earlier in the NRF programme – as a result of experience, dissemination of good practice and, in some areas, a more strategic approach to the allocation of NRF.

Overall findings

6.7 The case studies suggest that the NRF interventions achieved a high level of additionality; they appear to have kept leakage, displacement, substitution and deadweight to a low level. This may be a consequence of local flexibility. There appears to be more variation in additionality between case study areas than there is between domains, indicating that specific local factors may be more important. Based on an assessment of effectiveness, economy and efficiency, overall value for money appears to be good for the majority of the interventions.

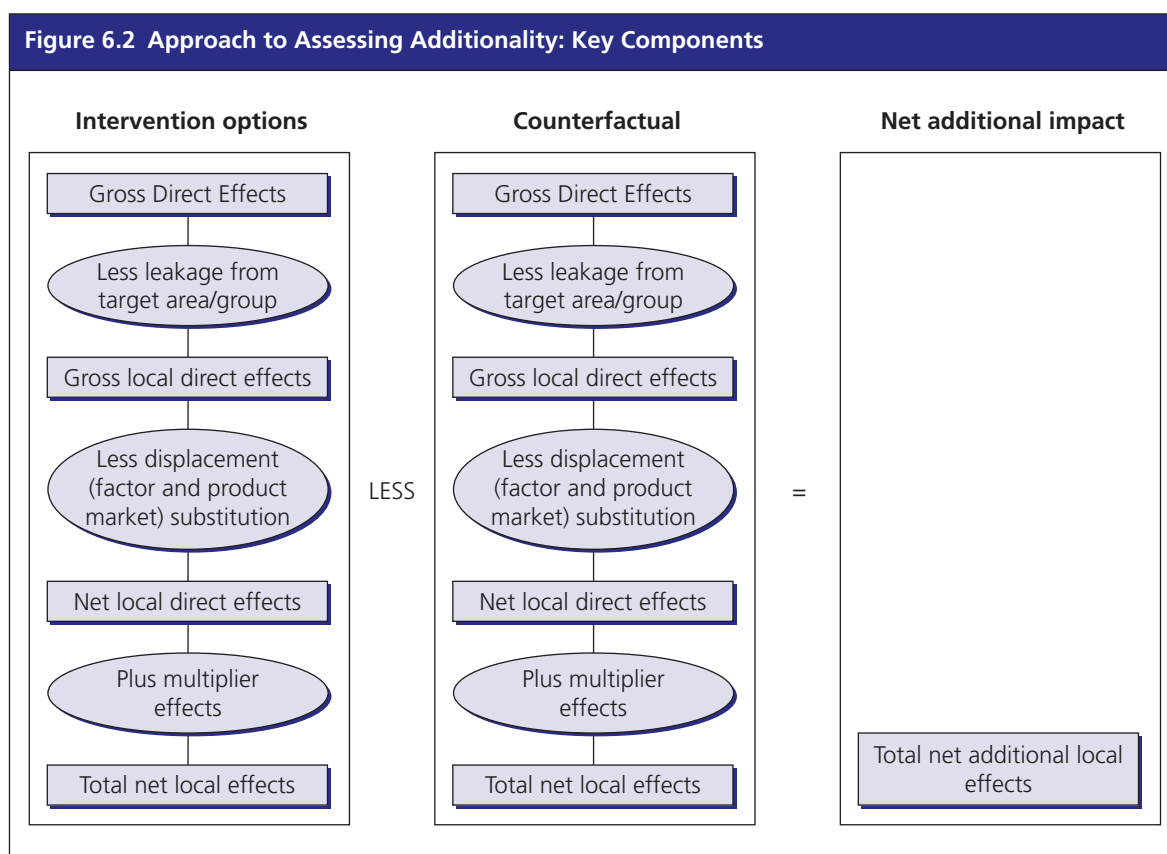
Additionality

6.8 The additional impact of an NRF intervention is the difference between what would have happened anyway (this is called the reference case or deadweight) and the position achieved by implementing the intervention (see Figure 6.1).



6.9 The approach adopted to assessing additionality involved consideration of each intervention's costs, outputs and outcomes. (This approach is referred to as the bottom-up or micro approach).

6.10 In order to calculate the total net additional local effects using the bottom-up approach, a number of explicit adjustments were made as shown in Figure 6.2.



6.11 The following components of additionality⁷ have been assessed:

- **leakage effects** – the proportion of outputs and outcomes that benefit those outside of the intervention’s target area or group were deducted from the gross direct effects to give the gross local direct effect. The level of leakage was deducted from the estimated gross direct effects.
- **displacement/substitution** – the number or proportion of an intervention’s outputs and outcomes accounted for by reduced outputs and outcomes elsewhere in the target area or group. Substitution arises where an organisation substitutes one activity for a similar one to take advantage of specific public sector assistance. Again, these effects were deducted;
- **deadweight** – the outputs and outcomes that would occur if the intervention was not implemented. In the case of this study, an estimate of the proportion of activity that would have occurred anyway was used.

