

**Overview and Scrutiny****On 12 March 2007**Report Title: **Haringey Council's Neighbourhood Management Service**

Forward Plan reference number:

Report of: **Assistant Chief Executive, PPP&C**Wards(s) affected: **All**Report for: **Key Decision****1. Purpose**

1.1 To provide a brief history and rationale for Neighbourhood Management Service, addressing resources and staffing costs for the Service. The report details funding for the Service. This report sets out the forward strategy for the Service.

**2. Introduction by Executive Member**

2.1 Neighbourhood Management has been one of our most popular and successful services. I am keen to hear from Scrutiny Members about their experience of the work of Neighbourhood Management, and ideas you may have about its future development. The White Paper specifically highlights Scrutiny at a local level. I would welcome comments about how Scrutiny think this could work.

**3. Recommendations**

3.1 Members are asked to note the report

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#### **4. Director of Finance Comments**

4.1 The Director of Finance has been consulted on the content of this report. The current funding (2006/07) position for the business unit is outlined in para 15. This reflects the agreed corporate investment into the service whilst highlighting continuing reliance on external money (largely NRF) to fully fund the service, albeit that the reinstatement of £500k of base resources is in Council plans, for 2008/09.

#### **5. Head of Legal Services Comments**

5.1 The Head of Legal Services has seen and notes the content of this report and any comments would have been incorporated into the report.

#### **6. Reasons for any change in policy or for new policy development (if applicable)**

6.1 N/A

#### **7. Local Government (Access to Information) Act 1985**

7.1 Neighbourhood Management Service Forward Strategy and Reconfiguration Report.  
Haringey Council Executive (20.12.2005)

### **8. BACKGROUND**

8.1 Neighbourhood Management was established in 2001 as part of the Council-wide restructuring. It responds to and aims to implement the Government's National Strategy for Neighbourhood Renewal. The service provides the supporting framework for community participation in service planning and development, targeting resources at neighbourhood level where staff work in local teams implementing the delivery strategy.

8.2 Neighbourhood Management is continually responding to an evolving local and national agenda, which sees community involvement and engagement as central to the revitalisation of local communities and as a way of making services respond to local needs. This sets a context for testing out new ways of working with partner agencies, within the Council, and with local people.

8.3 A key feature of Neighbourhood Management is its crosscutting brief. This is articulated by both Government and Council policy for Neighbourhood Management to join services up and engage a range of partner agencies from the statutory and voluntary sectors to "bend" mainstream provision to achieve local objectives of neighbourhood renewal.

### **9.0 THE NATIONAL AGENDA**

9.1 In 2000, following national research by the 18 Policy Action Teams, the Government announced its National Strategy for Neighbourhood Renewal. It proposed establishing neighbourhood management and neighbourhood managers to drive change at local level, with the brief and task to bring services together, and the mandate to 'make things happen'. The Haringey Neighbourhood Renewal Strategy, (HNRS), set out the priority

neighbourhoods and the context for neighbourhood work, aiming to avoid fragmentation and parallel development, instead facilitating collaboration and networking.

- 9.2 The Government has continued to promote the Neighbourhood agenda, with a series of consultation documents “*Creating Sustainable Communities*”; “*Citizen Engagement and Public Services*”; “*Why Neighbourhoods Matter*”. These concentrate on how Neighbourhood Management can be embedded in communities, through, for example, establishment of a national framework for neighbourhoods and local neighbourhood charters. These concepts are now being disseminated widely by the Government’s Local Government White Paper “*Strong and Prosperous Communities*” (October 2006) which builds on previous policy documents and the experience of implementing neighbourhood working in many areas across the country.

