**Neighbourhood Management Review – Stage 2: Findings**
**Cardiff Council**
**May 2013**

<table>
<thead>
<tr>
<th>High Level Question</th>
<th>Is the Council’s approach to neighbourhood management delivering service improvements and outcomes for local people?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 2 Question</td>
<td>Does the Council’s neighbourhood management arrangements have sound processes in place to inform, consult, involve, empower and feedback to public/citizens/service users?</td>
</tr>
</tbody>
</table>

**Findings:**
- Engagement happens at various levels but may not always be documented well. It includes:
  - Quarterly Meetings with Ward Councillors
  - Partners and Communities Together (PACT) meetings recognised that it may be limited to the same individuals attending so coffee mornings and street surgeries have also been held to widen engagement
  - Operation Perception - Cardiff wide programme where police officers knocked on doors and gave crime advice and reassurance to residents. During 2012 discussions with Fairwater residents resulted in gates and fencing being installed to tackle anti-social behaviour (ASB).
  - Communities First ‘Street Ambassadors’ have established groups across Cardiff e.g. in Ely and Caerau they are attending luncheon clubs to seek views of older people
  - Community Days e.g. Cardiff North - Pontprennau
  - Access Days being planned for 2013-14 – partners spend a day in a local venue to provide advice and listen to the local community
  - Rumney Library African Wildlife event was an opportunity to talk to parents about issues in their local area
  - Bute Town Hub – health centre and a local training and enterprise centre – European funding scheme required consultation. A group of people who live and work in the community oversee developments and raised a specific issue about unemployment. As a result of engagement applications to operate/work in the centre were ring fenced to people living in the area.
  - East Cardiff Youth Forum – dangerous dogs and street lighting identified by young people as issues. The neighbourhood management team worked with Street Lighting Manager and identified funding and completed improvement works, positive feedback has been received that issues are being addressed.
  - Cardiff East Halloween and bonfire night activities resulting in lower ASB incidents being reported
  - Issues identified from Tenant surveys undertaken by Housing Associations are being fed in to the Cardiff East neighbourhood management team for resolution
- Coproduction – developing a proposal re English for speakers of other languages (ESOL) for the Roma community in Riverside
- Ask Cardiff – consultation events

*Although neighbourhood management teams do not directly engage with communities there are mechanisms within each partner organisation to get the views of communities, for example, Communities First and Police community support officers (PCSOs) provide the main public interface and feedback to main neighbourhood management team. There is also informal feedback and intelligence via Communities First, neighbourhood management officers (NMOs) and PCSOs.*

- Neighbourhood Intelligence Reports are produced each quarter and are normally available the following month. They contain partnership data available at a neighbourhood level - over 120 items of data from a range of partners and sources e.g. crime data, deprivation data, Ask Cardiff survey, road traffic collisions, ASB, housing lettings and voids. These reports are publicly available on the Ask Cardiff and the Cardiff Partnership websites. Other information is available including Facts and Stats section and a section on Consultation ('public consultation logger' has been developed). These reports are discussed by each neighbourhood management team and are also used in the quarterly meetings with Ward Councillors.

- As part of the move towards evidence based planning there are plans to develop a new website - Partnership Data Directory, a partnership data group has been established to discuss business intelligence requirements.

- Citizens Hubs - three pilots in place (Butetown, Llanrumney, and St Mellons). Services provided are primarily council based but there is an increasing number of partner activities provided e.g. Citizens Advice Bureau, Want to Work, Youth Outreach - there are regular monthly surveys asking users their views. There are links between this initiative and neighbourhood management teams, for example, attendance at neighbourhood management team meetings and the team’s ideas were sought about facilities and locations for future Hubs. Links and relationships with neighbourhood policing teams are good, for example, antisocial behaviour team. Currently the hubs are not used as a reporting mechanism for complaints or issues raised by residents, however, the Customer Relationship Management system (CRM) records all enquiries. Corporately complaints are monitored but not shared directly with Neighbourhood Management Teams.

- Opportunities to work with the 3rd sector (Families First and Communities First) are not yet fully understood or exploited across all neighbourhood areas and this is an area that will be addressed in 2013-14.