⁷ Since very few of the interventions directly result in economic outputs/outcomes, economic multiplier effects were not considered.

- 6.12 The calculation of the total net additional local impact of a project can be summarised using the following equation:

$$AI = [GI \times (1 - L) \times (1 - (Dp + S)/2)] * [1 - D]$$

Where:

AI = Net additional local impact

GI = Gross impact (100%)

L = Leakage (%)

Dp = Displacement (%)

S = Substitution (%)

D = Deadweight (%)

- 6.13 Within the scope of this study it was not possible to assess what might have been achieved by intervening in different ways.
- 6.14 The analysis of NRF project additionality was based upon information obtained through:
- (i) interviews with case study intervention managers – specific questions within the topic guide were designed to address the various components of additionality;
 - (ii) interviews with LSP or NRF coordinators concerning the case study interventions; and
 - (iii) where available, other documents/evidence. In a number of cases this included intervention specific local evaluations.
- 6.15 A guide was produced for the evaluation team in order to provide a consistent methodology for judgments on additionality (and value for money). A subsequent meeting of the evaluation team was held, together with follow-up discussions and advice, to ensure consistency in interpretation of project evidence. Each evaluator was then asked to 'rate' each intervention they had studied as follows:

Additionality factors – leakage, displacement/substitution and deadweight	
	Ready reckoner %
Very low	0%
Low	10%
Medium	25%
High	50%
Very high	75%
Total	100%

- 6.16 A 'ready reckoner' approach was used to provide an indication of the net additional local impact. However, it is important to note that these figures offer a view of the 'order of magnitude' of each component and additionality overall and care needs to be taken in interpreting them too precisely.
- 6.17 Table 6.1 shows that over two thirds of interventions were judged to have shown:
- very low levels of leakage
 - low or very low levels of displacement for nearly all interventions (96%)
 - low levels of deadweight, with nine out of ten interventions stating that deadweight was low or very low.

Table 6.1 Additionality – Overview

Leakage	
Very Low	68%
Low	30%
Medium	1%
High	0%
Very High	0%
Displacement/Substitution	
Very low	63%
Low	33%
Medium	2%
High	2%
Very High	0%
Deadweight	
Very Low	32%
Low	58%
Medium	11%
High	0%
Very High	0%

- 6.18 On the basis of these figures, the NRF case studies appear to show a high level of net additionality. Using the formula presented above, it is estimated that, on an un-weighted basis (ie without allowing for the relative number of outputs and outcomes), some 67% of the outputs/outcomes were net additional local. The gross direct to net additional local ratios are significantly above those previously identified for Single Regeneration Budget project outputs. For example, net additionality with regard to community safety and crime prevention has in the past ranged from 44% to 63%. In comparison, the gross direct to net additional local ratio for the NRF case studies under the crime domain has been assessed at 72%. However, care needs to be taken in comparing programmes undertaking different approaches in different times and different contexts.

- 6.19 There was little variation between domains, with the gross direct to net additional local ratio ranging from 62% in the housing, environment and community development domains to 72% for crime. There were differences in the levels of additionality between case study areas, with two areas having an un-weighted average gross direct to net additional local ratio of 84%, compared with 47% in the lowest rated area – but it should be remembered that only a limited number of case studies were undertaken in each area.

Value for money

- 6.20 The approach to assessing value for money involved a systematic assessment of:
- (i) **Effectiveness** – extent to which projects have met or are likely to meet strategic and project specific objectives – ie has it or is it likely to achieve its intended outcomes (not just/necessarily targets)
 - (ii) **Economy** – whether the same benefits could have been achieved for less NRF/public sector resources
 - (iii) **Efficiency** – both individual project cost effectiveness (unit cost analyses compared with benchmarks where possible) and aggregate cost effectiveness (aggregating intervention assessments by domain).
- 6.21 Each evaluator rated the effectiveness and economy of each intervention based upon the following classification system, using the topic guide responses, other evidence and their own views based upon the case study evidence. Again, close liaison and discussion was undertaken to ensure consistency of interpretation.

Value for Money – Effectiveness and Economy

Effectiveness

- Highly effective
- Effective
- Reasonably effective
- Limited effectiveness
- Not at all effective

Economy

- Very low savings
- Low savings
- Medium savings
- High savings
- Very high savings

- 6.22 In order to assess efficiency, public sector cost per gross and net additional unit output ratios were calculated for each intervention. Where possible, outputs were standardised to facilitate comparison between interventions. The cost effectiveness ratios were compared with benchmark ratios from previous evaluations and research, including:
- Final evaluation of City Challenge
 - NDC guidance, prepared by the University of Cambridge
 - EKOS – European Programmes.
- 6.23 Since the benchmarks are often context and time specific care was taken in using them. The efficiency of the interventions was then assessed with reference to the benchmarks by rating them as follows:

Value for Money – Efficiency

Low – offers what appears to be relatively poor cost effectiveness

Medium – offers what appears to be reasonable cost effectiveness (ie is consistent with benchmarks)

High – offers what appears to be relatively good cost effectiveness

- 6.24 Where there was considered to be insufficient information or no relevant benchmarks available these were not rated.
- 6.25 The assessment of these components is set out in Table 6.2 (for 142 interventions, except in the case of efficiency, where information was available only for 103).