## **10 Local Government White Paper “Strong and Prosperous Communities**

- 10.1 The Government has widely signalled its view that neighbourhood management and neighbourhood models of service delivery remain a Government priority. With the White Paper now going through the parliamentary process this sets a context for neighbourhood working and there is a clear government expectation that local authorities implement this. The Government sees neighbourhood management as one means of reinvigorating and reviving local government.
- 10.2 The White Paper included several proposals for neighbourhood working and local participation- promoting ‘responsive services and empowered communities’. These include consulting citizens and communities about the shape of local services and policies, involving citizens directly in designing, delivering or accessing a service and devolving responsibility for the delivery of a service.
- 10.3 Whilst not being prescriptive, it sees neighbourhood management as a means of delivering that agenda and holding services and government to account. It is encouraging councils to develop neighbourhood management models and build community participation. It suggests neighbourhood charters which set service standards and local priorities, creation of local budgets for ward councillors with an enhanced community leadership role for backbench ward councillors in championing the interest of their communities. The Government links this to the importance of building community cohesion – the Government view is that ‘stronger local leadership, greater resident participation... in decisions can help all local areas to promote community cohesion’
- 10.4 The White Paper also proposes strengthening overview and scrutiny, with new best practice guidance being developed to include the concept of scrutiny focused on particular areas, communities or neighbourhoods.
- 10.5 The proposals to strengthen Local Strategic Partnerships, and the role of Councils within those, with the advent of Local Area Agreements form a framework where neighbourhood working can make a strong contribution.
- 10.6 Given the Government’s expectations for how local government must reshape, our work in Haringey has laid firm foundations and is well positioned to apply the government’s thinking at local level where members believe it is appropriate.

## **11 NEIGHBOURHOOD MANAGEMENT SERVICE**

- 11.1 Neighbourhood Management provides the framework to assist members in community participation and engagement with local people, working together to set local priorities,

identifying local needs, and in working with many services and partners to find local solutions. The service has built up local community participation in service planning and development.

- 11.2 Neighbourhood Management has continually focused on supporting members in their role in building community engagement as Haringey's driver for local service improvement and revitalisation of local communities, especially in disadvantaged neighbourhoods. It brings members, residents, partner agencies, businesses and voluntary groups together to identify and prioritise local needs, and drive service delivery on the ground. This approach has been increasingly accepted over the last few years as the service developed local participation in the priority wards. Priority wards are those defined both by the government's criteria for Neighbourhood Renewal Funding and by the Council's local regeneration objectives. This included Single Regeneration Budgets (SRB) at West Green Learning Neighbourhood and Joining up Northumberland Park.
- 11.3 A key feature of the service is its crosscutting brief. The intention, articulated through both Government and Council policy is for Neighbourhood Management to join services up, working across existing service demarcations and engaging a range of partner agencies from the statutory and voluntary sectors in "bending" mainstream provision to achieve local objectives of neighbourhood renewal. In summary, there are two principal aims which impact on each other - these are building community engagement as an important process in itself, but also as a means of driving service improvement.
- 11.4 This way of working has led to significant improvements at local level, and ideas piloted through neighbourhoods have been accepted as good practice. This new approach adopted by the Council over the last few years has facilitated active engagement of local residents which tests and pilots new ways of working within the Council, with partner agencies, and with community organisations and the voluntary sector, strengthened further by the fact that the two SRB Boards (West Green and Joining Up Northumberland Park) and the Green Lanes Strategy Group were official bodies of the Council.
- 11.5 Engagement with local people has had many benefits. Local people have contributed to designing local solutions and have challenged traditional ways of working. Officers and partners have been required to justify their approach, be more open and transparent, and demonstrate how their work will improve local services. This has led to shared learning on all sides, and has contributed to building trust and confidence in Haringey Council. This engagement has also supported and strengthened members in their role as community leaders.
- 11.6 Examples include:
- Comprehensive relighting programmes where local people worked with council services, the Police and external partners such as TfL and London Underground to identify priority streets and implement the programme. This approach was initiated and funded through the SRB programmes and early years of the NDC and was adopted more widely by the Council to build support for Better Haringey
  - Timed waste collections developed through the Green Lanes Strategy Group. The neighbourhood manager brought together Ward Councillors, residents, traders, enforcement agencies and partners to problem solve. Subsequently timed waste collections have been rolled out on Tottenham High Road.

