



Barry Keel
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Date: 1-7-2011

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OVERVIEW AND SCRUTINY MANAGEMENT BOARD LOCALITIES AND NEIGHBOURHOOD WORKING TASK AND FINISH GROUP

Date: Monday 11 July and Tuesday 12 July 2011
Time: 1.30 pm (11 July) and 9.30 am (12 July)
Venue: Council House (next to the Civic Centre)

Members:

Councillor James, Chair
Councillors McDonald, Stark, Thompson and Wildy.

Members are invited to attend the above meeting to consider the items of business overleaf.

Members and officers are requested to sign the attendance list at the meeting.

Please note that unless the chair of the meeting agrees, mobile phones should be switched off and speech, video and photographic equipment should not be used in meetings.

Barry Keel
Chief Executive

OVERVIEW AND SCRUTINY MANAGEMENT BOARD

LOCALITIES AND NEIGHBOURHOOD WORKING TASK AND FINISH GROUP

AGENDA

PART I – PUBLIC MEETING

1. APOLOGIES AND SUBSTITUTIONS

To receive apologies for non-attendance submitted by the Task and Finish Group Members and to note the attendance of substitutes in accordance with the Constitution.

2. DECLARATIONS OF INTEREST

Members will be asked to make any declarations of interest in respect of items on this agenda.

3. CHAIR'S URGENT BUSINESS

To receive reports on business which, in the opinion of the Chair, should be brought forward for urgent consideration.

4. SCOPE & BACKGROUND (Pages 1 - 26)

Members will note the Project Initiation Document setting out the scope of this review and receive for information a copy of the report arising from the last review.

5. INTRODUCTION (Pages 27 - 54)

The Assistant Director for Safer Communities will provide an introduction to the Localities and Neighbourhood Working Task and Finish Group.

6. WITNESSES

Members will have the opportunity to question representatives of council service areas, community groups, partner agencies, councillors and members of the public in relation to their views on locality and neighbourhood working.

7. SUMMARY AND REVIEW

Members will review the day's findings.

8. EXEMPT BUSINESS

To consider passing a resolution under Section 100A (4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following item(s) of business on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in paragraph(s) ... of Part 1 of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

PART II (PRIVATE MEETING)

AGENDA

MEMBERS OF THE PUBLIC TO NOTE

that under the law, the Task and Finish Group is entitled to consider certain items in private. Members of the public will be asked to leave the meeting when such items are discussed.

NIL.

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Request for Scrutiny Work Programme Item

1	Title of Work Programme Item	Localities and Neighbourhood Working
2	Responsible Director (s)	Carole Burgoyne Director for Community Services
3	Responsible Officer Tel No.	TBC
4	Relevant Cabinet Member(s)	Cllr Jordan
5	Objectives	<p>Contribute to, and encourage participation in, review of the implementation of Locality Working.</p> <p>Objectives of Locality working previously considered by Overview & Scrutiny Management Board when scrutinising proposals for locality working (05/08/09) were to:-</p> <ul style="list-style-type: none"> • Enable residents to influence and challenge service delivery • Make services more 'joined up' • Improve councillor involvement • Reducing inequalities between communities • Focus money and staff more effectively • Improve the sharing and use of information • Monitor service provision more effectively • Meet local and national targets.

6	Who will benefit?	<p>Scrutiny is an opportunity to reflect on the performance of the locality working initiative. It will afford a particular opportunity for members and others to contribute to the formal review and recommendations made to Cabinet / council and the LSP.</p> <p>Beneficiaries: The LSP Service providers The Third sector Communities Cabinet Full council</p>
7	Criteria for Choosing Topics (see table at end of document)	<ul style="list-style-type: none"> • Corporate priority area • Public interest issue
8	What will happen if we don't do this review?	Lack of input in the review of Locality working (Scrutiny previously involved in recommending that locality working be set up)
9	What are we going to do?	<ol style="list-style-type: none"> 1. Consider the progress of Locality working (taking into the original objectives of 05/09/2009 see above) against the evaluation criteria agreed by Customer & Communities Overview & Scrutiny Panel 19/07/10 (attached). 2. To examine and make recommendations for improvements including:- <ul style="list-style-type: none"> • Locality teams • Neighbourhood meetings and community engagement • Accessibility to appropriate and sound data, information and consultation feedback • Boundary issues • Partnership working
10	How are we going to do it? (witnesses, site visits, background information etc.)	<ul style="list-style-type: none"> • Study background information • Examine progress on the evaluation criteria • Call witnesses (eg, from community, Third sector organisations, Police, Health, PCH, Councillors) • Make recommendations
11	What we won't do.	Consider success criteria outside those agreed by Customer and Communities Overview and Scrutiny Panel 19/07/10 (attached).