Table 6.2 Value for Money – Overview

Effectiveness (142 interventions)	
Highly effective	14%
Effective	49%
Reasonably effective	34%
Limited effectiveness	2%
Not at all effective	1%
Economy (142 interventions)	
Very low savings	54%
Low savings	39%
Medium savings	7%
High savings	1%
Very High savings	0%
Efficiency (103 interventions)	
High	30%
Medium	40%
Low	30%

6.26 The data show that some 63% of interventions were rated as highly effective or effective, with only 3% being of limited or no effectiveness. In 93% of cases the opportunities for savings were considered to be low or very low. In terms of efficiency, 30% of interventions were rated as high, 40% medium and 30% low.

6.27 There appears to be some difference between domains:

- interventions in the crime domain were on average rated as the most effective on average; interventions in the housing and environment domain were rated as least effective
- in terms of economy, there were limited significant differences between the domains, with the exception of the housing and environment domain, where a relatively high level (22%) of interventions were assessed as having a medium level of opportunity for further savings to be made
- in terms of efficiency, the picture by domain (for only 103 interventions) was somewhat different. A relatively high number of the crime interventions were rated as of low efficiency, compared to only 6% of the health interventions. The proportion of interventions rated as of high efficiency was highest in the worklessness domain, at 50%.

6.28 While the reasons for these differences are complex (and will vary from area to area), important factors could include:

- the relationship – and overlap – between the type of activity funded by NRF and mainstream spend
- the number of organisations involved in a domain, eg crime (principally police) vis-a-vis housing (local authorities, RSLs, private landlords, owner-occupiers, tenants, etc)
- the timescale within which outcomes become evident, eg health (long-term) vis-à-vis crime (short to medium term).

6.29 There was also some difference between the different types of intervention:

Table 6.3 Effectiveness of different types of interventions	
	% Rated as Highly Effective/Effective
Building community capacity or infrastructure	45
Enhancement of services, led by LAs	56
Enhancement of services, led by mainstream agencies	59
Enhancement of services, led by VCS organisations	68
Testing or piloting a new approach	70

Barriers

6.30 In the course of the study, a number of barriers were identified that have inhibited success in achieving additionality and value for money. The principal ones were:

- short and unrealistic time frame for delivery
- a lack of priority within other national policy areas
- difficulties in partnership working
- a lack of resource and capacity – including recruiting, training and retaining staff
- poor information management, monitoring and evaluation.

7 Effectiveness, strengths and weaknesses

Section 7: Key Messages

- NRF has achieved a range of positive achievements and stakeholder feedback suggests it is a valuable resource, with many strengths, including encouraging LSPs to focus on deprived areas and floor targets, developing and testing more effective forms of delivery and increasing the quality of services to people in deprived areas.
- However, the cumulative impact and effectiveness of the Fund has not been maximised due to a number of limiting factors:
 - evidence use in the planning of programmes and interventions has not been embedded, meaning that the level of sophistication in targeting NRF was often poor
 - interventions have been inadequately evaluated, or not at all, meaning there has been a limited understanding of what does and does not work
 - data on performance, outcomes and impacts have not been collected in a robust fashion, resulting in an inconsistent understanding of progress, with the issue of impact a particular concern
 - changing the emphasis of mainstream funding (through re-alignment or re-allocation), or 'bending the spend' has been limited.
- Our findings indicate that NRF use has been least effective where there was/were:
 - incoherent and disparate programmes
 - poor linkages to Floor Targets
 - no evidence of service re-shaping and focus on the mainstream
 - poor use of evidence
 - poor partnership structures and inadequate leadership.
- Conversely, NRF use has been most effective where there was/were:
 - strategic programmes addressing local needs
 - good linkages to Floor Targets
 - focus on service re-shaping and influencing the mainstream
 - evidence-based design and evaluation.
- There are a number of issues that should be considered when developing future regeneration policy, which are outlined in detail in the main body of this section.

Introduction

- 7.1 In this summary section, we summarise issues associated with: the overall effectiveness of the Fund; its strengths and weaknesses; and factors to be considered for developing future policy.

Effectiveness issues

- 7.2 In Sections Four, Five and Six we reported a range of positive achievements from NRF in terms of the outcomes and impacts identified by stakeholders, and the value for money and additionality of specific interventions. Stakeholder feedback suggests that NRF has been a valuable resource, with many strengths, including encouraging LSPs to focus on deprived areas and floor targets, developing and testing more effective forms of delivery and increasing the quality of services to people in deprived areas.
- 7.3 The research has shown however that the cumulative impact of all of the above has been limited by some key factors and that as a result **effectiveness has not been maximised:**
- evidence use was not embedded into the planning of programmes and interventions
 - in many cases, interventions were inadequately evaluated, leading to insufficient knowledge of what works
 - data on performance, outcomes and impacts was not collected in a robust fashion
 - changing the emphasis of mainstream funding and bending the spend was limited.

