

The Kensington and Chelsea Local Strategic Partnership

Meeting of the Shadow LSP Steering Group 25th September 2001

Neighbourhood Renewal Programme Progress Report 13th September 2001

1. What is 'Neighbourhood Renewal'?

£2.4 m of Neighbourhood Renewal Funding (NRF) will come into the Royal Borough over the next three years, 2001/02 – 2003/04. A summary of the aims and local context of the Government's Neighbourhood Renewal programme is attached as Appendix 1.

The differences of NRF to previous regeneration funding is that it:

- Focuses on the delivery of mainstream services rather than one-off projects;
- Prioritises the experience of consumers of services in the most disadvantaged areas;
- Spans all public services not just local government;
- Requires performance measures and targets at neighbourhood level;
- Has a goal 'to narrow the gap on the selected measures between the most deprived neighbourhoods and the rest'.

The way the Government has introduced its Neighbourhood Renewal programme has put all agencies under pressure. Ideally, local consultation would lead to the production of a strategy, from which a programme was prepared and funds released to support it. The process has been the opposite of this: fund allocations were announced, doubled, and made available for immediate spend; the Local Strategic Partnership is required to have approved a Neighbourhood Renewal Strategy (NRS) by February 2002; and the promised (community empowerment) funds, which will enable meaningful consultation to take place, have still to be released by GOL.

2. Neighbourhood Renewal Fund Year 1 (2001/02)

On 24 April 2001, after consultation, the Council's Policy and Resources Committee agreed the programme areas for use of the NRF, with a particular focus on community safety issues and economic development (see table below)

Since April:

- A small steering group has met fortnightly, charged with promoting and appraising programme areas against the NRF criteria (see *Appendix 2*) and facilitating their progress;
- Project managers have been identified for each programme area;
- Project managers have completed a project appraisal form for each initiative;
- The steering group has provided suggestions and comments to project managers;
- A meeting between the steering group and project managers has been held.

As might be anticipated, initiatives varied in their complexity and were at different stages of readiness to proceed. Each programme area has been 'adopted' by a member of the steering group. The role of adopters has been to clarify points discussed by the steering group arising from the appraisal forms and to facilitate initiatives to get up and running as soon as possible.

The steering group concluded that while most initiatives were quite well thought-out, links with existing agencies and interest groups hadn't always been investigated as much as they might be. This may reflect the tight time-scale. There are other concerns about the year 1 programme, arising from the process of its introduction:

- first, that expenditure could fall substantially below the amount allocated;
- second, that programme areas could over-commit expenditure in years 2 and 3 before full consultation has taken place and the Neighbourhood Renewal Strategy prepared.

The NRF Year 1 programme approved in April contained no 'over-programming' to allow for possible slippage in the spending. Moreover, at that time, several areas had neither initiatives nor project managers identified. On current estimates it is anticipated that spending during year 1 could be up to £100,000 less than the borough's allocation of £540,000. The Government Office for London say that they are relaxed about carry forward of monies into years 2 and 3 and have indicated no ceiling of the proportion acceptable, while the Neighbourhood Renewal Unit at the DLTR is on record as saying that money should be spent well rather than spent quickly.

The second concern is around the proportion of total spend proposed for salaries in many of the programme areas, especially in view of the requirement by GOL to keep future years' commitments to a minimum until completion of consultation on the preparation of the Neighbourhood Renewal Strategy, and identification of priorities for the allocation of NRF in Years 2 and 3. Several of these initiatives promise the possibility of mainstream funding in coming years, which is in the spirit of the purpose of the fund and would release funding for other projects in years 2 or 3. However, one or two bids appear to be bids to do more of the same (usually by employing additional staff) rather than resources to do things differently.

<i>Name of Programme Area</i>	<i>Project Manager</i>	<i>Year 1 Budget</i>
Neighbourhood Renewal Strategy	Colin Richardson RBKC Corporate Services	25,000
Economic Development Fund	Vera Gajic RBKC Economic Development	20,000
Employment and childcare	Amanda Varndell RBKC Education and Libraries	30,000
Domestic burglary reduction	David Cunningham RBKC Corporate Services	100,000
Non-residential burglary reduction	David Cunningham RBKC Corporate Services	130,000
Local initiatives policing fund (Notting Dale)	Andy Shortland Metropolitan Police Caroline O'Donoghue RBKC Community Safety	30,000
Local initiatives policing fund (Portobello)	Dave Evans Metropolitan Police Caroline O'Donoghue RBKC Community Safety	30,000
Crack Houses – improved co-ordination	Emma Cole RBKC Community Safety	50,000
Neighbourhood Management	Mark Conyers RBKC Housing Regeneration	25,000
Small Green Initiatives	Mark Conyers RBKC Housing Regeneration	50,000

