

# Public Document Pack



**BARRY KEEL**  
Chief Executive  
Floor 1 - Civic Centre  
Plymouth  
PL1 2AA

[www.plymouth.gov.uk/democracy](http://www.plymouth.gov.uk/democracy)

Date: 16/10/09 Telephone Enquiries 01752 304867 Fax 01752 304819

Please ask for Nicola Kirby, Senior Democratic Support Officer (Cabinet) e-mail [nicola.kirby@plymouth.gov.uk](mailto:nicola.kirby@plymouth.gov.uk)

## CABINET TO FOLLOW DOCUMENTS

**DATE: TUESDAY 20 OCTOBER 2009**  
**TIME: 2.00 PM**  
**PLACE: COUNCIL HOUSE, PLYMOUTH**

### Members –

Councillor Mrs Pengelly, Chair

Councillor Fry, Vice Chair

Councillors Bowyer, Brookshaw, Jordan, Michael Leaves, Monahan, Ricketts, Dr. Salter and Wiggins

*I refer to the agenda for the above meeting and attach for your attention the reports that were shown as 'to follow' as shown overleaf.*

**BARRY KEEL**  
CHIEF EXECUTIVE

## **CABINET**

### **7. DEVONPORT REGENERATION COMMUNITY PARTNERSHIP SUCCESSION PLAN**

**(Pages 1 - 26)**

CMT Lead Officer: Director for Development and Regeneration

**Plymouth City**

**Subject:** DRC Partnership Succession Strategy  
**Committee:** Cabinet  
**Date:** 20<sup>th</sup> October 2009  
**Cabinet Member:** Councillor Ted Fry, Planning Regeneration and Economic Growth  
**CMT Member:** Director Development and Regeneration  
**Author:** Ian Gallin (Assistant Chief Executive);  
Sandra Wilson (Assistant Head of Finance)  
**Contact:** Tel: (01752 (30) 4942  
e-mail: ian.gallin@plymouth.gov.uk ;  
sandra.wilson@plymouth.gov.uk  
**Ref:** IG/SW  
**Part:** 1

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**Executive Summary:**

The purpose of this report is to seek the support of Cabinet to the DRC Partnership Succession Strategy. A full report on the Succession Strategy, produced by the DRC partnership is attached. This report has been approved by the DRC Board and has been considered and approved by the LSP Executive.

Plymouth successfully bid for a Round 2 NDC programme that is now in Year 9 of its 10 year life. The programme focuses on the Devonport neighbourhood, at the time one of the most deprived areas in Plymouth (and the country). The programme has received in excess of £48m investment from CLG over its lifetime and levered in additional match funding investment in excess of £200m. The Council, as the accountable body for the grant, is required to agree to the succession strategy and until the strategy has been approved by CLG, the Council remains responsible for any clawback of grant that may be effected by CLG in future years. It is therefore important that the council satisfies itself of the financial viability of the proposals. The Council's responsibilities for grant clawback will be removed once the succession strategy as been approved by CLG.

The purpose of the succession strategy is to identify the ways in which

- improvements are sustained beyond the 10 year NDC through the continued alignment with outcomes in the Local Area Agreement and the continuity of neighbourhood involvement and influence
- assets funded through the NDC programme continue to enable long-term benefit
- successor arrangements are financially viable
- an ongoing programme of substantial physical change and long term tenure rebalancing is continued and delivered.

The attached report outlines the Succession strategy prepared by the DRC Partnership in consultation with Council officers and the LSP.

1. In order to meet the requirements to maintain the comprehensive range of benefits achieved to date through the work of the DRC partnership, the partnership propose the creation of a local governance mechanism, Devonport Neighbourhood Board (DNB), which will be established to deliver a continuing neighbourhood management approach. The first year of this approach will be effected in the final year of the NDC, that is April 2010 to March 2011, enabling a robust transfer of skills and knowledge whilst the NDC team is still in place to support the 'road testing' of arrangements. The funding for the Neighbourhood Manager will be met from the NDC grant for a period of 3 years and will be achieved by working in partnership with the authority to substitute existing council spend for grant during 2009/10 with the authority setting aside an equivalent amount within an earmarked reserve. The Neighbourhood Manger would be a Council appointed Officer and will report to the Director of Development or such other Director as to be determined by CMT. After 3 years the viability of this post would need to be examined in the light of outcomes achieved, the Council's overall direction with regards to localities working and availability of funding from partners.
2. The DRC partnership have already in place 2 vehicles for protecting the use of assets purchased from grant monies :
  - Community Lands Trust
  - Community Leisure Trust

Both of these organisations have been in existence for a number of years. In agreeing to the succession strategy the authority is required to undertake a financial due diligence on the continuing viability of these 2 organisations. This work has yet to be completed.

The authority is aware that there remain outstanding issues relating to the governance model of the Community Lands Trust which have yet to be finally resolved with DCLG. The future use of Parkside also needs to be determined by the Council as this may have an impact on the lands trust future income stream..

There also remains outstanding issues around the Community Leisure Trust around the formal transfer of the Brickfields Sports centre

DRCP partnership have also drafted a letter of intent which it wishes the council to sign as part of the succession strategy. This is still subject to negotiation and agreement.

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### **Corporate Plan 2009-2012:**

The strategy has been developed through a comprehensive process, taking into account

- the experience and good practice from both within the NDC programme and other neighbourhood renewal initiatives that feature a 'customer centred' approach regarding service provision
- local demand for the continued involvement of residents in shaping improvements in service delivery
- building on the model developed through the NDC Board and partners
- recognition of the 'duty to involve' communities, incumbent on Public Service providers
- the LSP's locality working proposals for Plymouth
- the Sustainable Procurement Strategy for Plymouth
- the draft LSP Governance Guide
- Plymouth's 2020 Sustainable Community Strategy, 2007-2020
- Plymouth City Council's Corporate Improvement Plan, 2009-2012

- Plymouth Compact – improving partnership working between the public and third sectors

**Implications for Medium Term Financial Plan and Resource Implications:  
Including finance, human, IT and land**

The succession strategy needs to be supported by a letter of intent from the City Council. A full detailed assessment of the letter of intent, which covers future agreements between the Council and DRCP will be required before the Council can be clear about financial and other service implications.

**Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.**

**Recommendations & Reasons for recommended action:**

It is recommended that the Devonport Regeneration Community Partnership Succession Strategy be approved in principle further to additional work and subject to the following conditions

1. Completion of financial checks to include Neighbourhood Manager costs, Devonport Community Land and Leisure Limited Trusts and their asset bases.
2. Discussion and agreement to the letter of intent between DRCP and the City Council
3. The approval of Communities & Local Government of the Devonport Community Land trust governance arrangements
4. Completion of the review into the future use of Parkside by the Director for corporate Support
5. Subject to agreement that we will be engaged in the discussion between DRCP and DCLG during the period end of October to April 2010
6. Final approval of the strategy be delegated to the portfolio holder for Planning Regeneration and Economic Growth in consultation with the Chief Executive and Director of Corporate Support.

**Alternative options considered and reasons for recommended action:**

**Background papers:**

**Sign off:**

Fin	SW Corp Fin 9000 05	Leg	DVS 1054	HR	N/A	Corp Prop	N/A	IT	N/A	Strat Proc	N/A
Originating SMT Member :											

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# **SUCCESSION STRATEGY**

**October 2009**

## Introduction

- 1.1 This strategy is divided into three sections.
  - A blueprint of the main proposals, as a summary for all stakeholders.
  - A technical response to the criteria identified within programme note 44 issued by Communities and Local Government.
  - A suite of annexes providing detailed supplementary information.
- 1.2 The purpose of the strategy is to identify the ways in which
  - improvements are sustained beyond the 10 year NDC through the continued alignment with outcomes in the Local Area Agreement and the continuity of neighbourhood involvement and influence
  - assets funded through the NDC programme continue to enable long-term benefit
  - successor bodies are financially viable
  - an ongoing programme of substantial physical change and long term tenure rebalancing is continued and delivered.
- 1.3 The strategy has been developed through a comprehensive process, taking into account
  - the requirements of Programme Note 44, plus associated CLG guidance and assessment frameworks
  - the experience and good practice from both within the NDC programme and other neighbourhood renewal initiatives that feature a 'customer centred' approach regarding service provision
  - local demand for the continued involvement of residents in shaping improvements in service delivery
  - building on the model developed through the NDC Board and partners
  - recognition of the 'duty to involve' communities, incumbent on Public Service providers
  - the LSP's locality working proposals for Plymouth
  - the Sustainable Procurement Strategy for Plymouth
  - the draft LSP Governance Guide
  - Plymouth's 2020 Sustainable Community Strategy, 2007-2020
  - Plymouth City Council's Corporate Improvement Plan, 2009-2012
  - Plymouth Compact – improving partnership working between the public and third sectors
- 1.4 The strategy has been developed in conjunction with all partners, the process followed being detailed within Annex A. The development work and stakeholder consultation has been supported by a Local Improvement Adviser who has previously worked with the partnership over the previous two years.
- 1.5 The approach is built on the good practice, efficiency and value for money established during the NDC programme, which has demonstrated that engaging residents and delivering appropriate services at a neighbourhood level leads to better design through using customer insight, as is evidenced as Annex 3.



## A blueprint for Devonport - summary

### The Model

- 2.1 A strategic approach to succession is key to maintaining the comprehensive range of benefits achieved to date through the work of DRC Partnership.
- 2.2 A local governance mechanism, Devonport Neighbourhood Board (DNB), will be established to deliver a continuing neighbourhood management approach. The first year of this approach will be the final year of the NDC, that is April 2010 to March 2011, enabling a robust transfer of skills and knowledge whilst the NDC team is still in place to support the “road testing” of arrangements.
- 2.3 The neighbourhood management approach of the DNB will build on the good practice already in place in Devonport via the NDC programme which has drawn on national best practice, yet is distinctive to the needs of the Devonport area. It will also complement and build on other neighbourhood approaches to date within Plymouth (for example in Stonehouse and North Prospect) and provide a mechanism for ongoing learning and development citywide.

### The Aims

- 2.4 The aims of the DNB will be to
- provide a best-practice model for the public service providers to discharge their ‘duty to involve’ eg Police and Communities Together (PACT) meetings
  - when it is most effectively achieved at a neighbourhood level, facilitate a problem solving approach to enable service delivery, through the continued active involvement of local people in shaping service improvements
  - continue to support, influence and shape the delivery of substantial physical and structural regeneration through its links to the Joint Commissioning Board (JCB).
  - Develop a three year rolling delivery plan to structure its activity
- 2.5 The DNB will operate alongside, but entirely separately from, the two asset-owning Community Trusts (Land and Leisure) already established through funding from the NDC programme, both of which are already operating independently in Devonport as Industrial and Provident Societies. The structure of the DNB will provide, however, a seat for each of these bodies to be represented.
- 2.6 The value was recognised of separating the role of the two Community Trusts from the influencing service delivery function of the Devonport Neighbourhood Board. This enables the Trusts to concentrate on the preservation of assets and management of core business.

**The Function**

2.7 The function of the DNB will be to

- identify priorities and outcomes for the Devonport neighbourhood building on the extensive bank of data developed over the lifespan of the NDC
- influence and shape service delivery to meet those priorities and outcomes to ensure a continuation of local tailoring of services
- act, as required, as a LSP mechanism for procurement of services from third sector bodies in Devonport as agreed, in principle, via the LSP Executive Group on 3<sup>rd</sup> June 2009.
- provide an enhanced scrutiny role regarding all public service provision beyond the DRC Partnership, based on the partner statements of intent.
- be the reporting body for the multi partner JCB.

2.8 Building on the experience of the NDC, in order to function effectively, the DNB will need to

- maintain the consistent and strong working relationships developed through the work of DRC Partnership which are recognised as being a critical factor in continuing successful partnership working
- secure ownership of the DNB with all appropriate stakeholders building on the strong existing commitment to the NDC programme
- have regular and consistent attendance from appropriately senior personnel for agreed actions to be moved forward through corporate commitment
- develop an appropriate mechanism that continues to involve residents, through an annual standing conference as well as ongoing resident involvement in specific issue-based work directly with service providers
- link to and receive feedback from the wide range of steering groups which local residents already participate in (set up through the NDC programme and led by a range of public sector agencies such as Devon and Cornwall Constabulary and NHS Plymouth).