Evidence use was not embedded

- 7.4 A key element of the planning and allocation process involves accessing and analysing all the available evidence in order to inform the setting of appropriate priorities and the targeting of the Fund. It is clear from the literature review that the levels of sophistication in targeting has been uneven. Some LSPs adopted approaches of significant depth, including for example the profiling of specific groups, within thematic areas, within super output areas. Others have been largely limited to the use of the Index of Multiple Deprivation, and allocated their NRF allocation evenly across thematic areas with limited or no investigation of the needs within them.
- 7.5 The evidence from the fourteen area case studies suggests that drawing on an **evidence base has been historically weak** in eleven areas, particularly for the first two years of allocation, since which time some improvements have been made.
- 7.6 The extent to which areas reviewed previous or existing NRF interventions (or other funded activities) to inform future rounds of NRF allocation, has,

again, historically been poor. This means that there has been no clear way of identifying 'what works and why' to inform forward strategic planning: *"at a strategic level we don't know what works to say what we should do"* (Stakeholder comment).

Inadequately Evaluated

- 7.7 The evidence from both the literature review and the area case studies indicates that the monitoring of NRF spend has been largely a systematic and effective process, often stimulated by the role of the local authority as the accountable body for the Fund. LSPs have also tended to monitor intervention outputs to varying levels of rigour; however, the approach to evaluation has been far less systematic and robust. Individual intervention evaluations have been undertaken, though they are often largely qualitative in nature and inconclusive in terms of hard outcomes. There is also inconsistency between evaluation approaches, even within individual LSP areas.
- 7.8 Across the fourteen area case studies evaluation processes are considered to have been weak in five areas, poor but improving in six areas and good in three areas. Key aspects of evaluation approaches include:
- the identification of outcomes at project level undertaken/encouraged in many areas, but often poorly or badly defined, and with weak links to overarching strategy, outcomes or floor targets frameworks in most areas;
 - regular or quarterly reporting of project outcomes evident in only seven of the case study areas, with variability across thematic areas in two of these;
 - in more recent years, LSPs started to undertake more systematic and wider reviews of the achievements, impact and fitness for purpose of the range of NRF interventions being delivered – examples are cited in six of the case study areas, again with variability across thematic areas in two of these;
 - area-wide external evaluations have been cited (and reviewed as part of our overall assessment) in three areas;
 - individual intervention evaluations were being undertaken within most case study areas, though often they were considered to be largely descriptive, and qualitative rather than quantitative in nature, limiting the extent to which assessment in terms of area outcomes, local and floor targets can be made.

Data on performance not collected

- 7.9 While, as noted, LSPs have been collecting information on outputs, the work to translate this into outcomes, and then impacts, is limited. In the case study areas, there is just one good example of an approach to develop systems to monitor/collate outcomes across interventions as outlined below.

Table 7.1 Good Practice in Monitoring**Outcomes Tree**

A case study LSP (with the help of consultants) developed an outputs and outcomes tree, linking all intervention outputs to outcomes depicted in a thematic 'tree'. The outputs and outcomes that can be measured/scored include:

- thematic outputs;
- increased access to services;
- increased volume of services;
- adoption of interventions into the mainstream;
- multi-agency delivery.

The tool was seen as enabling the LSP to map and understand their progress, and the part played by interventions, more successfully than was previously the case.

7.10 Evidence from the case studies suggests that monitoring of project activities and outputs has been more variable than apparent from the literature review, with half of the case study areas appearing to have effective systems to both monitor activities and outputs. Approaches include:

- putting in place, through applications and dialogue at the outset, clear agreements of the activities, outputs and agreed targets
- quarterly reporting processes
- the deployment of monitoring officers and review visits to interventions
- external organisations/consultancies employed to collate monitoring information.

7.11 In **three case study areas**, monitoring systems were in place but were considered to be variable in terms of compliance. In the remaining four case study areas the monitoring systems for outputs appeared to be limited.

"We understand that it is only comparatively recently (October 2005) that the LSP, centrally, has officially received details about ward projects supported by NRF. Previously, different departments of the local authority would have known where different parts of the NRF allocation were being spent, but there was no comprehensive view by ward and thematic area of the use of the funding".

"The monitoring process has been very weak. The focus of monitoring was more about, for example, if a project has been allocated funding – has it used the funding planned? Has it done what it said it was going to do? Early external evaluations carried out reported that outputs/outcomes from the projects funded by NRF had only weak links to floor targets due to the way in which the projects were set up – each project selected its own outputs (on the basis of limited evaluative/monitoring experience)".

7.12 This finding is supported by the difficulty we have had in a number of areas in getting an overall picture of activities and achievements to inform our assessment of the outputs and outcomes of NRF.