Barlby School – Mentoring	Diana Hall Head teacher Rose Johnson RBKC Education & Libraries	25,000
Holland Park School – social inclusion	Colin Hall Head teacher Rose Johnson/ RBKC Education and Libraries	25,000
Total		540,000

NRF Year 1 Achievements to Date:

- Appraisal of 95% of programme areas approved in April;
- Immediate impact in Golborne and St Charles from the burglary reduction programme, the first to get underway;
- Funding towards voluntary sector empowerment and consultation on Community Strategy, the Neighbourhood Renewal Strategy and NRF programme;
- Involvement of services outside the Council on the Local Strategic Partnership working group, the NR steering group (RSLs) and as project managers (Police).

3. A Neighbourhood Renewal Strategy for Kensington and Chelsea

By February 2002, the Government Office for London requires that the LSP has approved a Neighbourhood Renewal Strategy for the Royal Borough. It must:

- Set out an agreed **vision and plan** for positive change in as many neighbourhoods as are in need of renewal;
- Have the **agreement and commitment** of all the key people and institutions who have a stake in the neighbourhood, or have an impact upon it;
- Clearly set out a local strategic level **framework for action** that responds to neighbourhood needs and puts them in the context of the area as a whole;
- Include plans for action to **equip those involved** in neighbourhood renewal with the skills and knowledge they need.

The Government suggest that preparation of the strategy should involve five steps:

1. Identify priority neighbourhoods;
2. Understand their problems and any differential impact on residents;
3. Map the resources going into these neighbourhoods;
4. Agree on what more needs to be done;
5. Implement, monitor and self-evaluate agreed actions.

It is anticipated that the extensive consultation exercise to be undertaken on the LSP, Community Strategy and the NRS will contribute significantly to points 2 and 4, supplemented by recent survey findings. The two most problematic areas are the **identification of priority neighbourhoods** (1) and the **mapping of resources** (3).

Neighbourhoods and wards

Past attempts to gain wide acceptance to geographical definitions of neighbourhoods have proved problematic. Small areas of cities probably never were and certainly now are neither self-contained nor self-sufficient. The concept of what is 'local' varies between individuals and also depends on what services or activities are being considered. 'Neighbourhoods of interest',

accessed increasingly through the media and the Net, may be as 'real' and supportive as 'neighbourhoods of proximity'.

While the ward boundaries of the borough will seldom if ever comprise a neighbourhood as perceived by its residents, the Government will require detailed information on service performance in the two wards (Golborne and St Charles) which led to the Royal Borough's inclusion in the NR programme. A complication is that the boundaries of several of the Royal Borough's wards will change from April 2002 as their total is reduced from 21 to 18.

The diversity of the borough may most usefully be captured by production of a set of area profiles based on the boundaries of the new wards, on which the findings of the 2001 census can be imposed when they become available in 2003.

Problems of definition must not distract from the primary objectives of delivering service improvements, particularly to those who rely on them most and to groups and individuals currently marginalized or 'excluded' for a variety of reasons.

Mapping of Resources

To make manageable the requirement to map **resources**, it is proposed that the exercise concentrates on the two priority wards, Golborne and St Charles. Each of the mainstream services identified in the National Strategy (employment, crime, education and skills, health, housing and physical environment), will be asked to provide as best they can a schedule of resources invested in the Golborne / St Charles wards. The voluntary sector and the SRB Partnerships will be asked to map the 'social capital' of the borough and the two northern most wards.

This approach does not preclude prioritisation of NR funding *within* the two wards or allocation of NR funding to other identified needy areas or groups located *outside* St Charles and Golborne (see below, A Way Forward).

The strategy will need to examine whether assumptions included in the National Strategy apply locally. For example, the pitching of performance targets requires careful consideration. The population of these wards is not static. It includes households in rented housing who may be passing through the borough to be replaced by others in need. Deprivation in these two wards may therefore be resistant to change statistically, but with the people behind the numbers changing year on year. If this is the case, then 'turnover' of population may itself represent a measure of service effectiveness.

NRS Achievements to Date:

- compilation of a schedule of surveys and consultation undertaken across the borough or in disadvantaged areas, to be used to inform the preparation of the strategy;
- involvement of staff of the SRB Partnerships in joint-working including project appraisal;
- discussions between the Council and the voluntary sector to ensure that there is a single consultation 'strategy' that will tie in all the overlapping initiatives, including the LSP, the Community Strategy, the Neighbourhood Renewal Strategy, the use of Year 2 Neighbourhood Renewal funds and Community Endowment Fund;
- collection and analysis of ward level data across the Royal Borough (data sharing protocols and standard geo-coding are being discussed within the Council and with other public sector partners).