**The Process**

2.9 The process of the DNB, meeting quarterly, will be to

- assess local data and intelligence relevant to local priorities through a comprehensive baseline provided from the NDC programme and then as updated via a range of sources
- analyse such information using the skills and insights of DNB members, supported through a dedicated Neighbourhood Manager and informed by data collated by agency partners and the LSP (e.g. the new Neighbourhood Profiles)
- identify options for problem solving tailored to Devonport.
- influence service delivery and culture change within public sector bodies to raise standards of service provision, increase efficiency and continue to improve resident satisfaction levels
- provide direction and priorities for the JCB

**The Membership**

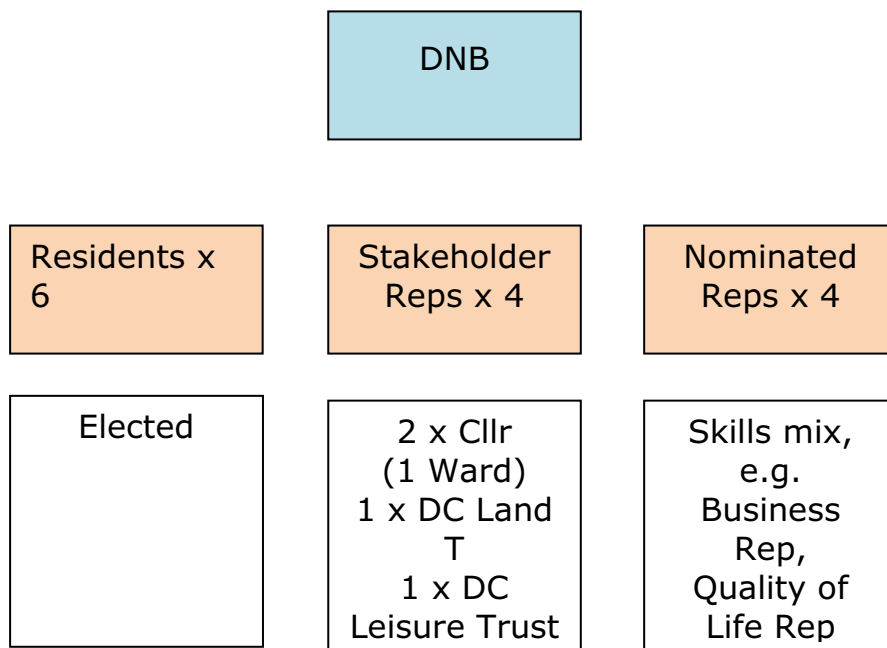
2.10 The membership of the DNB will be drawn from those who are able to contribute a range of perspectives to enable strategic development and problem solving. The DNB membership would comprise the following:

- Six local residents, voted on to the DNB through formal elections (for the initial DNB 3 drawn from DRCP Board members)
- Four Stakeholder representatives,
  - Two Elected Members (one a Devonport Ward Councillor)
  - One Devonport Community Leisure Limited representative
  - One Devonport Community Lands Trust Limited representative
- Four nominated representatives, for example, local business and faith representatives, chosen to provide a suitable skills mix.

This core membership of the DNB will be supported by

- a dedicated Devonport Neighbourhood Manager (full time)
- associate members – that is local agency representatives from the LSP’s membership.

2.11 The proposed structure of the DNB is set out below.



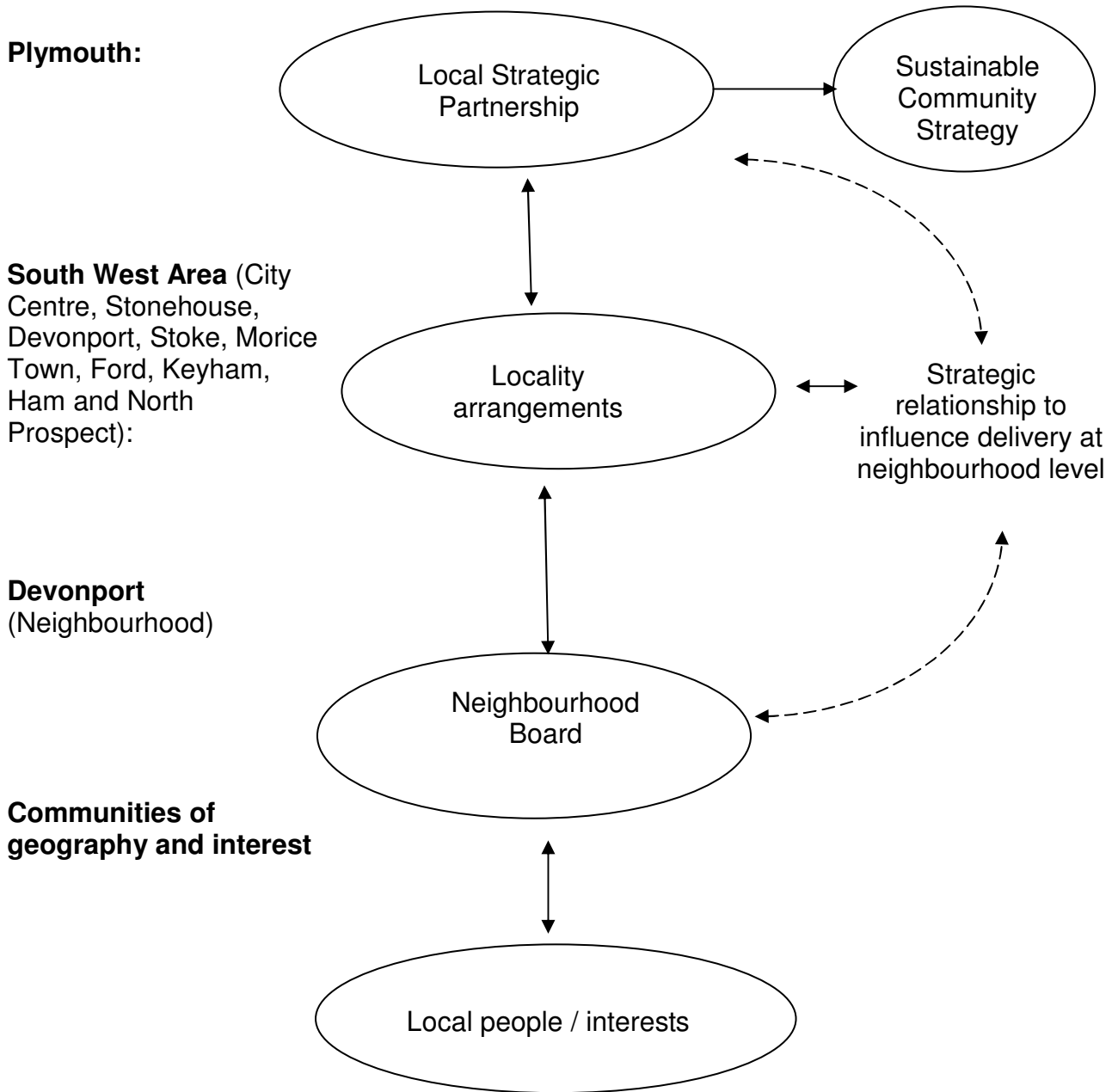
2.12 The role of members would either be as participative representatives to provide local knowledge and insight or to represent the perspective of their sector and /or organisation and, in the case of elected members, to have a further democratically representative role with regard to their electorate within the DNB area.