Mainstream funding/bending the spend

- 7.13 Evidence of approaches to changing the emphasis of mainstream funding – bending the spend – was limited. The re-alignment and re-allocation of mainstream funding and activity can be said to be critical to the overall success of NRF in changing communities for the better and narrowing the gap, and the impact and effectiveness of NRF is limited without it. This rate of progress was reflected in stakeholders' perceptions of the impact of NRF on progress towards meeting floor targets, and narrowing the gap.

Effectiveness factors

- 7.14 Our findings indicate that NRF use was **least effective** where there was/were:

- incoherent and disparate programmes
- poor linkages to Floor Targets
- no evidence of service re-shaping and focus on the mainstream
- poor use of evidence
- poor partnership structures and inadequate leadership.

- 7.15 Conversely, NRF use was **most effective** where there was/were:

- strategic programmes addressing local needs
- good linkages to Floor Targets
- focus on service re-shaping and influencing the mainstream
- evidence-based design and evaluation.

Strengths and weaknesses

- 7.16 The research has demonstrated that NRF was a fund with some key strengths:

- it has been a dedicated, protected resource for neighbourhood renewal, focusing on deprived areas
- evidence suggests that there were likely benefits and outcomes for individuals and groups from specific interventions, and that interventions appeared on average to be delivering additionality and value for money
- it allowed and encouraged a focus on more effective forms of delivery, including multi-agency working
- it has given increased financial freedom to spend across thematic areas, and to lever in funding and match funding
- it could give mainstream agencies and others the 'headroom' to do new and different things
- it has helped focus attention on floor targets

- interventions appeared to provide a higher level of additionality than is often the case with other regeneration funding streams
- it could be used as a lever to engage communities in neighbourhood renewal.

7.17 However, there have been some serious weaknesses:

- it could, and has in some places, become a process in 'spending the cash', resulting in disparate and incoherent interventions, with poor strategic fit, that do not maximise the effectiveness or value of the Fund
- while NRF can demonstrate some excellent outcomes for individuals, there is very limited evidence that areas are making such good progress
- the size of the Fund (in comparison to mainstream budgets) limited its impact
- there has been limited progress in 'unlocking' the constraints on mainstream budgets and therefore bending the spend
- there is evidence that NRF has been used to substitute for mainstream funds, although this appears to have diminished over time
- evidence use needs to be embedded in both evaluation and intervention/ programme design.

The future of regeneration funding

7.18 The findings in this report do point to some key messages that could be considered when developing future regeneration policy:

- The extent to which a locally driven programme can achieve 'national targeting and requirements' will always be limited if fundamental planning, evidence-base and evaluation processes are not apparent
- there is a need to place more explicit requirements on areas to introduce more effective performance review mechanisms. These should be focused on improving the specification of outputs and outcomes for specific interventions; introducing more individual and cross-intervention evaluation; and developing programme wide outcomes and targets frameworks to measure wider impacts. Advice and support in relation to how to develop approaches, based on common guiding principles presented in a straightforward way, as opposed to instituting more bureaucratic requirements, might be the most effective way to achieve this. This would convey to LSPs that the purpose of the exercise was not to explicitly satisfy Communities and Local Government through a new reporting mechanism, but to help them better understand their own progress
- we have noted the importance of a more evidence based planning and allocation process, and this needs to take account of the importance and potential impact of 'bending the spend'. Unless this occurs there remains

the possibility that the effective use, and impact, of regeneration funding will continue to be limited

- a greater focus on specific thematic areas may limit the potential for local areas to address locally specific issues, which are often cross-cutting, and needs associated with deprivation
- stakeholders appeared to value a separate pot of funding. Incorporating the grant-based regeneration funding within local mainstream funding, for example, might:
 - move the focus away from deprived areas and service delivery changes
 - reduce the potential for innovation and creativity
 - limit partnership, multi-agency and community engagement approaches
 - reduce flexibility and/or ability to target funds based on thematic need
 - provoke hostility based on the perception that mainstream funding is often ring-fenced to local authority services, and might prove difficult to maintain the focus on neighbourhood renewal
- some stakeholders called for greater co-ordination and consideration amongst departments and policy makers at a national level. Specifically, this relates to issues associated with the extent to which national targets and objective setting can influence the afforded flexibilities of mainstream funding at the local level. This appears to have impacted in terms of the extent to which a 'type' of substitution occurred through NRF due to constrained and/or cut budgets
- there would also be potential value in considering how a lack of 'ownership' of those interventions which fall across mainstream providers (such as those are led by the non-statutory sector, or are related to LSP support, community engagement and neighbourhood management) limits the extent to which these activities, if successful, could be mainstreamed or sustained.

Annex 1: Methodology

Workstream One

Workstream One consisted of the collection and analysis of a range of data principally relating to spending over the lifetime of NRF, 2001–2006, based on data provided by LSPs through the annual Statement of Use (SoU) return. We have also drawn on a confidential report by the Institute of Economic Studies, which analysed the data provided through the 2002–2003 SoU process.