An outline of tasks required to produce the strategy is attached as *Appendix 3*.

4. Neighbourhood Renewal Fund Years 2 and 3 (2002/03)

The Government requires details of the Year 2 programme to be available in December. Both the results of analysis required to inform the Strategy and the extensive forthcoming consultations on the Community Strategy and Neighbourhood Renewal are expected to produce ideas and suggest priorities for application of NRF in Years 2 and 3.

Experience to date suggests that initiatives need to challenge traditional ways of working, involve local interest groups and to encourage service providers to work across agency boundaries. Lessons should be taken on board from Best Value reviews.

Expenditure on the provisional Year 2 programme is heavily dependent on the capital project going ahead to convert Barandon Walk garages into workshops.

Other ideas already floated include:

- An initiative involving health;
- a proportion of NRF funding should be 'ring fenced' to be applied to wards outside St Charles and Golborne;
- development of the 'Skills and Knowledge' element of NR. Suggestions include:
 - Practitioner conference / seminars;
 - Production of an A-Z Directory of good practice tips from 30 years of regeneration activity in Kensington and Chelsea;
 - Resource allocation rationale and procedures
- Administrative Trainee Scheme – a traineeship run through the Council;
- Little Wormwood Scrubs – capital works.

5 A Way Forward

It is suggested that the preparation of the Neighbourhood Renewal Strategy and a programme for Years 2 and 3 NR funding should be based on the following principles:

- The NRS should cover the whole borough but attention should focus on St Charles and Golborne wards; a Neighbourhood Action Plan relating to these two wards with local targets should be included;
- Other needy neighbourhoods within or across ward boundaries should be eligible for NRF, especially where there has been little or no regeneration funding in the past (e.g. South Stanley ward); and that a proportion of NRF (to be determined) should be ring-fenced in Years 2 and 3 for these areas, subject to meeting the criteria for NRF;
- a Regeneration Forum should be established to share and debate regeneration issues, including the development of the NR Strategy. Each of the key 'mainstream services' identified in the National Strategy (employment, crime, education and skills, health, housing and physical environment), together with the voluntary sector, should be represented; it is suggested that the first meeting is held in October and thereafter quarterly: January, April, July, October,
- Identification of priorities and management of the strategy at the local level should be through existing partnerships;
- The Neighbourhood Renewal Steering Group, with additional representation, should continue to meet monthly to monitor the NRF programme and spend;

6. Consultation

Consultation on this approach has included circulation of a first draft of this report to:

- NRF steering group and project managers - 30 August
- Council's Policy Group - 10 September
- LSP Working Group - 11 September

This report, incorporating their comments, will go to:

- Council's Management Board - 21 September
- LSP Steering Group - 25 September
- SRB and other Partnerships – meetings in September / October

The regeneration partnerships, the key 'mainstream services' identified in the National Strategy (employment, crime, education and skills, health, housing and physical environment), together with the voluntary sector, are being invited to:

- Suggest information or data which they would like the NR Strategy to include, which would assist them in their business planning and the targeting of resources to areas or groups in greatest need;
- Propose one or more initiatives to improve the effectiveness of service delivery in disadvantaged areas or to disadvantaged groups. This should involve new ways of working, preferably in collaboration with one or more other agencies. While NRF funding can help to establish the new arrangements after a maximum of two years it must not require special funds to sustain it;
- Consider, in preparing their business plans, whether they should 'bend the spend' to meet particular requirements in the two priority wards;
- Provide as best they can a schedule of resources going into the St Charles / Golborne wards (guidance to follow).

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Appendix 1

NEIGHBOURHOOD RENEWAL

Context

The Government's **National Strategy Action Plan** for Neighbourhood Renewal, published in January 2001.

Its **vision** is that:

- *Within 10 to 20 years, no-one should be seriously disadvantaged by where they live.*

The two long-term **goals** of the National Strategy Action Plan are:

- *In all the poorest neighbourhoods, to have common goals of lower worklessness and crime, and better health, skills, housing and environment;*
- *To narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.*

Neighbourhood Renewal Fund (NRF)

The purpose of the Neighbourhood Renewal Fund is to help deliver the Government's National Strategy for Neighbourhood Renewal.

The Royal Borough is one of 88 authorities to be allocated money from the Neighbourhood Renewal Fund. This will comprise £540,000 in 2001/02, £811,000 in 2002/03 and £1,081,000 in 2003/04. The Royal Borough's allocation is based on the resident population of Golborne and St Charles wards, because they are amongst the 10% most deprived wards in England. The Council is receiving neighbourhood renewal funding on a 'transitional' basis only, as a result of dropping out of the 50 most deprived districts on any of the measures used to calculate the Index of Multiple Deprivation 2000.