12	Timetable & Key Dates	Known milestones for achieving the final report <ul style="list-style-type: none"> • Overview and Scrutiny Management Board – this PID should be published on the agenda, Management Board will need to appoint Members; • Task and Finish Group needs to meet in May 2011 (post election) and report in June 2011 if recommendations going to July Overview and Scrutiny Management Board, and July 2011 Cabinet.
13	Links to other projects or initiatives / plans	Corporate Plan and performance reporting
14	Relevant Overview and Scrutiny Panel / Membership if Task and Finish Group (to be decided by OSP before submission to OMB	Overview and Scrutiny Management Board
15	Where will the report go? Who will make the final decision	Cabinet /Council July 2011
16	Resources (staffing, research, experts, sites visits and so on)	Staff time
17	Is this part of a statutory responsibility on the panel?	No
18	Should any other panel be involved in this review? If so who and why?	Yes Children and Young People Health and Adult Social Care
19	Will the task and finish group benefit from co-opting any person(s) onto the panel.	No
20	How does this link to corporate priorities?	Value for Communities (level 2 indicator).

Criteria for review

(Items would be expected to meet at least two of the following criteria)

- Corporate priority area
- Poor performing service (evidence from PIs, benchmarking or where high levels of dissatisfaction from customers are recorded)
- High budgetary commitment
- Pattern of not reaching budget targets
- Issue raised by external audit, management letter, inspection report

- New government guidance or legislation
- Issue consistently identified by Members as key through constituency activity
- Public interest issue covered in local media



**Customers and Communities Overview and Scrutiny Panel
Joint Task and Finish Group
Scrutiny Review – Report
November 2009**

Localities Working

Plymouth City Council

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1 Introduction

- 1.1 The Overview and Scrutiny Management Board approved in principle, on 5 August 2009 the establishment of a joint task and finish group to review Localities Working, with membership to be drawn from Customers and Communities, Children and Young People and Health and Adult Social Care Overview and Scrutiny Panels. The Task and Finish Group will submit its findings for approval to the Overview and Scrutiny Management Board on 2 December 2009, prior to consideration of Localities working at Cabinet on 19 January 2010 and Council on 1 February 2010.

2 Executive Summary

- 2.1 The Overview and Scrutiny Management Board established a Joint Task and Finish Group to review Localities Working. The Council wants Locality Working to help it create a city with successful, strong, cohesive and sustainable communities.
- 2.2 The Group was asked to make recommendations on –
- the best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality;
 - ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities; and
 - what sorts of information Locality Teams will need to help with their work.
- 2.3 The Group heard representations from a variety of witnesses and received written information from the Youth Parliament.
- 2.4 Key issues and findings included that -
- There is broad support for better service co-ordination based on the establishment of multi-agency teams at Locality level.
 - There is a strong view that Neighbourhoods, not Localities, are the appropriate unit for community engagement. Most Localities are too large and diverse to be natural boundaries for community engagement.
 - It is widely acknowledged that the Area Committees were not working effectively.
 - Partners and Communities Together (PACT) meetings and initiatives could, with some improvements, provide a good vehicle for community engagement but this needs to be supplemented with a variety of methods, beyond meetings, to maximise community engagement.
 - Ward Councillors, engaged in improved PACT processes and equipped with feedback via these different methods, could advocate key priorities on behalf of their communities.
 - Localities Working needs to be delivered within existing budgets, but has potential to respond to different needs and to priority Neighbourhoods, in relation to relevant data.

2.5 The Group believes that Localities Working can successfully deliver improvements if it is based on: good community engagement at Neighbourhood level; improved joining up of key services at Locality level; a strengthened role for Ward Councillors as advocates on behalf of communities; availability and consistency of relevant data at neighbourhood and Locality levels.

2.6 Recommendations are made covering -

- Service Co-ordination Teams for each Locality (reflecting proposals put out for consultation) within minimum representation of: street scene and environment; community safety; health; and children and young people, across partner agencies. Each team should be pulled together by a Locality Lead.
- Community engagement, to support Localities Working, focused at Neighbourhood level incorporating existing Partners and Communities Together (PACT) initiatives and strengthened arrangements to involve Ward Councillors and facilitate community involvement. (This is an alternative to proposals put out for consultation).
- Availability of information, to support Localities working, covering: local issues; feedback from consultation and community engagement; and data on city-wide priorities, disaggregated at Neighbourhood and Locality levels.
- Directing resources in response to need, using appropriate data sets.
- A post-implementation review.