Workstream Two

We collected a significant number of local level (principally LSP) documentation relating to neighbourhood renewal. Not all of this data was relevant to NRF specifically, but these documents were analysed where there was felt to be sufficient connection between the approach to neighbourhood renewal and the use of NRF.

An analysis pro forma was developed and used to capture information from each document. The pro forma covered key issues such as:

- evidence of outcomes:
 - planning and use
 - partnership working
 - service delivery
 - specific groups
- evidence of impacts:
 - on floor targets;
 - changes to services
 - local targets
 - narrowing the gap
- how NRF has contributed to neighbourhood renewal.

Workstream Three

The survey of LSP Co-ordinators in receipt of NRF took place in late 2005 to early 2006. In total we received 68 responses from 87 distributed questionnaires, a response rate of 78%. The survey covered all the core research questions including:

- the views of LSP co-ordinators on the planning and use of NRF, including issues such as allocation, spatial targeting, and leverage

- the impact of NRF on aspects of partnership working
- the views of LSP co-ordinators on the impact of NRF on service delivery
- the targeting of specific groups, and the impact of NRF on those groups
- the assessment of LSP co-ordinators of the impact that NRF has had on contributing toward targets.

It is important to note that the findings presented in the survey are the perceptions of LSP co-ordinators and others about the outcomes and impacts generated by LSPs, and are not direct evidence of those outcomes and impacts themselves.

Workstream Four

Workstream Four involved case study work with 14 LSPs in receipt of NRF. In-depth interviews were held with a range of stakeholders in the LSP. The criteria for selection of the case study LSPs were identified by the NRU, in discussion with YCL. As a result, the case study LSPs are principally those in receipt of the largest allocations of NRF for the period 2004–2006.

In order to address the issue of possible bias as a result of this, we have been careful to ensure that our overall analysis is triangulated by the survey of NRF LSP co-ordinators, thus ensuring a more representative coverage of LSPs by size of allocation. We also analysed the findings of the survey by quartiles of LSP allocation, to check that there was consistency of findings between the recipients of the largest NRF income, and other groups.

We selected interviewees from each LSP by looking across the whole case study programme and seeking to ensure that each sector was covered in sufficient depth to produce robust analysis. Our aspiration for each case study area was to meet with:

- operational staff:
 - LSP coordinator, NRF Manager, Local Authority Chief Executive
- LSP Chair and other Board/Sub-group members including:
 - three representatives from the local authority and three representatives from partners outside the authority eg police, health, Jobcentre Plus, community and voluntary sector, faith groups, private sector.

In order to ensure the findings of the stakeholder interviews were as robust as possible, we undertook a process of triangulation with a range of other sources of data, which included, where possible:

- Statements of Use
- LSP documentation, including Neighbourhood Renewal Strategies, Community Strategies, Performance Management Reporting, and other internal documentation where possible
- findings from the survey of NRF LSP co-ordinators.

Workstream Five

AMION Consulting were responsible for the completion of Workstream Five, the intervention review element of the case study programme. Following the development of a sampling framework, interventions from each case study area were selected to take part in the process, with a total of 155 interventions being reviewed.

On the basis of the information that was available, the following criteria were adopted to arrive at a range of interventions that was reasonably representative of the projects funded in each area:

- theme ie the main themes of the NSNR – crime, health, education, employment, housing/environment and “other” (eg community development and services)
- size of intervention, in terms of the NRF funding allocated to them
- the nature of the activity involved, in order to achieve a mix of different types of project within a theme
- the type of lead organisation, ie whether the lead organisation was local authority, other public sector, partnership or voluntary/community.

Structured interviews were held with project managers, the findings of which were then triangulated where possible through a follow up interview with the LSP Co-ordinator or relevant officer, and through assessments made by the evaluators themselves.

Each intervention was the subject of an interview by a researcher. Discussion with the intervention manager covered a range of issues – including the background to the intervention; issues encountered (including those regarding use of NRF); the additionality of the intervention and its sustainability – including the potential for mainstream funding; and the outputs, outcomes and impact that had been achieved. Assessment of the latter has proved to be a significant challenge for the study for a number of reasons including:

- timing – a number of interventions were ongoing so a full assessment of outputs was not always possible. In addition, outcomes and impact had often not yet become apparent. The extent of this time lag varied with for example the results of interventions to address worklessness being apparent much sooner than in other themes – such as health
- the ‘devolved’ nature of NRF administration is reflected in a wide range of performance management approaches. This in turn has resulted in a lack of standardisation and variations in the comprehensiveness of monitoring data. In a number of cases the information management systems did not appear to be well developed
- the wide diversity of activities supported has meant that the potential for aggregate assessment of outputs and outcomes has been limited.

To supplement the interview, each interviewee was asked to provide a short summary of the project in advance explaining what NRF was being used for and who the beneficiaries were. In many cases interviewees were also able to supply additional background information, such as quarterly monitoring reports or evaluations that had already been carried out.