The **grant conditions** and **assessment criteria** for projects to be (part-)funded by NRF are set out on the next page. The *local* conditions and criteria emerged following discussion of the Council's outline plans with the Health Authority, Police, the TMO, Housing Associations, the Voluntary Sector and the regeneration partnerships in North Kensington. There was broad support for the Authority's approach. Crime and community safety and economic development were favoured, but there was a view that health should also feature in the programme and that the community safety proposals should be wider than burglary. Discussions on the Authority's proposed approach have also taken place with the Neighbourhood Renewal Unit at GOL and received a positive response.

Neighbourhood Renewal Strategy (NRS)

By April 2002, the Council must have in place, and agreed with the **Local Strategic Partnership (LSP)**, a local neighbourhood renewal strategy. It will need to link this closely with its **community strategy** to be published at the same time.

Each year the Council must produce a 'statement of use' of its NRF money and agree it with the LSP. The Royal Borough's LSP will therefore have a pivotal role in the NRF. Over the next few months the Council will set about establishing its LSP, consulting on the development of the Neighbourhood Renewal Strategy and preparing its community strategy.

Appendix 2

NEIGHBOURHOOD RENEWAL FUND, 2001/02

Grant Conditions: Government

- The money is primarily intended to help local authorities improve mainstream services in deprived areas but it can also support services provided by others.
- Where service quality is at risk or requires improvement, NRF funding should be devoted to mainstream services such as schools, health services and the police, provided that the funding benefits the most deprived areas.
- The NRF can be spent in any way that will tackle deprivation in the most deprived neighbourhoods.
- The money can be spent on either capital, revenue or both – there's no restriction.
- The funding should make a contribution towards the achievement of NRF national targets. These relate to: *education, employment, crime reduction, life expectancy, teenage conception, and social housing standards.*

Grant Conditions: RBKC

- Funding should help to achieve the strategic objectives of the Council and its partners, including the regeneration partnerships in North Kensington - FUNK, Golborne United, Dalgarno and Sure Start.
- The NRF programme should focus on *community safety* and *economic development*.
- Projects should focus on *St Charles and Golborne* wards. This should not preclude expenditure outside these wards if it can be demonstrated that it would benefit St Charles and Golborne residents
[NB For years 2 and 3 it is proposed there should be a proportion of NRF set aside for needy areas or interest groups outside these two priority wards]
- No revenue commitments should be entered into unless they are time limited, or have a clear, forward-funding strategy
- There should be quick spending proposals in the first year of NRF.

Assessment Criteria: Government

- Will it achieve a higher level of service or improve the quality on offer?
- Will it involve restructuring access and delivery of services at local level to improve effectiveness for specific groups?
- Will it support learning and development activity that helps core services to deliver neighbourhood renewal objectives?

Assessment Criteria: RBKC

- What issue(s) in Golborne / St Charles wards will the project address?
- What evidence (data) is there of the seriousness of the issue(s) to be addressed?
- What outcomes and targets are to be set, against which the effectiveness of the project can be assessed?
- What resources are currently being used to address this issue locally (money, time, facilities, etc)?
- What other agencies, networks or partnerships are involved in addressing the issue?
- What joint action, if any, is proposed with other agencies?
In what ways, if any, will the project help improve the knowledge and skills of all those involved?

Appendix 3

NEIGHBOURHOOD RENEWAL STRATEGY - TASKS

1. Collate work to inform the NRS:

- **Baseline Report** comprising
 - *Resources paper* – mapping of assets and resources going into priority wards - mapping initiatives / partnerships / zones in the borough;
 - *Needs and performance paper* – compile key data / key indicators
 - *Ward profiles* - data set and commentaries on each; plus in combinations for FUNK area; Golborne/ St Charles wards.
- **Issues Papers** – based on above, consultation and findings of surveys and recent consultation exercises, on: the Borough; Golborne and St Charles
- **Lessons paper** —projects lessons, good practice tips from 30 years of regeneration in K&C; (to be produced as an A-Z Directory as a year 2 project?)

2. Consult and agree what needs to be done:

- Borough-wide approach to neighbourhood renewal – including priority areas for NR funding
- Criteria for NRF-funded new projects
- Knowledge and Skills programme
- Golborne and St Charles Action Plan (by March 2001)
 - Relate mainstream, partnership and NRF-funded activities against NRS objectives
 - Service delivery changes
 - Co-ordinate the setting of local targets against floor targets for housing health, education, employment and crime.
 - Relate to Neighbourhood Management

3. Publish and launch

- decide format / maps
- Relate to Community Strategy