**Neighbourhood Management Pilot Evaluation
Leckhampton Inspector Neighbourhood Area**

**DISCUSSION DOCUMENT
(produced February 2009)**

Introduction

This report sets out considerations for discussion with partners about the future roll out of neighbourhood management in Cheltenham. It provides an evaluation of the learning from the pilot in the Leckhampton INA which has focussed on the Hatherley and Benhall community and outlines the resulting learning points to take forward as we look at other areas.

Summary

In 2008 we piloted a neighbourhood management approach in South Cheltenham, based on the neighbourhood policing structure. There are 4 inspector neighbourhood areas in Cheltenham, which are then broken down into a total of 14 smaller communities. These 14 communities each have a neighbourhood co-ordination group which identifies priorities to be tackled by the police and partners. The pilot focussed on the Hatherley and Benhall community and involved setting up a multi agency project team which supported the work of the neighbourhood co-ordination group on the ground through focussing on the priorities with a range of partners with the ability to make decisions and commit resources.

The successes from the pilot work include:
- Strong support from most key partners
- The Youth Service committing to trial detached youth work on Friday evenings
- Joint walkabouts between borough council community rangers, PCSOs and elected members.
- A joint pledge from the police, county council and borough council
- New priority setting process (established by Leckhampton SCT at the same time as the pilot) which involves residents and other partners in problem solving.
- Youth SARA plan (piloted at the time of this pilot)
- Brizen Young People's Centre Project was supported
- Schools competition run by the Police Safer Communities Team to improve parents parking around schools.
- Joint working between PCSOs and council Civil Enforcement Officers to target bad parking around schools
- Sharing of progress of Up Hatherley Parish Plan
- The SARA plans that were opened during the pilot were all closed at the end of one period rather than having to be renewed.
- There is less anti social behaviour being identified through community priorities and most priorities require a partnership approach.
- Resource to reinstate support for Park Watch was identified.

The pilot work has highlighted the following key learning points:

- The need to share community engagement mechanisms so that issues are all fed through the priority setting process and tackled in partnership.
- The need to provide support to residents to act as representatives of their communities through building skills and confidence to increase collective voices as well as individual voices, and enable them to take action and have influence. Residents in neighbourhood co-ordination groups acting as key individuals need support to understand and maximise their role.
- The priority setting process used by Leckhampton INA should be shared with other areas
- Having the involvement of officers at the right level to make decisions and allocate resources is key to making things happen. This requires the commitment of all partners and the engagement of health services in neighbourhood management is an area to work on. There is benefit to having a structure set up at the INA level as it is not as onerous as attending all of the community meetings but still enables a local focus and enables more senior officers to have an input.
- Some resource is needed to co-ordinate the neighbourhood management approach taken.
- In other areas of town the emphasis will need to be on how the neighbourhood policing structure and other existing community representation structures can work most effectively together in spite of working within different boundaries.
- Area lead officers or single points of contact within each partner organisation would help to open clear lines of communication.
- We need to ensure the full engagement of elected members and voluntary and community sector organisations in taking forward neighbourhood management in other areas.

We now need to look at the best approach to building on the neighbourhood policing structure in other areas where there are already established structures in place.

Discussion points
- What other structures are in place and what are the potential opportunities and challenges to them taking a lead role in co-ordinating a neighbourhood management approach through the neighbourhood policing structure?

- What resources are available to deliver neighbourhood management across the town?

- What role will Cheltenham Borough Council / Cheltenham Strategic Partnership play in the roll out of neighbourhood management?

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Section 1: The pilot

Background

What do we mean by neighbourhood management?
The purpose of Neighbourhood Management is to influence the way public services are designed, developed and implemented, so that they will be most effective in meeting residents' needs. Success depends on the effective involvement of local residents and organisations as much as the commitment of local service providers. Through a partnership approach between public services and local residents, vital information can be widely shared between agencies; decisions based on this information will bring about more innovative and effective services; duplication in service provision is minimised and any gaps that exist in services can be identified and closed.