- Establishment of local theme groups to hold services accountable and drive delivery – examples include the West Green Crime and Environment Groups – the latter contributed to the major environmental improvements along West Green Road, and to Milton Road Estate.
  - Area based youth activities in West Green, Northumberland Park and White Hart Lane, now developing further with the Youth Service.
  - Planning for Real projects to involve residents in setting local priorities for improvement – Campsbourne Estate, Tiverton Estate and currently White Hart Lane.
  - Working with Archway Traders and residents association to regenerate the areas focusing on local shopping community safety and revitalising interest in the area. Improving street scape, traffic safety measures, and creating pride in the area through the local plant troughs scheme.
  - In the Muswell Hill area we re-established links with the local traders association and in particular in raising donations towards the cost of Christmas lights on the Broadway and Fortis Green Road. In relation to building community cohesion we attracted local residents from the Coldfall and Osier estates to a combined Christmas celebration and community planning day. The event identified local people's and aspirations for their neighbourhood.
  - The work through Area Assemblies and Make the Difference budget has led to local peoples' ideas being realised with elected members having significant involvement.
- 11.7 Possibly the most significant long-term impact of effective Neighbourhood Management is in the role of catalyst. Neighbourhood Managers rely completely on developing good relationships across service departments, external agencies and within the various communities. In the course of this work they build up a very wide ranging understanding of the issues that matter locally and ways that problems can be solved. This is not because of any extraordinary ability, just that the work provides a way of seeing things from several different angles. This has meant that by a mix of brokering, challenging and persuading , and using small amounts of additional funding, many small but significant results can be achieved. It has also provided an effective vehicle for securing new sources of funding that can be brought to bear in the most effective way, to tackle seemingly intractable problems and provide new models that can be used to demonstrate to Government a better way of dealing with problems.
- 11.8 The service has built a reputation for working with local people and has received national awards and recognition. These include Beacon Council accreditation for Getting Closer to Communities, runner up in the Deputy Prime Minister's Award for Sustainable Communities and a national case study about the Green Lanes Strategy Group. (OPDM, National evaluation of the Neighbourhood Management Pathfinders, Case Study E, 2005). Green Lanes Strategy Group has now been short listed for the Local Government Chronicle and Health Service Journal Award (2006) in the Cohesion Category.
- 11.9 The recent CPA cited Neighbourhood Management as a strength in the borough. Working in an environment of rapid change and evolving services, the need to be receptive and crosscutting requires a responsive and adaptable structure. Additionally the most recent borough wide residents' survey showed an increase in areas related to community development and participation. For example since 2004/5 there has been:

- an 8% increase in residents feeling involved - up to 44%
- a 6% increase in residents who felt they were listened to –up to 49%
- a 3% increase in residents who felt informed – up to 63%

11.10 Member involvement has been another central aspect of neighbourhood management, with ward councillors participating in the local groups and partnership structures. The community leadership role has enabled ward councillors to act as a 'bridge' between the Council and the community, articulating local issues and needs at Council level, reporting back to local people on actions, and in making things happen. Member involvement in local groups and through community engagements has also increased local trust and confidence and contributed to positive outcomes.

11.11 The Council's Area Assemblies have always been an important dimension of our neighbourhood management model – where local and wider issues can be discussed and debated at community level, and where neighbourhood developments can be reported to the wider community. Chaired by elected members, and now delivering local projects through the popular Make The Difference scheme, they invite people to have their say and the engage with elected Councillors and other agencies on issues of local concern.

## **12 THE RECONFIGURATION OF NEIGHBOURHOOD MANAGEMENT SERVICE.**

12.1 The reconfiguration of Neighbourhood Management Service approved by the Council's Executive (20 Dec 2005) and took effect from April 2006. This approach builds on both the Council's Community and Local Neighbourhood Renewal Strategies, setting out three key propositions which members approved. These were:

- the neighbourhood management approach should be universal;
- we should promote area based working
- community engagement and involvement are central to the way that the Council carries out its activities.

These complemented and underpinned the Council's current Community Strategy priority - **Putting People First**. They also reflect at local level the Government's commitments to local community engagement, partnership working and the development of local area planning for joint service delivery at local level which has since been restated in the White Paper for Local Government (October 2006).

## **13 NEIGHBOURHOOD MANAGEMENT AND CURRENT PRIORITIES**

13.1 Since 1 April 2006 the service has worked to embed the neighbourhood model across Haringey, working on the ward configurations for Area Assemblies with which Members and local residents have become familiar. There is a neighbourhood manager and team in each of the seven Assembly areas which drives forward community involvement with Council priorities and working with its external partners to achieve service improvements and to pilot new ways of working and area based working.