Annex 2: Output and outcome tables (analysed interventions)

Table A1 Crime and Community Safety Outputs			
Total Projects (32)	Funding	Output/Activity Measures	Intended/Actual Outcomes
Target Hardening (7)	NRF £10,628k Total £11,837k	5,218 security upgrades (gates) (2) 18,631 security upgrades (dwellings) (4) 911 crime prevention visits to the elderly: 327 visits to elderly victims of crime (1) 9 environmental schemes; 6 lighting schemes (1) 8,987 recorded incidents; 3,988 arrests (1)	Households benefiting from reduction in crime
Youth Diversion (10)	NRF £3,324k Total £4,289k	5,348 young people supported (5) 11,624 young people engaged in activities (5) 65 families supported (1) 85 advice sessions (1)	Reduction in youth offending 137 young people accessing training or employment (3)
Visible Presence/ Additional Policing (10)	NRF £10,957k Total £18,526k	268 police officers, PCSOs, wardens and support (5) 2 specialist vehicles (2) 248 arrests 732 intelligence submissions (1) 120 licensing visits 597 taxi inspections (1) 79 drug/drink spiking sessions 40 arrests for drug offences (1) 99,534 patrol hours 2,022 security upgrades 50,744 people engaged in activities (1)	Reduction in fear of crime
Support to Offenders and Victims (5)	NRF £1,177k (4) Total £2,179k (4)	242 offenders supported Victims of crime supported (1) 350 homes fitted with security measures (1)	Reduction in offending/re-offending 4 parents accessing employment (1) 22 young offenders in full-time education (1)

Table A2 Education Outputs			
Total Projects (29)	Funding	Intervention Outputs	Intended/Actual Outcomes
Raising Attainment – General (13)	£10,216,861 NRF £10,550,653 total	19,415 pupils receiving support (10) 108 schools engaged (5) 216 teachers receiving support (2) 55 teacher mentors (3) 7 voluntary sector organisations engaged in initiative 282 hours additional after school activity 114 days holiday activity 4 parent volunteers 161 volunteers trained	Increased attainment (general) Increased attainment at KS2 (6) e.g. 11.5% uplift in KS2 maths e.g. 103 pupils with improved reading age Improved attainment at KS 4 (2) e.g. 88% achieving expected or better than expected results Improved attainment at KS3/4
Raising Attainment – Targeted (5)	£4,294k NRF £4,855,954 total	2,489 pupils receiving additional support (5) 9 schools involved 106 pupils engaged in youth diversion activities	Increased attainment levels and reduced exclusions (2), eg 57% achieving above average anticipated improvement in English 40% achieving above average anticipated improvement in maths 30 achieving level 5 at KS3 47 pupils re-engaged in mainstream schools 7 pupils securing 5+ A*-C GCSEs 20 pupils achieving alternative qualifications
Reduced Exclusions (2)	£335k NRF £335k total	565 young people receiving support (2) – 250 personal development sessions	Reduced exclusions, e.g. 225 young people at risk of exclusion remaining in mainstream schools (92%)
Out of School Activities (3)	£4,760,092 NRF £5,208,803 total	2,860 young people involved (3) 59,432 contact hours 31 VCS organisations involved 8 new/ improved youth facilities (2) 60 volunteers working with young people 6 community arts projects supported 4 facilitators working with young people	Raised levels of KS3 attainment (2) Raised levels of GCSE attainment
Parental Involvement (3)	£807,327 NRF £814,327 total	662 parents actively engaged in schools (3) 667 parents referred to a learning programme (2) – 25 parents being trained	101 parents gaining a qualification 16 parents into jobs

Table A2 Education Outputs			
Total Projects (29)	Funding	Intervention Outputs	Intended/Actual Outcomes
Basic Skills (3)	£1,225,551 NRF £2,319,610 total	870 learners receiving basic skills support (2) 23 basic skills staff recruited 234 support staff engaged 1,329 new learners signposted 20 volunteers recruited Production of a planning tool for basic skills providers	26 learners achieving qualifications 6 learners accessing jobs 12 learners achieving other positive outcomes

Table A3 Health Outputs			
Total Projects (24)	Funding	Intervention Outputs	Intended/Actual Outcomes
Preventative Interventions (6)	£1,601 NRF £1,666k Total	6,198 people receiving active preventative support (e.g. weight management, exercise, falls and accident prevention etc) 400 people involved in healthy living initiative (1) 40 community groups involved in healthy living initiative (1)	Reduced morbidity (6) including eg people with changed lifestyles
Reducing teenage pregnancies (5)	£1,663k NRF £1,718k Total	16,936 accessing advice services (4) 1,218 accessing contraception services (1) 1,413 young people and others trained 31 schools involved (2)	Reduction in teenage pregnancies (5)
Enhanced Access to Services (4)	£3,058k NRF £3,094k Total	3,809 people accessing improved mental health services 7,271 people accessing other support and treatment (4) 352 GPs receiving support 857 carers supported	Reduced morbidity (3) Reduced mortality (2) Improved mental health
Children and Young People (4)	£2,408k NRF £11,474k Total	14,490 free lunches (1) 28,850 attendances at pre- and post- school meal clubs (1) 138,258 increase in attendances at swimming pools	Reduced morbidity (3) Reduced mortality (3) e.g. increased uptake of school meals (50–63%)
Groups at Risk (5) Targeted Groups	£747k NRF £747k Total	2,747 receiving advice (3) 360 staff trained (2)	Reduced morbidity (3) Reduced mortality (4)