3 Vision for Locality Working

3.1 The Council wants Locality Working to help it create a city with successful, strong, cohesive and sustainable communities. Residents in these communities should be actively involved in shaping the places in which they live and improving services, leading to increased satisfaction and better quality of life.

4 The Panel

4.1 The Joint Task and Finish group had a cross-party membership comprising the following Councillors –

- Councillor Fox (Chair)
- Councillor Wildy (Vice Chair)
- Councillor Purnell
- Councillor Roberts
- Councillor Mrs Stephens
- Councillor Mrs Watkins

For the purpose of the review, the joint task and finish group was supported by –

- Pete Aley, Assistant Director for Safer Communities
- Helen Wright, Democratic Support Officer

5 Scrutiny Approach

5.1 The task and finish group convened on two occasions to consider evidence and hear from witnesses -

- 2 November 2009
- 5 November 2009

5.2 Members of the Joint Task and Finish group aimed to examine and make recommendations on –

- the best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality;
- ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities; and
- what sorts of information Locality Teams will need to help with their work.

The Work Programme Request (PID) is attached as Appendix 1.

5.3 At its meetings on 2 November and 5 November, the task and finish group considered evidence from witnesses, raised questions and considered answers and recommendations relating to Localities Working.

6 Witnesses

6.1 The task and finish group heard representations from –

- Pete Aley – Assistant Director for Safer Communities
- Superintendent Andy Bickley – Devon and Cornwall Constabulary
- Peter Flukes – Wolseley Trust
- Jane Donovan – Assistant Director for Environmental Services
- Pam Marsden – Assistant Director for Community Care
- Pat Patel – Tamarview Community Complex
- Carole Burgoyne – Director for Community Services
- Phil Mitchell – Housing and Regeneration Manager
- Mr Emery – Resident
- Sam Swaby – Granby Island Community Centre
- Peter McNamara and colleagues– Devonport Regeneration Community Partnership
- Annie McGee – Consultant to Plymouth Family Support Service
- Councillor Wheeler - Chair of Ham and St Budeaux Area Committee
- Martin Clay and colleague– North Prospect Partnership
- Councillor Dr Mahony – Chair of Compton and Peverell Area Committee

Responses from witnesses and written evidence received from the Youth Parliament are detailed in Appendix 2. Responses to the Localities Working Joint Task and Finish Group Questionnaire is attached at Appendix 3.

7 Key Issues Arising from the Evidence

- 7.1 From the evidence received the Panel considered the following to be the key themes.
- 7.1.1 There is broad support for better service co-ordination based on the establishment of multi-agency teams at Locality level. Although there could be some flexibility in how these teams are established, minimum service standards should apply across Plymouth. The establishment of such teams should not imply that all services would be located or delivered at Locality level.
- 7.1.2 Despite Localities being an appropriate unit for service co-ordination and some delivery, there is a strong view that Neighbourhoods, not Localities, are the appropriate unit for community engagement. It was widely acknowledged that the Area Committees were not working effectively, with low attendance from residents, limited involvement from service providers and few outcomes. The committees were also seen as too formal which inhibited some residents from engaging in the process.
- 7.1.3 Different models had been considered such as the 'Northern Network'. Meetings were held within the Southway Ward and involved Ward Councillors and representatives from the police, head teachers, doctor's surgeries, the church, allotment association and the scouts. Any issues raised were dealt with by the Ward Councillors. The meetings were held on an informal basis at which the Ward Councillors took the notes which avoided formal support service requirements. However, the Panel recognised that this model would not necessarily work in other Neighbourhoods, such as Devonport which is establishing a Board as part of New Deal for Communities succession arrangements.
- 7.1.4. It was acknowledged that Partners and Communities Together (PACT) meetings and initiatives were operating with differing degrees of success at Neighbourhood level and, with some improvements, could provide a good vehicle for community engagement within small areas (residents knew what was needed within their own communities). However community engagement should not be a 'one size fits all' approach. Different Neighbourhoods have different needs and a variety of methods beyond meetings need to be employed to maximise engagement.
- 7.1.5 Although the scope of the Work Programme Request (PID) excluded the task and finish group from examining the boundaries of the six Localities (which had been agreed by the Local Strategic Partnership), it was acknowledged that most Localities (nb the Central and North East Locality) were too large and diverse to be seen as natural boundaries for community engagement. The 43 Neighbourhoods could be used as building blocks in this process as they were seen as key in enabling community engagement.
- 7.1.6 Although there should be minimum service standards across Plymouth, resources need to be directed in response to need rather than divided equally between the six Localities. It is evident that Localities Working needs to be delivered within existing budgets, as there was no additional funding available. However, a focus at Neighbourhood and Locality level would provide real potential to respond to different needs and to priority Neighbourhoods in relation to the Index of Multiple Deprivation and other data sets.