Types of services that could be influenced at a neighbourhood level include street care and environmental issues; highways; policing to tackle crime and anti social behaviour, health clinics, drop ins and preventative health work; services for children and young people; housing and learning.

Why did we run the pilot?
The Home Office (2004) Strategic Plan 2004-8 and the government White Paper Building Communities, Beating Crime (2005) set out a vision for policing which is accessible and responsive to citizens' needs, and present neighbourhood policing as a key component of the Police Reform Programme.

A new model for policing was therefore established in the county in 2007, whereby each of the inspector neighbourhood areas has a police Safer Communities Team led by an inspector. Each of the inspector neighbourhood areas is broken down into smaller communities, which each have a named Police Community Support Officer to engage with their community. A new problem solving approach was introduced which gives each community the opportunity to identify 3 community priorities for their area, which the police and partners will then focus on tackling. These priorities are each put into a SARA (scan, analyse, respond, assess) plan where actions to solve the problems are recorded and monitored.

Although priorities often relate to community safety, other issues also emerge which require a partnership approach, so the commitment of other service providers is crucial. Cheltenham Strategic Partnership therefore saw the opportunity to use the neighbourhood policing model to pilot a neighbourhood management approach, in response to the emphasis placed on neighbourhood management, community engagement and empowerment by central government.
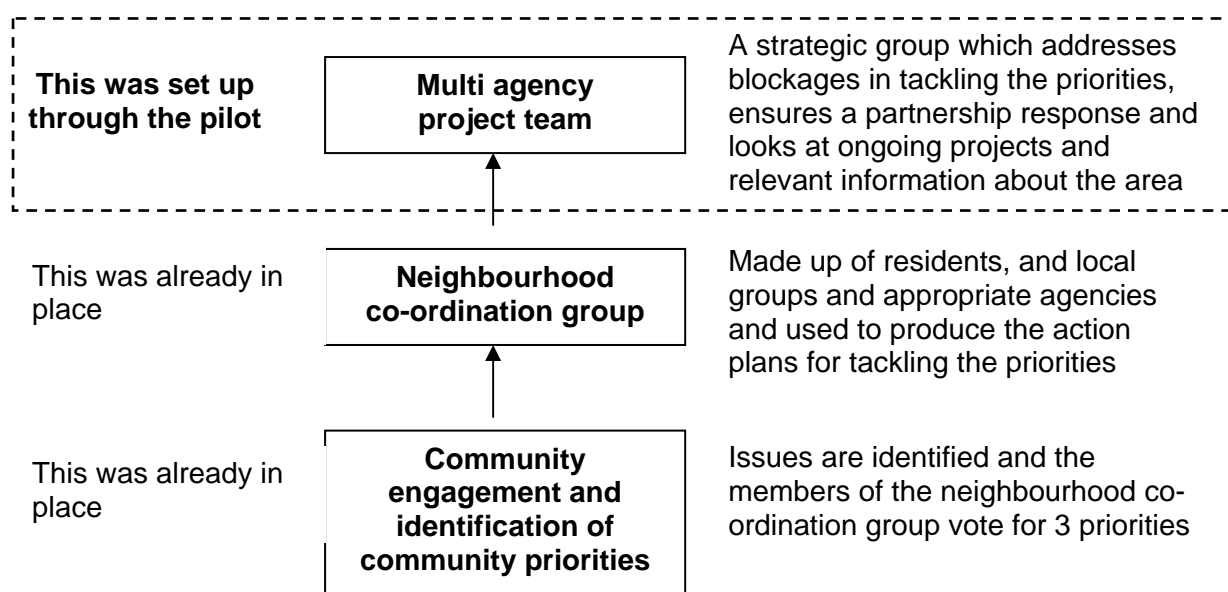
Cheltenham Strategic Partnership chose the Leckhampton Inspector Neighbourhood Area (INA) for the first pilot because of the way neighbourhood policing has developed there. Unlike other INAs, there are no existing structures such as regeneration partnerships to co-ordinate multi agency work in the area. Leckhampton INA represents the whole of South Cheltenham and the pilot which started in May 2008 focuses on the Hatherley and Benhall neighbourhood co-ordination group. This area covers the borough wards of Up Hatherley, Benhall and the Reddings and Warden Hill and includes the parish councils of Leckhampton with Warden Hill and Up Hatherley.