Haringey Council is made up of 19 wards. These are further divided into 7 Area assemblies:

<b>Tottenham &amp; Seven Sisters</b> (Tottenham Green, Seven Sisters, & Tottenham Hale Wards);	<b>Harringay &amp; St. Ann's</b> (Harringay & St. Ann's Wards);
<b>West Green &amp; Bruce Grove</b> (West Green & Bruce Grove Wards)	<b>Northumberland Park &amp; White Hart Lane</b> (Northumberland Park & White Hart Lane Wards)
<b>Wood Green &amp; Noel Park</b> (Bounds Green, Woodside, Noel Park Wards);	<b>Crouch End, Hornsey &amp; Stroud Green</b> (Crouch End, Hornsey & Stroud Green Wards);
<b>Muswell Hill</b> (Highgate, Muswell Hill, Alexandra & Fortis Green Wards)	

- 13.2 In Haringey's model, Area Assemblies are the overarching forum for the community to which the Neighbourhoods report local and wider issues and actions. They are chaired by elected Councillors who are exercising their community leadership role. Establishing Neighbourhood Management across the borough for the longer term requires putting in place some formal structures to support this. The shape of these local arrangements is dependent on local circumstances. This could draw on Haringey's significant experience of SRB programmes and the Green Lanes Strategy where residents, Councillors and partner agencies work together to establish local priorities and deliver change on the ground. Local neighbourhood bodies could act as the local forum bringing together Councillors, resident representatives, partner agencies, local business and agreed co-optees.
- 13.3 The Green Lanes Strategy Group, chaired by the Executive Member for Crime & Community Safety and made up of community representatives, the Traders Association, council officers and partners (Met Police), was set up in 2002 to develop a local neighbourhood plan for the area. The aim of the group was to find realistic solutions to complex local problems, including balancing the economic development of Green Lanes and the concerns of local residents. The group spent a great deal of time meeting and engaging with local residents and businesses to find out their concerns and find practical ways of addressing them. A central aim was to find the common ground between the businesses, local residents, and partner agencies, and from this to agree the action plan which has driven partnership working. Following the success of the Green Lanes model members have agreed to set up the Myddleton Road Strategy Group and the West Green and Bruce Grove Better Places Theme Group.
- 13.4 There is a real commitment by Urban Environment and the Children's Service to build effective joint working at local level, moving towards multi-disciplinary area based working of Council Services. This has the real potential for joint service planning and delivery, pooling of resources and joint problem analysis and solving. This approach builds on the Council's commitment to "Smart Working" and Neighbourhood Renewal and is fundamental to making key cultural changes needed to meet local outcomes where issues are complex and cross-agency. It will also create the environment for finding creative and imaginative solutions to local problems, and support the Council's drive to deliver excellent services.