- Green Paper ‘Building Communities – a new approach to locality working’ is currently out for consultation. There are some concerns about communities not being aware of neighbourhood management and the difference it is making locally and that residents know that it is the Council and partners working together to get results – e.g. fear of crime and letting communities know what is happening.

- There is no consistent approach to feeding back to communities on activities and seeking views about what has changed/improved by the neighbourhood management team directly. Varied local arrangements exist and relate
Level 2 Question: Are neighbourhood management arrangements helping to deliver better outcomes for the people who live in the area?

Findings:

- There is a high level of commitment amongst council officers and partners within neighbourhood management teams and e.g. neighbourhood team meetings provide a forum for knowledge sharing and are seen as involving people who are ‘doers’. Neighbourhood team meetings are seen as a conduit to delivery across different organisations – they have been described as silent partners, hubs, facilitators.

- Evaluation of impact tends to be undertaken at individual partner level and fed into neighbourhood team meetings. Impact has been described as wide ranging and includes both services that you can measure and the softer issues reading creating relationships and networks, for example, head teachers asking for help on issues, new organisations joining neighbourhood management teams are seen as successes also.

- Partners and council officers recognise that building and maintaining relationships at all levels are critical and require investment of time by participants to sustain arrangements.

- There is an understanding and a strong belief amongst members of neighbourhood management teams that issues they deal with are those that require a holistically partnership approach (multi agency).

- There is also an understanding and belief amongst members of neighbourhood management teams that working together to solve local issues is the best way to positively impact on people lives and address complex local issues.

- Neighbourhood management officer relationships working well with some external partners e.g. locating with Police part week, hot desk available in (C3SC) Communities First base in Llanrumney

- Local Funding £10,000:
  - Revised arrangements in place that require outcomes to be identified and reported at Neighbourhood Management Team Meetings by those in receipt of funding.
  - Approval is subject to issue being in the neighbourhood management teams Action Plan, e.g. – purchase of equipment to monitor motorcycle noise nuisance
  - Partners are required to give a verbal update on activity and progress at Neighbourhood Management Team Meetings
  - Elympics – community cohesion - nine primary schools took part from Ely and Caerau and Fairwater
  - Halloween Fright Night – diversionary activities
  - Bright Young Things – engagement between hard to reach young children and Police (Barnados)
  - Intergenerational projects – bringing together older people with pupils from year 5, 6, 7 and 8 from two
schools

- Issues being addressed and examples of impact include:
  - Cardiff North - Rogue Trader - cold calling zone created in Rhiwbina – fewer issues raised and reported to Trading Standards, motorcycle annoyance – reports of incidents reduced and confirmed by local feedback/intelligence from PACT and is no longer a PACT priority, ASB nuisance incidents fell from 568 in Q3 2011-12 to 308 in Q2 2012-13 (46%)
  - Cardiff East and Cardiff South West - Neighbourhood Resolution Panels (Restorative Approaches)
  - Cardiff South West – Schools Super Survey identified some schools where children not eating breakfast – piloting breakfast club for year 11 in two schools, environmental cleanup in Canton and Riverside areas
  - Pentwyn – youth annoyance and street lighting – resolved and Police complaints reduced
  - Rumney and Llanrumney – example of intervention - fire work display offered if anti social behaviour ceased
  - Joined up partners providing services including, alcohol referral centres at Christmas, community pay back being used by waste services, Sexual Assault Referral Centre (SARC)
  - Cardiff City & South – used ESOL courses to facilitate access to healthcare, Operation Mistletoe tackled range of issues including alcohol related disorder, vehicle crime, shop-lifting and burglary with the aim of keeping residents and visitors safe.
  - Cardiff South West – Operation Compass (fly tipping and waste), ESOL in Ely and Caerau focussed on getting people back to work and is now an on-going programme, ESOL also being used by the Fire Service to spread road safety messages, Community Payback used for environmental clean ups, Fire Service and Health working to identify bariatric patients and target home fire safety visits, Health Task group piloting a registration and breakfast club in Michaelstone and Glyn Dew to increase attendance and attainment
  - Cardiff South East – teenage sexual health specific local action plan for Willows School C card scheme, East Tindal Street vacant property cleaned up and new business established, community cohesion projects e.g. youth provision in Plasnewydd including The Vibe - Getting On Together (GOT) project and research being used to develop targeted actions for 2013-14, bespoke ESOL for street workers
  - Ask Cardiff – Super Schools Survey - views of young people aged 11-18 across Cardiff in 2013