- 2.13 The geographical area the DNB will cover will be that of the neighbourhood of Devonport, being aligned with the sub-localities in Plymouth as adopted by the LSP. The DNB will operate as a fulcrum providing vital linkage between the level at which most service providers operate (i.e. city / locality wide) and the level with which residents more closely identify (i.e. the neighbourhood).

### **Resources and Sustainability**

- 2.14 Start up funding for three years from April 1<sup>st</sup> 2010 to March 31<sup>st</sup> 2013 has been identified in full. Funding to resource the DNB and a dedicated Neighbourhood Manager is available via a local solution arrangement between DRC Partnership and Plymouth City Council. This approach has been endorsed through joint DRC Partnership and Accountable Body consultation with GOSW.
- 2.15 Ongoing funding beyond the initial 3 years is anticipated to be met from efficiency savings arising out of more focussed local delivery of services and an LSP review of its new way of working across the City. This will potentially include wider partners such as Plymouth Community Homes (PCH), the new stock transfer body for Plymouth.
- 2.16 Linkages to existing LSP governance structures and those being developed as part of locality working have been incorporated within the succession proposals for Devonport.
- 2.17 As LSP structures for locality based working are evolving, and may not be fully implemented to complementary timescales, the structure for the DNB has been developed to operate within proposed structures but not dependent upon them for effective local working in Devonport. During the initial transitional year of the DNB it is anticipated that locality working arrangements will be finalised. This will enable the operation of the DNB, supported in its foundation year by DRC Partnership, to adapt to achieve a best fit with the citywide development of locality working. In addition the Devonport pilot, supported through the NDC, will provide the opportunity to 'road-test' the LSP's approach to Priority Neighbourhoods.
- 2.18 The JCB, which coordinates physical regeneration agencies working to transform Devonport, will continue its role in delivering both a more sustainable tenure and mixed development enabling Devonport to make its wider contribution to the City's growth agenda. JCB partners have made long term commitments to the regeneration of the area which include:
- Homes and Communities Agency (HCA) investment to support three major development sites up to at least 2013
  - development of a large regeneration site at the heart of the NDC area, owned by HCA, through a developer agreement with a private developer, already underway on site
  - A master agreement – now vested in Plymouth Community Homes - to complete the delivery of new housing and commercial use on the site of 800 substandard flats

2.19 The inter-relationship between proposed governance arrangements at Plymouth, locality and neighbourhood levels will be as set out below.



### 3: Programme Note 44 – response to identified criteria

#### Criterion 1:

***The outcomes to be delivered are appropriate for the NDC area and the community it serves***

- 3.1.1 The NDC programme has been established upon an evidence-based approach since it started in 2001. The early days of the programme were focussed on intensive research, undertaken both with residents and key public bodies to establish a robust databank of intelligence to define clearly the needs of the area. Through this approach it was possible to identify where NDC funding could have greatest impact. An integral part of this process was the establishment of a Board and appropriate thematic groups where information could be ‘triangulated’ (that is, drawing together evidence-based data, professional knowledge and resident insight).
- 3.1.2 A central aspect of the new Devonport Neighbourhood Board will be to build on this process (see paragraphs 2.6 and 2.7 above). Such an approach will facilitate a focus on the most effective use of mainstream resources incorporating identified local priorities. This will need to formally link to agreed city-wide priorities as identified within the Local Area Agreement, where these are also clear needs for Devonport. The Board will need to develop methods to link its activities directly to aspects of the City Council’s Corporate Improvement Priorities and the City’s Sustainable Communities Strategy and this work will be undertaken in the pilot year, 2010/11.
- 3.1.3 Annex 1A contains extensive material to demonstrate a comprehensive knowledge of local conditions, local priorities across all theme areas and to give overview of progress. At August 2009, of the 180 DRC Partnership targets, 90% (161) are moving in the right direction, 4% (7) are static or require further data clarification and only 6% (12) need to be reversed. This highlights both a legacy of success, the effectiveness of approach and the intelligence “bank” which will be at the heart of the new arrangements.
- 3.1.4 The information is set out on a theme by theme basis covering the core thematic areas addressed throughout the NDC programme:
- Crime
  - Health
  - Education
  - Employment
  - Liveability/Housing
- 3.1.5 Progress against individual targets addressed through NDC intervention and/or funding is documented together with a ‘Direction of Travel’ indicator. The majority of indicators are shown as green, reflecting very positive change for Devonport but a minority of indicators remain static or have worsened. These will be key areas for the DNB to focus its activity and these remaining areas where targets have not yet been achieved are summarised at the start of the Annex. A commentary is also provided suggesting reasons why less progress has been achieved in these areas and setting out indicators of the causative factors for the current position. These areas in particular are

challenges facing public sector agencies where input from the DNB could support change in areas of genuine need within Devonport. Where these areas also overlap with LAA targets they will be a key feature of DNB discussions within its pilot year. comprehensive details of interventions to date in these areas will also be provided to the DNB in its pilot year, through the NDC team and partners delivering services.