In particular, there is an opportunity to better co-ordinate resources in South West Locality which contains particular targeted interventions in Stonehouse, North Prospect and Devonport Neighbourhoods. However pockets of deprivation in more affluent areas should not be overlooked.

- 7.1.7 Data research should be used to inform future funding and where resources needed to be focused. It was acknowledged that scientific data should be used and not solely public perception, e.g. as in some areas residents would not be persuaded that crime had reduced. It was further acknowledged that the use of surveys could produce differing results and perceptions, i.e. the Place Survey and MORI Survey which had been undertaken in Devonport.
- 7.1.8 Specific resourcing issues had been identified at the Service Co-ordination Team level within Street Services (resources should not be taken away from the front line). It was recognised that this service could move more gradually to Localities Working.
- 7.1.9 Potential savings had been identified as a result of the recommendation to disband Area Committees (this saving could be allocated across the six Localities). Although it should be emphasised that 'cost cutting' was not a driver to move to Localities Working.
- 7.1.10 It was acknowledged that Localities Working should put the role of the Ward Councillor at the heart of this process and provide an opportunity to enhance the role.
- 7.1.11 The core expertise of each partner would need to be clearly identified and used effectively. Partners had a substantial role to play in this process and had a great capacity for communication which currently was not being exploited to its full extent.

8 Findings

- 8.1 Based on the evidence the Panel has collected, it believes that Localities Working can successfully deliver improvements if it is based on –
 - good community engagement at Neighbourhood level;
 - improved joining up of key services at Locality level;
 - a strengthened role for Ward Councillors as advocates on behalf of communities;
 - availability and consistency of relevant data at neighbourhood and Locality levels.
- 8.2 Service Co-ordination Teams in each Locality, pulled together by a Locality Lead, should include representatives of key services such as street scene, community safety, health, and children and young people, across partner agencies. Working together, within clear terms of reference, they would problem-solve and tackle relevant issues prioritised by the Councillors.
- 8.3 Each of Plymouth's 43 Neighbourhoods would have a recognised process for engaging its communities and gathering feedback. This needs to be relatively informal and can be based on existing PACT (Partners and Communities Together) initiatives eg street surveys and community meetings, improved where necessary to encourage wider participation.
- 8.4 This would be supplemented by information gathered by other methods, web-based, feedback from other fora and consultations etc, analysed at neighbourhood level.

- 8.5 Ward Councillors, engaged in the improved PACT process and equipped with feedback via these different methods, would advocate key priorities on behalf of their communities. Straightforward service requests and complaints (e.g. an individual householder's refuse collection) would continue to be directed to relevant services but issues reflecting a breakdown of services across different agencies or more complex cross-cutting matters (e.g. a run-down area attracting anti-social behaviour) would be referred to Service Co-ordination Teams; one for each Locality.
- 8.6 One Councillor from each neighbourhood would expect to be able to meet with their Locality's Service Co-ordination Team a few times during a year; but over time, working relationships based on problem resolution outside meetings should become more common place. Councillors would have a role in feeding back on progress to communities. This would put Ward Councillors at the heart of a process which engages communities in their Neighbourhoods. It would enhance Councillors' roles as advocates amongst different agencies, and encourage improved joint working at Locality level across the city.
- 8.7 To support Localities Working, information should be available covering local issues. This should include feedback from community engagement and consultation, as well as data on city-wide priorities, all disaggregated at neighbourhood level in a way that would inform decision-making and service responses.

9 Recommendations

- 9.1 In order to achieve the required outcomes, listed as 'benefits' in the Work Programme Request, i.e. –

"The scrutiny is an opportunity to examine ideas, good practice and a range of views before development of proposals on Localities Working. This will enhance the consultation process underway and will afford a particular opportunity for Members and others to contribute prior to recommendations being made to Cabinet and Council.",

the following recommendations are proposed –

9.1.1 **The Best Way of Joining up Services in Localities and the Proposals to have Locality Service Co-Ordination Teams in each Locality**

Service Co-ordination Teams are formed for each Locality reflecting proposals put out for consultation, i.e. as a minimum, with representatives from four key services, street scene and environment; community safety; health; and children and young people, across partner agencies. This would not preclude a limited number of additional services being represented permanently or on an ad hoc basis, in line with individual Locality requirements. Each team should be pulled together by a senior person (Locality Lead) and this role could be shared across different partners by mutual agreement.