How we went about it

To support the work of the neighbourhood co-ordination groups in Leckhampton, we set up a multi agency project team to take forward a set of objectives:

1. Improve partnership working and formalise accountability in addressing community priorities
2. Improve sharing of agency information and support police in community consultation
3. Explore how Hatherley and Benhall area will benefit from increased multi agency focus.
4. Improve partnership working in developing and delivering SARA plans.
5. Develop shared consultation methods and share reporting of results to the group in order to broaden scope of priorities
6. Develop a detailed community profile of the area
7. Community ownership of the co-ordination group
8. Feed back the results and communicate with the wider community
9. Identify barriers to community cohesion and integration in the area
10. Be a co-ordination / information sharing group for community activity in the area.

The structure for the neighbourhood management pilot worked like this:

This was set up through the pilot	**Multi agency project team**	A strategic group which addresses blockages in tackling the priorities, ensures a partnership response and looks at ongoing projects and relevant information about the area
This was already in place	**Neighbourhood co-ordination group**	Made up of residents, and local groups and appropriate agencies and used to produce the action plans for tackling the priorities
This was already in place	**Community engagement and identification of community priorities**	Issues are identified and the members of the neighbourhood co-ordination group vote for 3 priorities

Outcomes
To measure the difference made by the pilot, we agreed to monitor the following:
- Number of priorities to choose from and priorities which are chosen which are primarily community safety issues as opposed to being broader community issues regarding the environment, young people, health etc
- Number of SARA plans which can be closed after one period rather than being renewed
- Number of SARAs which are owned by the police and number co-owned by other agencies
- Number of agencies involved in the solution
- A resident chairing the co-ordination group meetings
- Reduction in crime
- Recording initiatives coming out of the pilot

Successes

The pilot has been well supported with commitment shown from most key partners. Meetings of the multi agency project team were attended by between 15 and 30 representatives from the following organisations:

- Gloucestershire Police
- Police Authority – members and Youth Participation
- Cheltenham Borough Council – officers from Community Safety, Environment, Policy and Partnerships, Community Development, Health Communities, Parking and elected members
- Cheltenham Borough Homes
- Gloucestershire County Council – elected members and officers from Childrens Centres, Community Engagement, Neighbourhood Management Pathfinder, Trading Standards, Youth Service, SHAPE team and Highways
- South Cheltenham churches
- Gloucestershire PCT
- Up Hatherley Parish Council
- Leckhampton with Warden Hill Parish Council
- Hatherley and Benhall Neighbourhood Co-ordination Group
- GDAS
- Gloucestershire Older Person's Assembly

Progress against the 10 objectives

Objective 1 - Improve partnership working and formalise accountability in addressing community priorities
- The pilot was well supported.
- As a result of the pilot work, Gloucestershire County Council and Cheltenham Borough Council have agreed to pilot a joint pledge to the community with the Police. This is in response to the Policing Green Paper, through which the police are required to make a pledge to the community in terms of standards that residents can expect. If successful, this will be rolled out.
- Resources were committed by partners through the multi agency project team meetings to help tackle the priorities:
    - The Youth Service agreed to pilot detached working on Friday evenings in response to this being when the police received the most calls about groups of young people.
    - Cheltenham Borough Council committed to reinstate support for Park Watch schemes in Cheltenham and to increase the number of schemes across the borough from 4 to 7 over 12 months, to include 2 new schemes in the Hatherley and Benhall community.
    - Police and Council Civil Enforcement Officers worked together to target bad parking around schools.
    - The Police Safer Communities team worked with schools to run a competition aimed to improve parents parking.
- Gloucestershire County Council has identified 18 area lead officers, one for each of Gloucestershire's INAs. Their role is to attend neighbourhood co-ordination group meetings in their INA and act as a point of information flow between County Council services and the community and co-ordinating the response.