## 14 Learning – what works

- 14.1 Working in partnership with residents and agencies at neighbourhood level has delivered demonstrable benefits. For example
- engaging young citizens in local forums to shape and improve environmental services, community safety, their own provision and to identify solutions to problems for Examples are Stonebridge and Campsbourne Estates
  - building trust and confidence of local people that their involvement has shaped delivery and brings dividends around service delivery Examples are West Green and Northumberland Park environmental improvements, Tottenham High Road and Tottenham Town Centre Partnership, co-ordinating local Clean Sweep campaigns through community engagement and local intelligence gathering; partnership working with SN teams to involve local people and use their knowledge to tackle endemic problems such as drug dealing in Hartington Park and poor housing management in Somerset Gardens.
- 14.2 Listening to and learning from local people is fundamental to effective neighbourhood working. Local people's knowledge and understanding is invaluable in shaping and enhancing service delivery and improvements. This has been particularly true in relation to environmental management, crime and community safety and engagement with both young and older people. Partners and Council services have had to rethink their relationships with service users to deliver service improvements and this approach is now embedded in our neighbourhood based activities. There are positive outcomes from this as people have more confidence in the Council and as officers recognise that local knowledge can complement professional skills. Involvement in traffic calming schemes, safer routes to schools and work on Myddleton Road are some examples. The Area Assemblies also contribute, providing a safe and challenging environment for debate.
- 14.3 Working in Haringey requires sensitive and effective engagement with our many communities to build community cohesion and ensure fairer allocation of resources and to link communities together. The 'Meet the Neighbours' standing item on one area Assembly, Under One Sun in Northumberland Park, the emerging Somali Forum and work with the Orthodox Jewish Community are some examples. Developing effective links with these communities has been invaluable –through local community development at neighbourhood level partners have been able to make services more accessible, and to meet local needs. Examples include the Community Safety Day in South Tottenham for the Orthodox community, citizenship activities from our new communities.
- 14.4 The neighbourhood focus at national and local level has influenced new ways of working. With a renewed concentration on target wards the Safer and Stronger Communities Fund (SSCF) and NRF have funded key projects which meet the Council's priorities and reach people at the most local level. These include projects on tackling worklessness, debt counselling and benefit take up. These targeted wards surround 'Super Output Areas' (SOAs). In Haringey there are three wards containing SOAs in the top 3% most deprived nationally. They are:
- Noel Park - 2 SOAs focused significantly on the housing on top of Shopping City, and the immediate surrounding area
  - Bruce Grove - 1 SOA focused on the area from St. Loy's Road to Tottenham High Road, and on the High Road itself from just north of Bruce Grove to Philip Lane
  - Northumberland Park – 2 SOAs focused on the areas touching and including Tottenham High Road on both sides of the road from Lordship Lane north to the borough boundary.



As the super output areas are small sections of wards, the HSP agreed that these three wards as a whole are eligible for targeted interventions through the SSCF.

## 15 FINANCIAL IMPLICATIONS

15.1 This paragraph sets out overall staffing and core cost, plus core funding and external funding. This report details staffing allocations by neighbourhood at Appendix A. Detailed below is the outlined operational cost for Neighbourhood Management. The table below shows how the budget for Neighbourhood Management has been split:

Budget	£'000
Management, support and Area Assembly Costs	730
Tottenham High Road team	315
St Ann's & Harringay	265
Muswell Hill	153
Crouch End	248
Wood Green	294
Tottenham & Seven Sisters	350
West Green & Bruce Grove	331
WHL & Northumberland Park	344
BWF Community Centre	287
Neighbourhood Resource Centre in Park Lane	48
NRF Team	200
NRF funded projects	236
<b>Total 2006-7 budget</b>	<b>3,801</b>

Funded by:

	£'000
Council base budget:	
- mainstream	2,451
- making the difference	350
NRF:	
- programme team	200
- empowerment seed funding	300
- Neighbourhood Programme Management & capacity	500
<b>Total</b>	<b>3,801</b>

Over the next three years Neighbourhood Management members have agreed to save £535k from this budget and members may also wish to note that the High Rd team is due to transfer to Urban Environment in 2007-8.

**16 EQUALITIES COMMENT**

- 16.1 Empowering local people in disadvantaged areas to be proactive in their communities is fundamental to neighbourhood management and is central to promoting equality of opportunity and access.

## Appendix A

### Allocation of resources across neighbourhoods

Neighbourhood Area	N'hood Mger	Project Officer (PO3)	Project Officer (PO1)	Com Dev Officer (PO1-2)	Admin Finance Officer (SO1)	Admin Assist (SC4)
Tottenham & Seven Sisters Neighbourhood	1	1.5	1	2	0.5	
West Green & Bruce Grove Neighbourhood	1	1	0.5	1	0.5	1
Wood Green & Noel Park Neighbourhood	1	1		1	0.5	
Harringay & St. Ann's Neighbourhood	1	0.5	1.5	1	0.5	
Northumberland Park & White Hart Lane Neighbourhood	1	1.5	1	1	0.5	1
Crouch End, Hornsey & Stroud Green Neighbourhood	1		0.5	1	0.5	
Muswell Hill Neighbourhood	1		0.5	1	0.5	
<b>Total</b>	<b>7</b>	<b>5.5</b>	<b>5</b>	<b>8</b>	<b>3.5</b>	<b>2</b>