- 3.1.6 Annex1B contains the 2008 MORI poll results. Of the 53, mainly perception based, indicators cited 92% (48) have moved in the right direction since 2002, 4% (2) are static, with just 4%(2) getting worse. The way residents 'feel' about their home will continue to be a key priority as local confidence impacts strongly regarding reducing churn, improving health, developing community empowerment, etc. The biennial Place Survey which the City Council commissions can be a key data source for the Board moving forward and this will be complemented by proxy indicators collated for the neighbourhood level through the LSP team.
- 3.1.7 Annex 1C demonstrates the process established with regard to physical regeneration in the area The substantial physical regeneration of Devonport is making transformational changes to the balance of tenure and the provision of new retailing and employment which will continue to be driven by a Joint Commissioning Board (JCB) to be accountable directly to the Devonport Neighbourhood Board (see Annex 1C + diagrams).
- 3.1.8 The JCB comprises all the major regeneration agencies, central and local government, major developers and the community. The JCB was originally responsible for the commissioning of the Devonport Development Framework which provided the strategic context for the integration of the physical, economic and community aims of the DRCP and which later gained statutory status through adoption of the Devonport Area Action Plan 2006. JCB has revisited its role in support of the succession plan and the proposed DNB and the following actions are planned:
- Revision of terms of reference to be agreed by JCB in November 2009
  - A timetable for the chair-ship and support of JCB to pass to PCC by April 2010
  - Continued commitment to support the physical regeneration in Devonport through the Local Investment Plan
  - JCB to commission through Planning Services a revision of the Devonport Area Action Plan by April 2010 to reflect the risk assessment carried out by JCB (Annex 6A)
- 3.1.9 The revised plans will provide the DNB with updated strategic plans for the delivery of major physical regeneration up to 2020.

- 3.1.10 Annex1D contains the Neighbourhood Contribution Tool which is being developed by the NDC to monitor impact on the 2008-2011 Plymouth LAA. This is recognition of the need to deliver some services at a more local spatial level than city wide as well as measure the impact on the Devonport Community (for example, NI 112 – under 18 conception rate). It also highlights the difficulty in disaggregating some data to a neighbourhood level unless the strategic commitment to do so is a priority for the Local Strategic Partnership. The strategic need to do so is very clear in terms of being able to meet and monitor progress on local conditions (for example NI 151 - overall Employment rate) and the need to be able to disaggregate to neighbourhood level is widely recognised with robust mechanisms for doing so city-wide are under discussion and development. Very positively the first Neighbourhood Profile being created through the LSP team is for the Devonport neighbourhood – currently at first draft stage and included at Annex 1E.
- 3.1.11 The new arrangements for Devonport have been recognised by the City Council as supporting the delivery of a range of the identified Corporate Improvement Priorities (CIPs), especially the highest ranked ones. This is a direct result of the consultation process followed in the development of this strategy and demonstration of the strength of working relationships with public agencies. In the Audit Commission's emerging CAA for Plymouth there are several very positive references to the best practise to be learnt from success within Devonport and how this could be replicated elsewhere within Plymouth.
- **CIP 1: Improving customer service:** This is focussed around improving customer satisfaction by providing services designed around customer need and using customer feedback to routinely inform service improvement. The DNB provides a direct route to meaningful resident involvement in this process.
  - **CIP 2: Informing and involving residents:** This seeks to improve how local people are informed, consulted and involved in the design and delivery of services including joining up with partners. The DNB provides a direct route to meaningful resident involvement in this process, including helping to shape City Council participatory budgeting (following on from the Devonport pilot currently underway).
  - **CIP 4: Reducing inequalities between communities:** The focus here is on increasing equality and community cohesion through focussing on narrowing the 'gap' between neighbourhoods through delivery of a coherent, city-wide approach to neighbourhood management and regeneration. The diagram included at page 6 demonstrates the integration of the DNB into this LSP led, multi agency approach to CIP4.



**Criterion 2:*****The community continues to be empowered and community leaders are supported***

- 3.2.1 The Community Empowerment White Paper 'Communities in Control – Real People, Real Power' highlights the value of the neighbourhood management approach "*neighbourhood management as the key vehicle at local level could provide the focus for neighbourhood renewal...its role should be to help deprived communities and local services improve local outcomes, by improving and joining up local services and making them more responsive to local needs*". This is exactly the approach already established within Devonport and it is proposed that the DNB and supporting agencies maintain the capacity that has been built up during the NDC programme in Devonport through continuing this approach.
- 3.2.2 The excerpt from the Board Away Day November 2008 (Annex 1) highlights the role the Board has played, the capacity that has been developed, the ownership of responsibility towards the community, and the influence over quality of live that has been achieved thus far. A succession strategy built around Neighbourhood Management will enable all of these aspects to continue with a skills transfer achieved through structuring the DNB initially to include experienced resident members of the DRC Partnership Board.
- 3.2.3 The new structure demonstrates how community involvement will continue and how community leadership will be supported to flourish through enabling a structure that will:
- support overall sustainability through retention of skilled community leaders within the Board and associated sub-groups
  - provide continuing opportunities for the community to be linked into key aspects of community engagement such as information sharing, consultation, influence of service design, management and scrutiny
  - maintain clear information channels to residents and community organisations through a network of existing community noticeboards (installed to support the NDC programme), local newsletters, press coverage, resident steering groups and an annual standing conference
  - provide on-going support to community organisations in terms of advice, training, linkage to funding streams through the continuation of the NDC Community Shop in Marlborough Street, managed through an existing service provider which will see the current 'hub' of employment, IAG and related services continue post NDC
  - continue the strong relationships with public agencies who have been influenced to adapt services building on the knowledge of local people
  - support the involvement of residents in the City Council's roll-out of participatory budgeting
  - support DNB members, particularly where these are local residents, through ongoing training
  - provide an opportunity for all to be involved, especially those who tend to be excluded such as ethnic minorities and the disabled through both the dedicated Neighbourhood Manager and the continuing Community Shop
  - ensure arrangements are in place to tackle barriers to genuine involvement through the use of appropriate information in clear, accessible format and

organising meetings, information events and the annual standing conference as inclusively as possible

- facilitate a structure for ongoing interaction between all partners to enable the best chance for delivery of quality services
- ensure links into wider context of local authority Sustainable Communities Strategy (see annex 2B)
- demonstrate the value for money aspect of community involvement as a mechanism for sustainability.