Objective 2 - Improve sharing of agency information and support police in community consultation

- Bodies who have asked residents for their views have used the meetings to share results, for example Cheltenham Borough Homes identified a set of neighbourhood priorities and Up Hatherley Parish Council has consulted to produce a Parish Plan. There is still work to be done in encouraging partners to share issues raised in the community that can be fed into the community priority setting process.
- Cheltenham Borough Council organised joint walkabouts between the Police Community Support Officers and the Council's Community Rangers. Reports from the Community Ranger and Policing Partnership are regularly made and elected members are invited to join the walkabouts.
- The Police Authority has worked with the Youth Service and PCSOs to develop a Youth SARA plan. This has involved consultation with young people and the development of a young people's panel to mirror the NCG panel. This has been piloted in Leckhampton INA.
- Multi agency project team meetings have been used for networking.

Objective 3 - Explore how Hatherley and Benhall area will benefit from increased multi agency focus.
- An example is the August 2008 priority which had been rolled over from the April set of priorities around anti social behaviour in Benhall Park and Benhall Avenue. Through raising the issues at the strategic level, it was possible to provide detached youth work on Friday evenings when the problem was most noticeable; to reinstate council support for Park Watch. At the same time, Cheltenham Substance Action Group was running an underage drinking campaign targeted at parents.
- Both parish councils in the area are fully involved in the pilot work and have welcomed it. Leckhampton with Warden Hill is leading on the Brizen Young People's Centre Project and has welcomed support from partners.

Objective 4 - Improve partnership working in developing and delivering SARA plans.
- Leckhampton SCT designed and implemented a new system for setting community priorities which enabled the community and partners to be more proactive in working together with the police to tackle them. The results of community engagement during the period are provided to the key individuals network by post or email so that they can vote for the 3 community priorities before the neighbourhood coordination group meets. This means that relevant representatives from organisations can be invited to the meetings and the meeting is used to develop an action plan.   The partnership engagement at meetings and in carrying out actions is much better and the community can more effectively hold action holders to account and take ownership themselves of some solutions.

Objective 5 - Develop shared consultation methods and share reporting of results to the group in order to broaden scope of priorities
- See details under objective 2.

Objective 6 - Develop a detailed community profile of the area
- The multi agency project team is developing a detailed community profile in conjunction with the police who are in the process of reviewing the profiles they use internally. The Hatherley and Benhall community profile will be public facing with a detailed map of the area with facilities plotted on it; details of the key contact officers and elected members for that community and a directory of facilities, services and voluntary and community organisations.

Objective 7 - Community ownership of the co-ordination group
- Because of the new structure for community priority setting, it was appropriate for the police to continue to chair the neighbourhood co-ordination group meetings. However, the community has been able to take more ownership over dealing with some of the priorities. For example, the Park Watch Co-ordinator for Benhall Park now makes a weekly report to the police

Objective 8 - Feed back the results and communicate with the wider community
- The police use a range of mechanisms for reporting back to the wider community and key individuals can also play this role.

Objective 9 - Identify barriers to community cohesion and integration in the area
- The biggest cohesion problem in Hatherley and Benhall has been some tensions between older people and young people. For example, a dispersal order was created in Caernarvon Park in 2006. To address these tensions, South Cheltenham Youth Project was set up and resulted in the project to build a dedicated youth centre at Brizen Recreation Ground.
- During the pilot, the Police Authority has also developed a Youth SARA plan with young people to engage them in the process. This involved setting up a youth panel to work with the Youth Service and Police. The Youth Panel has now chosen a youth priority which is to address misunderstanding between generations.

Objective 10 - Be a co-ordination / information sharing group for all community activity in the area.
- The multi agency project team meetings became the forum for sharing information about activity in the area. For example, Up Hatherley Parish Council shared information about their Parish Planning and progress in the Brizen Young People's Centre project was shared.