Table A4 Housing and Environmental Outputs			
Total Projects (22)	Funding	Intervention Outputs	Intended/Actual Outcomes
Housing (7)	NRF £3,381k Total £4,085k	9,463 + properties surveyed (3) 4,437 properties improved (4) 8,813 households/people advised (2) 18 properties returned to use (1) 35 landlords accredited (1) 18 properties with increased security	80 people becoming homeowners
Environmental Quality (11)	NRF £8,959k Total £10,202k	Environmental clean-ups, including: 7,499 white goods removed (1) 12,234 tons of waste removed (1) 98 residential blocks valeted (1) 602 unlicensed vehicles seized (1) Environmental enforcement, including: 1621 fly tipping offences prosecuted (1) 126 statutory notices served (1) 74 litter enforcement exercises (1) Environmental initiatives, including: 8 estate improvement days (1) 191 trade waste contracts 4 wardens (1) 114 gating projects (1) 3,500 households involved in recycling: 60% participation (1) Environmental training: 120 people accessing (1)	Improved liveability, eg 7% increase in satisfaction with neighbourhood (3) Environmental Protection Act (EPA) rating improved by 30% Reduced level of fly-tipping and environmental degradation Increased awareness of environmental issues Increased recycling
Local Area Action Planning (4)	NRF £139k Total £320k	Meetings, advice sessions	Improved local and business environment and associated outcomes including for example: – job opportunities – business start-ups – improved environmental spaces

Table A5 Worklessness Outputs			
Total Projects (23)	Funding	Intervention Outputs	Intended/Actual Outcomes
Advice and support to targeted groups (11) <i>Hard to reach groups, including offenders, refugees, Somali community, people with health conditions or alcohol problems</i>	NRF £6,100k Total £6,977k	6,480 people receiving advice (7)	2,412 people accessing employment 749 people sustaining employment (2) 783 people accessing training (4) 13 accessing voluntary work (1) 10 people gaining qualifications (1)
Advice, guidance and training (3) <i>Lone parents, care leavers and hard to reach groups</i>	NRF £509k Total £780k	People trained 18 training weeks delivered 69 work placements (1)	85 accessing employment (3) 59 accessing self-employment (1) 79 accessing FE (1) 142 obtaining qualifications (1)
Transitional employment schemes (4) <i>Long-term JSA claimants, excluded groups, people in designated postcodes and under 25s</i>	NRF £2,481k Total £4,321k	271 beneficiaries (2)	465 accessing employment (4) 354 obtaining qualifications (1)
Support to business and enterprise (5)	NRF £605k Total £961k	167 people receiving advice or training (2) 241 SMEs, micro-businesses and social enterprises assisted (3) 683 young people and workers/teachers attending enterprise awareness sessions (1)	40 businesses supported (1) 118 business and social enterprise start-ups (2) 194 people accessing employment or self-employment (2) 127 jobs created in SMEs, community and micro-businesses (2) 35 people accessing training (1)

Table A6 Other/Community Development Outputs			
Total Projects (25)	Funding	Intervention Outputs	Intended/Actual Outcomes
Support for community-based organisations (4)	NRF £1,022k Total £1,037k	67 organisations involved (2)	Community engagement Neighbourhood issues addressed Improved coordination of VCS organisations involved in NRF delivery Improved services for the disabled
Community advice (5)	NRF £1,094k Total £1,448k	1,000 young people p a accessing advice (1) 1,325 advice sessions held (1) 380 young people supported (1) 2,625 hours of mediation (1)	937 young people moving to positive destinations or accessing training/FE (2) £4,273k additional benefit secured (1) Community cohesion Improved and improved access to services for minority ethnic groups
Community engagement (6)	NRF £314k Total £452k	78 people trained 2,650 people engaged in projects (2) Community days, community and leisure groups 23 vulnerable groups assisted	Increased community engagement Increased community engagement of minority ethnic groups Increased community inclusion; reduce isolation
Race awareness (4)	NRF £409k Total £784k	15,138 people participating (2) 51 schools involved (2) 9,087 school children participating (2) 146 advice sessions (1)	Increased awareness of race and racism Reduction in racism Increased community inclusion
Neighbourhood coordination/information (3)	NRF £368k Total £955k	10.5 jobs created (1)	Increased communication and sharing of information Increased coordination and improved delivery of services at neighbourhood level
Community Facilities (3)	NRF £633k Total £2,314	New facilities created (unknown – some in development)	Improved community facilities and services, improved access to services

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