- Neighbourhood Intelligence Reports are not systematically used to monitor/make links between activity undertaken within neighbourhoods and the data collected. However, the Partnership Team has recruited a number of Outcome Officers to support the delivery of the Partnership Programmes and who will monitor the outcomes being achieved, e.g. measures being developed for community safety workstream. It was recognised by
officers that there is a disconnect between data and activity and that currently they do not undertake results based analysis, although they have the ability to do so. There, however, is some evidence of making links e.g. enhanced data from the Ask Cardiff survey about perceptions and attitudes (12 WLGA indicators). The Council are working with Swansea University to try and identify the true extent of sexual violence and is trialling data capture with Cardiff's Women's Aid. On a positive note there is an increase in data requests from a number of neighbourhood management teams.

- Business Intelligence Team are not involved in planning activities which makes evaluation more difficult as there may be a missed opportunity to develop proxy measures or questions in consultation exercises, despite this reports are used by Members and neighbourhood teams to monitor progress.
- Clear message from some neighbourhood management teams that the impact of the activities undertaken will be measured in performance management arrangements for individual council services or partners – “silent partners” but higher level outcome impacts more difficult to fully measure due to timescales involved in many programmes.
- Although the Neighbourhood Programme Board is seen as a vehicle to share experiences and leaning across the there has been no evaluation of the approach to establish its effectiveness and learn from the different approaches adopted in each of the neighbourhoods, use of report cards, task groups, attendance at Member quarterly briefings etc.
- Only three NMO’s out of six are in post currently and they each cover two neighbourhood areas thus their role is diminished in respect of community development and being based locally. However, there is a commitment to the recruitment of six officers but the roles are being reviewed in light of the Green Paper consultation and further development of Neighbourhood Management to ensure that job descriptions reflect the increased expectations on the NMOs in progressing local delivery.
- Joint Chairs – is a positive development but there have been a number of recent changes in both council and partner personnel and issues are being raised about the stability and sustainability of these arrangements
- Acknowledgement that third sector needs to be more engaged locally in neighbourhood management arrangements – and the Council is committed to this and have recently appoint a Locality Delivery Officer to work across public and third sector organisations to integrate the planning and delivery of the Families First and Communities First partnership programmes in neighbourhoods across Cardiff.
- Exploring Community Enterprises – e.g. Action in Ely and Caerau (ACE) created through the Ely and Caerau Communities First programme aims to bring the community together, support community groups, manage and develop local projects, and find ways of regenerating the local community recruiting an Enterprise Coordinator (March 2013-15)
- There is recognition amongst partners and council officers that a few individuals have been instrumental in driving the neighbourhood approach to working collaboratively across Cardiff
The Council’s future senior management structure is based on the principle that corporate directors will have a portfolio e.g. Environment and will also be accountable for a locality.

Not all council services are fully engaged in the neighbourhood approach e.g. education, waste and parks.

Still some tensions and lack of clarity about Cardiff wide work streams and how they will be delivered locally e.g. NEETS.

Recognition that really need to understand the issues locally and that involves further research e.g. homelessness is an issue but need to understand how best to engage with these people and how to help – e.g. seeking post graduate students to undertake research studies. South East Cardiff have received a £5,000 grant to look at substance misuse and will undertake research in three wards to identify the nature and scale of the problem from user, resident and carers points of view which will lead to appropriate solutions in targeted areas.