Delivery of outcomes

Number of priorities which are primarily community safety issues as opposed to broader community issues such as environment, young people, health etc

The priorities in Leckhampton INA are broader than community safety and generally fall under the categories of 'safe', 'clean' and 'green', requiring a partnership approach. The results below show the types of priorities chosen in the community priority setting round before the pilot and the types in the 2 rounds after it began:

Area	Priority types chosen before pilot (April to August 2008)	Priority types chosen after pilot started (August 2008 – Feb 09)
Hatherley and Benhall	ASB – 2 Underage drinking – 1	Parking – 2 ASB – 1
TOTAL (across all 4 NCGs in the INA)	ASB – 5 Underage drinking – 2 Parking - 2 Crime - 1 Speeding - 1 Fear of crime -1	Parking – 6 ASB - 3 Theft - 1 Crime - 1 Cycling on pavements - 1

These results show that anti social behaviour priorities reduced in number and that parking priorities became more predominant once the pilot was running, which require a partnership approach. The responsibility for parking enforcement now sits with the borough council, while the police tackle illegal parking and Gloucestershire County Council also has a role to play in designing out parking problems through road layouts and markings.

For the period February 2009 to date, all 4 NCGs have adopted the same 3 priorities, (proactive work to tackle potential anti social behaviour in parks and open spaces; reducing dwelling and non dwelling burglaries and proactive work to educate drivers about speeding and motoring offences) due to a lack of concerns being raised by residents. This is positive but there is more work to be done to involve more partners in engaging with the community and feeding the results through the community priority setting process.

No. SARA plans which are closed after one period rather than being renewed

Area	Priority setting round	Number of SARAs closed at the end
Hatherley & Benhall	Oct 07 to Jan 08	2
	Jan 08 to Apr 08	2
	Apr 08 – Aug 08	2
	Aug 08 – Feb 09	**3**
Charlton Kings	Oct 07 to Jan 08	2
	Jan 08 to Apr 08	1
	Apr 08 – Aug 08	2
	Aug 08 – Feb 09	**3**
Leckhampton	Oct 07 to Jan 08	2
	Jan 08 to Apr 08	2
	Apr 08 – Aug 08	3
	Aug 08 – Feb 09	**3**
Tivoli	Oct 07 to Jan 08	3
	Jan 08 to Apr 08	2
	Apr 08 – Aug 08	1
	Aug 08 – Feb 09	**3**

All 12 SARA plans set during the pilot period were closed at the end of the period and this was the first time that this occurred and coincided both with the pilot and more accountability being placed on partners in tackling the priorities and with the new priority setting process adopted by Leckhampton SCT which meant that priorities were held for a longer period of time, enabling more to be done to tackle them and more time to see the difference made.

Number of SARAs which are owned by the police and number co-owned by other agencies

The police have remained in control of the SARA plans but partners have taken more responsibility in agreeing to specific actions within them and to reporting back on those through the multi agency project team meetings.

Number of agencies involved in the solution

The Police have worked with other agencies on priorities before and after the pilot, although usually it involves agencies who are affected by the issue. However, during the pilot period, the Police have felt the benefit of a more proactive approach to supporting the problem solving of community priorities from some of the key agencies.

A resident chairing the co-ordination group meetings
Police have so far retained the chairing and organisation of meetings, but residents have played a more active role in taking actions away themselves as part of the problem solving process.

Reduction in crime
The local Crime Mapping service shows that crime levels across Leckhampton INA have gone up 6% compared to this time last year. However, this can be explained by a 37% increase in the number of burglaries in the area, which was going down again significantly as at December 2008 due to police efforts. The Safer Communities Team has also recommended that this be taken forward as a community priority. Other crime types – anti social behaviour, robbery, vehicle crime, and violence have all decreased compared with this time last year.