3.2.4 In a similar way to the resident elections held throughout the life of the NDC programme DNB Resident Board members will be locally elected via the auspices of the Plymouth City Council's electoral support services, who will work alongside the new Devonport Neighbourhood Manager post. For the first DNB residents will be elected on a 50/50 basis with 50% drawn from existing DRC Partnership resident Board members to enable both continuity of partnership working and an appropriate skills transfer to take place.

3.2.5 Agencies will have associate member status and the Board will supplement its membership through nominating up to four people to enable an appropriate skills mix. The start-up year which overlaps with the final year of the NDC programme will enable the transfer of skills from the current DCR Partnership board members to those newly elected. The proposed governance arrangements for the DNB are set out more fully under criterion 5.

3.2.6 Partner support for this approach, ongoing from existing work with the NDC, will ensure continued implementation within Devonport and is evidenced through

- recognition of the value of involving residents in ongoing neighbourhood management as a conduit for the 'duty to involve'
- provision of a continued level of support through mainstream agency staff working directly with both the DNB and Devonport Neighbourhood Manager
- previous mainstream achievements (see Annex 3) demonstrating the wide ranging impact of the NDC programme, including the cultural change evidenced within the working of mainstream agencies as a result of close working with the NDC Board, NDC team and with local people

**Criterion 3:*****An agreed split of responsibilities in continuing NDC activities, projects, services, etc between any successor body, the local authority, LSP's and other partners***

- 3.3.1 Criterion 3 is built upon the mainstreaming approach within the partnership that has been a key focus of the entire NDC programme and for which appropriate documentation was developed as part of the last major performance management review in 2007. Mainstreaming has been defined in line with the criteria used by the national neighbourhood management evaluation process and goes beyond identifying only future funding of projects. It is focused around developing services which are locally tailored together with culture change within public agencies which enables meaningful input from local people on an ongoing basis.
- 3.3.2 The criteria for mainstreaming, which will be a continuing focus for the new DNB arrangements, considers
- What evidence is there that mainstream resources have been re-allocated so that the pattern of spend more equitably meets the needs of the disadvantaged, including the vulnerable, the very young, and the more elderly?
  - What evidence is there of a shift in focus within policy emphasis that has affected specific goals and objectives through legislative change and/or the setting of targets?
  - What evidence is there regarding the reshaping of services to reflect local needs. For example:
    - i. The removal of organisational frictions which militate against deprived areas receiving an increased level of support
    - ii. More effective targeting of services within neighbourhoods where need is evidenced
    - iii. Improving access to services, especially taking into account the needs of 'hard to reach' groups
  - What evidence is there of the joining up of services, programmes and targets, for example through inter-departmental action and multi-agency planning and delivery?
  - What evidence is there of learning good practice from partnership sponsored projects, including the making stronger of links between the partnership and main programmes?
- 3.3.3 Annex 3A highlights the wide ranging mainstreaming impact that is being achieved across each of the following areas:
- Crime
  - Health
  - Education
  - Employment
  - Liveability/development

**Criterion 4:*****NDC Assets are safeguarded in the long-term***

- 3.4.1 During the NDC programme a wide range of community assets have been provided with NDC funding. These are set out within the Asset Register included as Annex 4A. The Asset Register provides full details of which organisation will hold each of the assets beyond the lifetime of the NDC programme.
- 3.4.2 DRC Partnership will not itself be continuing beyond the 10 year lifetime of the programme but two separate legal entities have been established with NDC funding which will continue to hold assets for long term community benefit. These two bodies are Devonport Community Leisure Limited and Devonport Community Lands Limited, both of which are legally structured as Industrial Provident Societies and have been operating separately to DRC Partnership since 2006/7. Extensive information on both of these financially independent organisations is contained within Annexes 8 (comprehensive business plans and updates, audited financial statements, FSA agreed Rules for each Society, etc) and a summary provided below.
- 3.4.3 Devonport Community Leisure Limited (DCLL), which was registered with the FSA under the Industrial and Provident Societies Act 1965 as an Industrial Provident Society, was established as part of a joint NDC and Sport England funded project which saw the creation of the Brickfields Leisure Centre on a large tract of recreational land released to the City Council by the MOD.
- 3.4.4 DCLL currently owns two local assets, Devonport Children's Centre (the Green Ark) and a park keeper's lodge within Devonport Park, comprehensive refurbishment of both having been funded through the NDC programme. Both premises are leased back to the City Council on 25 year leases which provides revenue streams for DCLL. The main asset for DCLL is a £4 million Sports Centre. This facility was NDC funded conditional upon long-term community ownership and the terms of that transfer are at an advanced stage of discussion in order to secure financial viability for the long term.
- 3.4.5 Staff employed within the Centre are, from 1<sup>st</sup> October 2009, employed through DCLL and terms for transfer of the asset, on a 125 year lease, have now been agreed with the City Council in principle, with lawyers engaged to ensure complete the transfer of the asset to DCLL. The management of the leisure facility is to be included within a 15 year city-wide leisure management contract which the City has currently out to tender. This provides added security for DCLL as it will ensure professional leisure management of the Centre, secure maximum usage and provide a profit sharing deal for DCLL, whilst still enabling priority use for local people and sports clubs.