**Level 2 Question**

**Is there a clear performance management framework/system and is performance managed well?**

**Findings:**

- There is a clear understanding that neighbourhood arrangements are seeking to contribute to the delivery of the What Matters Strategy.
- Recognition that some impacts are long term and thus not easy to evidence currently – there is work being undertaken to be in a better position to report impact and outcomes and to obtain regular information from partners on measures and impact e.g. the appointment of Outcome Officers.
- Action Plans are evolving across the six neighbourhood management areas:
  - Revised format – Results Based Accountability and linked to What Matters Strategy.
  - Considering extending action plan time frame from annual to a three year planning time horizon due to the nature of the issues that they are trying to address, priorities are the same but the actions to address them are different each year.
  - Report Cards introduced and used by some Chairs to update progress which is then reported to Neighbourhood Programme Board and also used in quarterly Intelligence Reports.
  - Action plan is a vehicle that ensures there is better co-ordination amongst partners and that all involved know what is happening in their neighbourhood.
  - Each Neighbourhood Management Team is scheduling an Action Planning Day to develop their 2013-14 action plan and aim to address learning from/identified weaknesses in the current approach e.g. North will concentrate on six or seven key actions for 2013-14, South West will have specific actions, teams are widening engagement and are inviting others e.g. Flying Start, Older People’s Champion.
  - Communities First action plan and Cardiff East action plans have matched priorities.
  - However,
• acknowledged that action plans currently do not drive activity at a local level as actions not specific enough
• recognition that they need to be revisited as were over ambitious in terms of the number of actions that could be delivered
• the NMO’s are not involved in monitoring performance e.g. completing report cards or highlight reports
• Joint Scrutiny Panel January 2013 made a number of recommendations about Action Plans including the need to prioritise their ambitious workloads so that workers and communities can see what their highest priorities are in an extensive action plan and can also identify the outcomes of each major workstream / activity, that evidence be provided of how communities and citizens are shaping the future and delivery of the action plans and priorities and how outcomes are fed back to them and prepare contingency plans to demonstrate how they will be able to continue in the event of significant impacts from public sector cuts.
• Motor cycle annoyance in some action plans due to statistics but Police happy as reported incidents decreased and Communities First not concerned about it. Other areas take a pragmatic approach looking at the statistics and data and listen to the concerns raised by partners in order to identify key priority areas.

• Task Groups being established to look at specific issues – “right people round the table”
  o e.g. in Cardiff North - Health, Education Employment and Skills and Anti-social Behaviour (ASB) but early days in terms of arrangements and trying to better link with wider workstreams of the Cardiff Partnership Board – priority workstreams inform not drive locality issues
  o e.g. South West Task Groups; Health, Environment Children & Young People – also a specific group to be established to look at Tidenham Road

• Intelligence Reports – described by most as being very useful and is one way in which making a difference can be measured

• Accountability for delivery operates at various levels:
  o Task Group Leads report back progress to the neighbourhood management team
  o Trying to take a pragmatic approach that engages partners (who often work in different ways) to identify tangible outcomes from activities rather than collecting lots of data
  o Neighbourhood Management Joint Chairs report to the Neighbourhood Programme Board and attend the Cardiff Partnership Board twice a year to provide an update on their action plan and also identify issues and blockages
  o Quarterly Ward Councillor formal briefings
  o Joint Scrutiny Panel – January 2013, “Presentation on how the North and South East Neighbourhood
management areas are addressing geographical inequality” – evidence of good scrutiny questions
- Quarterly briefings with Members operating and opportunity for members to review the intelligence reports and ask Chairs what is happening on the ground in their neighbourhood, e.g. attainment in deprived wards low and homework clubs established.
- There is a difference between the performance management arrangements for the Council in terms of its monitoring of performance of council services compared with neighbourhood management who use Results Based Accountability.
- Report Cards replicate action plans and provide updates on activities and indicators
- Highlight Report produced for Cardiff Partnership Board which means that each neighbourhood area reports twice a year – but can also raise issues via exception reporting if necessary – tends to show information rather than performance and provides an evidence base for action locally
- Although What Matters Strategy is the key overarching strategy there is also opportunity within the approach to look at locally identified issues that may need a wider strategic approach e.g. in Cardiff South East identified issues re street sex crime. This issue is now seen as a Cardiff wide one by the Cardiff Partnership Board
- Current developments include:
  - Outcome Delivery Officers will support neighbourhood management teams to develop action plans and appropriate indicators/measures for 2013-14. They will also attend future neighbourhood team meetings to identify and collect progress reporting to produce highlight reports.
  - Performance measures/indicators are being mapped to population indicators in the What Matters Strategy – the team are beginning to look at trends in indicators and have seen an increase from neighbourhood management teams requesting further data – described as being a culture change.
  - Beginning to develop a ‘basket’ of measures for each workstream e.g. Safer and Cohesive Communities and the Families and Young People workstream