Recording initiatives coming out of the pilot
These are detailed elsewhere in this report but include:
- Detached youth work on Friday evenings
- Joint walkabouts between CBC rangers , PCSOs and elected members
- Joint pledge from the police, County Council and Borough Council
- New priority setting process (established by Leckhampton SCT at the same time as the pilot)
- Youth SARA plan (piloted at the same time as this pilot)
- Brizen Young People's Centre Project – supported
- Schools competition run by the Police Safer Communities Team
- Joint working between PCSOs and Council Civil Enforcement Officers to target bad parking around schools
- Sharing of progress of Up Hatherley Parish Plan

Challenges

This approach to neighbourhood management has had demonstrable success, but there have also been challenges.

- The neighbourhood policing boundaries are not coterminous with other boundaries, such as borough, county, parish or other. In Hatherley and Benhall, there are 3 borough wards, rather than wards being split, but boundaries can cause problems in the extent to which other organisations can engage.
- Hatherley and Benhall community area includes 8088 households and is home to over 19,000 people. Theories suggest that natural communities are normally no more than 5000 or so people.
- The pilot has focused on community priorities which fall under the 'safe, clean and green' agenda and other organisations such as the Primary Care Trust have not fully engaged with the process. South Cheltenham is not an area of great health inequality and therefore the PCT focus is greater in other areas.

Section 2 - Key learning and discussion points to inform future roll out of neighbourhood management

Learning from the pilot work

Community engagement
- To be successful, other partners need to co-ordinate community engagement mechanisms to avoid duplication and make the most of the resources available to give a partnership response to problems. This makes the community priority setting process more meaningful for people because issues can rarely be dealt with by one agency alone and makes it more effective as a tool for partner organisations to match service delivery to local need.
- Residents need to be supported in their role as community representatives in terms of building skills and confidence to increase collective voices. More work with residents who attend neighbourhood co-ordination group meetings would be beneficial to develop and maximise their role as representatives of smaller communities such as streets / neighbourhood watch areas and encouraging them to consult and share information.
- The new community priority setting process used in Leckhampton INA has been very effective and neighbourhood co-ordination group meetings have been transformed. This is a model of meetings which should be shared with other areas as it gives residents the opportunity to make the most of the time spent with representatives from local service providers to really influence the way that they go about their work in the local area and it also means that representatives themselves can make a difference through attending the meetings. It involves key individuals voting for priorities in advance of the meetings which works well in South Cheltenham but in other areas it may be more difficult to engage.

Resources

- Only existing resources were used to run the pilot and we have made things happen. However, delivering positive action in response to community priorities puts pressure on resources and this issue will inform what can realistically be achieved across the town. The pilot has shown that community priorities do not represent intractable problems and are not expensive to solve but resource in terms of staff time will need to be considered as the pilot successes were due to having appropriate officers who can make decisions and resolve problems in attendance.
- Cheltenham Borough Council led the pilot work through allocating some of the time of a Partnerships Officer to co-ordinate it, but there would need to be more capacity to support work in other areas, particularly as the pilot focus has been on one of 14 communities in Cheltenham. The multi agency project team which has focussed on Hatherley and Benhall intends to continue meeting and to expand its focus to the whole INA.
- The neighbourhood management approach is based on the neighbourhood policing structure, which provides a significant community development resource through the PCSOs and is consistent across the town. We need to share community development resources and skills across agencies to embed the neighbourhood management approach.
- The emphasis has been on developing the engagement of other providers in making this model work. In Leckhampton INA, there are no regeneration partnerships already co-ordinating multi agency work so this approach has not caused duplication but the starting point in other areas will need to be how

the neighbourhood policing structure and existing structures can work most effectively together in spite of working within different boundaries.