- 3.4.6 All assets owned by DCLL are subject to an asset lock in line with the requirements contained in PN44 and will be used long term for community benefit. The Rules of DCLL also set out fully charitable aims and DCLL has achieved advantageous VAT status through HM Customs and Excise due to being classed as a charitable organisation (although it is not a registered charity).
- 3.4.7 Devonport Community Lands Limited (DCLT) was registered in January 2006 with the FSA as a 'for the benefit of the community' Industrial and Provident Society. This followed a feasibility study undertaken by CDS Co-operatives and consultation with the Devonport community.
- 3.4.8 DCLT currently owns a small business park of 8 units (9,000ft<sup>2</sup>) with a current net book value of £432,000. The units are managed by experienced commercial managing agents and have remained fully occupied since their purchase in April 2007, providing a small revenue stream to the DCLT.
- 3.4.9 DCLT has been successful in securing DRCP funding to develop proposals to expand its asset base in line with its objectives and DRCP delivery priorities. The strength of the DCLT lies in its strategic and partnership approach. This has included:
- Employment of professional Project Managers to prepare an asset delivery plan together with demand and planning studies
  - Working with the City Council to jointly review asset opportunities
  - Building a partnership with its stakeholder Housing Association to deliver affordable housing
- 3.4.10 As a consequence of this work, DCLT has secured funding to :
- Upgrade and expand the Riverside Business Park
  - Acquire a small site to build 6-7 Ecohomes in partnership with Devon & Cornwall Housing Association
  - Purchase a former school site for a mixed use development of employment units and affordable housing
- 3.4.11 The development of these assets and its partnership will ensure that DCLT can secure an income stream sufficient to continue to professionally manage its assets and develop new opportunities through partnerships.
- 3.4.12 The neighbourhood management function, post NDC, will be undertaken by the unincorporated, non-asset holding DNB.

**Criterion 5:*****Governance arrangements support the objectives of the succession plans***

- 3.5.1 A local governance mechanism, Devonport Neighbourhood Board (DNB), will be established to deliver a continuing neighbourhood management approach. The first year of this approach will be the final year of the NDC, that is 2010/11, enabling a robust transfer of skills and knowledge whilst the NDC team is still in place to support the “road testing” of arrangements. This has been agreed through extensive consultation as identified in paragraph 1.4 above. The “signing off” of this strategy at a local level evidences agreement and will lead to the next stage of capturing the governing principles outlined below into a handbook, terms of reference and delivery plan.
- 3.5.2 The neighbourhood management approach of the DNB will build on the good practice already in place in Devonport via the NDC programme which has drawn on national best practice, yet is distinctive to the needs of the Devonport area. It will also complement and build on other neighbourhood approaches to date within Plymouth and provide a mechanism for ongoing learning and development citywide.
- 3.5.3 The DNB will operate alongside, but entirely separately from, the two asset-owning Community Trusts (Lands and Leisure) as detailed above. The structure of the DNB will provide a seat for these two bodies to be represented. The governance of the respective Trusts is detailed in the Rules (Annex 5) of each of these independent bodies.
- 3.5.4 The DNB will have governing responsibilities for managing stakeholder involvement with the DNB, with Board members comprising those who are able to contribute a range of perspectives to enable strategic development and problem solving. The following stakeholders would form the DNB.
- Six local residents, voted on to the DNB through formal elections (for the initial DNB 3 drawn from DRCP Board members)
  - Four Stakeholder representatives comprising of
    - Two Elected Members (one a Devonport Ward Councillor)
    - One Devonport Community Leisure Limited representative
    - One Devonport Community Lands Trust Limited representative
  - Four nominated representatives, for example, local business, faith, youth and diversity representatives, chosen to provide a suitable mix of skills.
- 3.5.5 The structure of the DNB is set out in paragraph 2.11 above.
- 3.5.6 The role of members would either be as participative representatives to provide local knowledge and insight or to represent the perspective of their sector and /or organisation and, in the case of elected members, to have a further democratically representative role with regard to their electorate within the DNB area.

- 3.5.7 A dedicated full time Devonport Neighbourhood Manager will support and be accountable to the DNB, who will be supported by associate members – for example local agency representatives from the LSP’s membership. The Neighbourhood Manager will be employed by the City Council on a permanent contract and will complement the existing core funded posts for the Stonehouse and North Prospect areas of the city ie the other two areas of the City with dedicated a neighbourhood management support role. Whilst the postholder will work closely with the NDC team in its final year, management arrangements for the post will be within the existing PCC team of Neighbourhood Managers.
- 3.5.8 The governance function of the DNB will be to
- identify priorities and outcomes for the Devonport neighbourhood building on and updating the extensive bank of data developed over the lifespan of the NDC programme
  - influence and shape service delivery to meet those priorities and outcomes to ensure a continuation of local tailoring of services
  - act, as required, as a LSP mechanism for procurement of services from third sector bodies in Devonport as agreed.
  - provide an enhanced scrutiny role regarding all public service provision beyond the DRC Partnership, based on the partner statements of commitment.
  - be the reporting body for the multi partner JCB.
- 3.5.9 The process of the DNB sets out how partners will work together in the future to deliver, monitor and refine the strategy for the locality. It will
- assess local data and intelligence relevant to local priorities through a comprehensive baseline provided from the NDC programme and then as updated via a range of sources
  - analyse such information using the skills and insights of DNB members, supported through a dedicated Neighbourhood Manager and informed by data collated by agency partners and the LSP (eg the new Neighbourhood Profiles)
  - identify options for problem solving tailored to the Devonport locality
  - influence service delivery and culture change within public sector bodies to raise standards of service provision, increase efficiency and continue to improve resident satisfaction levels
  - receive regular reports from and provide direction for the priorities of the JCB.
- 3.5.10 Paragraph 2.19 above identifies how the geographical area relates to the rest of Plymouth. The DNB will operate as a fulcrum providing vital linkage between the level at which most service providers operate (i.e. city / locality wide) and the level with which residents more closely identify (i.e. the neighbourhood).