- Large organisations such as CBC and the PCT could explore following the approach adopted by GCC and the Police in identifying a named lead officer for each of the 4 INAs (Whaddon, Town Centre, Hesters Way and Leckhampton) to act as the main point of contact to attend meetings and co-ordinate input alongside elected members. Currently CBC has one single point of contact (SPOC) for all 14 communities but it would be more effective to have one for each INA.
- Cheltenham Borough Council is planning to put in place 3 area based community development workers

Organisation

- There was concern about duplication through setting up a meeting at the INA level on top of the 4 neighbourhood co-ordination group meetings in the INA, but in reality this was not a significant problem and having the extra meeting was shown to make a difference in holding partners to account and in having the right people present to enable resources to be targeted to address local concerns. It enabled more senior officers to have an input while not losing the local focus and it provided a good opportunity for building links between organisations.
- There has been definite advantage in having a local group to ensure the objectives have been met in the pilot area. For example, the community profile has benefitted from the presence on the multi agency project team of local councillors and parish councillors.

Role of elected members

- Elected members at borough and county level have had a key role to play within the NCGs and at the multi agency project team through engaging with and representing their communities and providing feedback about issues.
- Councillors also represent the borough and county councils and act as a point of contact and we need to ensure their full engagement.

Role of the VCS

- In Leckhampton INA, voluntary and community organisations are involved in the neighbourhood co-ordination groups through being part of the key individual network. Churches, residents associations, neighbourhood watch schemes and local groups all help to provide feedback from the community and vote on the top concerns.
- In other areas of town, bigger VCS organisations are influential within larger areas of the community and they could be in a position to co-ordinate the multi agency approach.

Role of parish councils

- The parish councils have been proactive in supporting the neighbourhood management approach and could also play a key part in developing it in other areas.

Discussion points

What other structures are in place and what are the potential opportunities and challenges to them taking a lead role in co-ordinating a neighbourhood management approach through the neighbourhood policing structure?

- Area regeneration partnerships - these already have strong links in the areas of deprivation.
- Parish Councils
- Borough wide partnerships – Cheltenham Community Safety Partnership or Stronger Communities Partnership could take on the role of supporting the 14 neighbourhood co-ordination groups to ensure a partnership approach and to drive initiatives if more multi agency support was given to developing the neighbourhood co-ordination groups.
- The Leckhampton multi agency project team could take a borough wide view although local representation would not be feasible at the level it is now.
- The Leckhampton multi agency project team could continue and be replicated in the other 3 INAs but an organisation would need to co-ordinate it.
- The objectives worked through in the Leckhampton INA pilot could be used in other areas through developing the 14 neighbourhood co-ordination groups or other structures.

The Future of Community Development Conference on 24 April will help to identify where co-ordination mechanisms may naturally lie in each area and what gaps there are and should provide the starting point for rolling out neighbourhood management.

What resources are available to deliver neighbourhood management across the town?

- Can all key partner organisations provide a single point of contact for each INA or each community who can commit resources and make decisions?
- What bodies could take the lead in co-ordinating the multi agency approach in each community and if they were parish councils or voluntary and community sector organisations, what support could be given to them both financially and in terms of community development?
- We need to think about how best to support community development activities through our community development / involvement workers and PCSOs. Community development is critical to:
  - ✓ Build community skills and confidence to engage in local decision-making
  - ✓ Work to change power structures to remove the barriers that prevent people from participating in the issues that affect their lives.
  - ✓ To support individuals, groups and organisations participate in engagement activities
  - ✓ Identify communities' needs, opportunities, rights and responsibilities;
  - ✓ Plan what they want to achieve, organise themselves and take action;
  - ✓ Evaluate the effectiveness and impact of the action.
  - ✓ Identify existing web of contacts – organisations/ individuals/community leaders in the area
  - ✓ Identify Community infrastructure (shops etc) and community support mechanisms (doctors etc) and gaps in provision.
- What existing community engagement mechanisms can be shared?

What role will Cheltenham Borough Council / Cheltenham Strategic Partnership play in the roll out of neighbourhood management?

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Abbreviations
NCG - Neighbourhood Co-ordination Group
INA – inspector neighbourhood area
PCSO – Police community support officer
SCT – Safer Communities Team
CBC – Cheltenham Borough Council
ASB – anti social behaviour
GCC – Gloucestershire County Council
CBH – Cheltenham Borough Homes