**Criterion 6:**

***The risks to the succession strategy have been properly identified and are being actively managed:***

- 3.6.1 Annex 6 contains a detailed risk register setting out a full analysis of the risks to delivery of this strategy.
- 3.6.2 It was recognised in the development of the strategy that the role of the two community trusts should concentrate on the preservation of assets and management of core business with the separate duty of influencing service delivery becoming the responsibility of the Devonport Neighbourhood Board.
- 3.6.3 The key risks to delivery of a **Devonport Neighbourhood Board** are:
- the ongoing availability of comprehensive data at the neighbourhood level, mitigated through the development of Neighbourhood Profiles
  - the speed of completion of LSP and City structures to support locality working mitigated by decisions already taken to adopt this new approach to working
  - a prevailing attitude post NDC of 'Devonport has had its day' post NDC mitigated by full partner support for the succession strategy
  - potential loss of NDC funding of £3.6m for the final year of the programme if strategy does not pass CLG scrutiny mitigated by joint development of the strategy through the Accountable Body, DRC Partnership Board and LSP Executive Group
  - long term financial risk to Accountable Body mitigated by complete separation of roles and responsibilities with assets owned through separate community Trusts and key successor body of DNB giving rise to minimal financial liabilities arising from the strategy (£3,410 potential redundancy liability to City Council only).
- 3.6.4 The key risks related to the **Devonport Community Leisure Limited** are:
- long term sustainable management of Brickfields Sports Centre / recreation ground
  - the overheads of the Brickfields facilities impacting on value for money due to economies of scale associated with the much wider contract
  - linkage between DCLL and the wider community health and educational benefits supported through the Trust
  - financial sustainability on DCLL due to overhanging debt and borrowing capacity.
- 3.6.5 Key risks related to the **Devonport Community Lands Trust** are:
- overhead costs, staffing costs and asset base impact on long term viability of DCLT
  - financial sustainability of DCLT due to overhanging debt and borrowing capacity
  - ability of DCLT to develop and expand in order to deliver significant benefits for the local community long term.



**Criterion 7:*****Strategy agreed by Local Authority/Accountable Body and supported by Local Partners***

- 3.7.1 This succession strategy have been developed through extensive consultation with the Local Authority in its capacity both as the Accountable Body for the NDC programme but also as the authority within the LSP which coordinates the 'backroom' team which will support the DNB both during and beyond its pilot year. Formal endorsement of the strategy through the City Council's Cabinet is to be sought on 20th October 2009, with the initial 'blueprint' setting out the approach to be adopted having been discussed through the City Council's Corporate Management Team and a Heads of Service Working Group (formed specifically for the purpose) over previous months.
- 3.7.2 In a similar way initial drafts of the 'blueprint' for the strategy have been discussed with the Local Strategic Partnership Executive Group (of which the NDC is formally a part) over the past 6 months with the strategy adapted to reflect feedback. The key succession proposal of a Devonport Neighbourhood Board has been devised for its close strategic fit with the move towards locality working which the LSP has already adopted and is now working to set up in earnest.
- 3.7.3 Refinements to the strategy arising from this extensive consultation with partners have included the need to fund future sustainability through efficiency savings, a clearer recognition of the future public expenditure restraints in the prevailing economic and political climate and a mechanism to support the new Devonport Neighbourhood Manager role alongside the existing neighbourhood management roles within the nearby neighbourhoods of Stonehouse and North Prospect.
- 3.7.4 Support and engagement is also demonstrated through the linkage to staff employed within partner agencies who will support the role of the Neighbourhood Manager
- 3.7.5 Government Office for the South West (GOSW) continues to be involved and supportive of the succession strategy development process. Future capacity within GOSW will determine how strong this link can remain in the future and there is considerable commitment to support learning from the methods of working which have secured benefits in Devonport as well as replicating such methods across Plymouth, where applicable.
- 3.7.6 Support for the DNB will be enhanced through the Regional Improvement and Efficiency Partnership (RIEP) in terms of access to development funding via the Local Strategic Partnership. This is also the route through which the DNB could access further advisory support from the national network of Local Improvement Advisers (formerly Neighbourhood Renewal Advisers) and funding from the RIEP will be sought to continue LIA support for the DNB throughout its pilot year. This approach will ensure that lessons learnt are captured more widely than Plymouth but also that the DNB has access to expertise beyond the Devonport NDC programme itself and is able to develop drawing on experience from neighbourhood management pathfinders as well

as from the NDC family of programmes ie can draw on expertise from other less well funded initiatives.

3.7.7 See annex 7A and annex 7B for minutes relating to the support of this strategy from the Local Strategic Partnership Executive Group and Plymouth City Council Cabinet, respectively.

3.7.8 Signatories to the strategy:

**Marc Gardiner, Chair, Devonport Regeneration Community Partnership**

..... Date.....

**Barry Keel, Chief Executive, Plymouth City Council**

..... Date.....

**Peter McNamara, Executive Director, Devonport Regeneration Community Partnership**

..... Date.....

**Criterion 8:*****The successor vehicle must be financially independent into the long term***

- 3.8.1 There are 3 successor vehicles that will deliver this strategy. Their interrelation is highlighted above under governance. They are
- The Devonport Neighbourhood Board
  - Devonport Community Leisure Limited
  - Devonport Community Lands Limited.
- 3.8.2 The Devonport Neighbourhood Board is a partnership body devised as a close fit to support the locality working proposals of the LSP in an area of ongoing need. The DNB will be supported by a dedicated, professional Neighbourhood Manager, which for the first three years of the post will be funded through the NDC programme, via a local solution arrangement agreed through the Accountable Body and GOSW. This period of funding is fully secured with £175,844, which includes support and training costs, as detailed in Annex 8A. Whereas the continuance of the DNB is not financially dependent due to its structure as an unincorporated partnership nature, the Neighbourhood Management post and support costs will be following the initial three year period.
- 3.8.3 The continuation of the Neighbourhood Manager post will be dependent on being able to demonstrate value for money in terms of service cost efficiencies which the operation of a professionally supported neighbourhood infrastructure. Detailed costs are set out within Annex 8. The professional post is being incorporated as a permanent post, employed directly through the City Council. The strategy does however, demonstrate the approach being implemented through the City Council and the LSP, both of which are moving towards more focussed locality working, and the opportunity to test out arrangements through the Devonport model set out within this strategy will give best chance to the continuation of this approach, especially given the successful track record of the NDC.
- 3.8.4 Current business plans and associated 2008/9 financial statements for the two independent Trusts are included within Annex 8.

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