City-wide minimum service standards should be developed to assist Locality Service Co-ordination Teams and standard Terms of Reference should apply to all Teams. Terms of Reference should cover any powers, decision-making, accountability, complaints, and any budget responsibility.

The majority of witnesses agreed that the formation of Service Co-ordination Teams within each Locality was a good idea and the Panel supported this proposal (see 6.1.1).

9.1.2 Ways to Improve Links Between Organisations Providing Services and the Community in each Locality and whether Area Committees should be replaced with Partnerships (one for each Locality) with a New Focus on Joint Problem Solving between Services and Communities

Community engagement to support Localities Working, should be focused at neighbourhood level (i.e. in each of Plymouth's 43 Neighbourhoods) incorporating existing Partners and Communities Together (PACT) initiatives and with strengthened arrangements to involve Ward Councillors and facilitate community involvement. Arrangements should be as informal as possible (in terms of minute-taking etc) avoiding formal support service requirements.

Opportunities should be explored to involve Third Sector organisations in facilitation and to feed in community views from different sources e.g. web-based feedback, 'trade fair' events (i.e. not just meetings).

This proposal is an alternative to the suggestion made during consultation, of developing new community engagement structures at Locality level. However, the strengthened Neighbourhood arrangements should replace Area Committees which should be disbanded.

Ward Councillors should act as advocates on behalf of their Neighbourhoods and one Councillor from each Neighbourhood within a Locality should meet regularly with the relevant Service Co-ordination Team to raise issues, receive feedback and monitor progress. These Councillors should feedback to communities at Neighbourhood level.

The majority of witnesses considered the proposal for Area Committees to be replaced with Partnerships (as detailed in the consultation questionnaire), as an inappropriate vehicle to deliver effective community consultation/engagement. To be effective, this needed to be delivered at Neighbourhood level. The Panel recognised that the proposed model to replace Area Committees with Partnerships would not work and therefore put forward the alternative proposal as outlined above (see 7.1.2, 7.1.4, 7.1.5 and 7.1.10).

9.1.3 What Sorts of Information Locality Teams will need to Help with their Work

To support Localities working, information should be available covering local issues, feedback from consultation and community engagement, and data on city-wide priorities, all disaggregated at Neighbourhood and Locality levels in a way that can inform decision-making and service responses.

The Panel agreed that it was important to base decision making on good information and data to compliment community feedback and identify need and inequalities; and that this needs to be available at Neighbourhood level to help address this need (see 7.1.7).

9.1.4 **Addressing need**

The Panel also identified the issue of addressing resources in response to need (see 7.1.6). Although minimum service standards should apply across Localities and pockets of deprivation in more affluent Neighbourhoods should not be overlooked, Locality working should be used to direct resources to priority Neighbourhoods using appropriate data sets to identify need.

9.1.5 **Review**

The panel acknowledged that a review of the progress of Localities Working would be required. It was proposed to set up a task and finish group 12 months after the implementation of this model in order to undertake the review.

10 Acknowledgements

- 10.1 The Joint Task and Finish Group wished to thank staff and Service Users at Hamoaze House, and acknowledge the contribution from the witnesses, council officers, Pete Aley the Assistant Director for Safer Communities and Helen Wright the Democratic Support Officer.



Request for Scrutiny Work Programme Item

1	Title of Work Programme Item	Localities Working
2	Responsible Director (s)	Carole Burgoyne
3	Responsible Officer Tel No.	Peter Aley, Assistant Director for Safer Communities 304388
4	Aim	Contribute to, and encourage participation in, consultation to develop a model for Locality Working in Plymouth's 6 Localities identified by the LSP.
5	Objectives	Objectives of Locality working are to:- <ul style="list-style-type: none"> • Enable residents to influence and challenge service delivery • Make services more 'joined up' • Improve councillor involvement • Reducing inequalities between communities • Focus money and staff more effectively • Improve the sharing and use of information • Monitor service provision more effectively • Meet local and national targets.
	Benefits	The scrutiny is an opportunity to examine ideas, good practice and a range of views before development of proposals on Localities working. This will enhance the consultation process underway and will afford a particular opportunity for members and others to contribute prior to recommendations being made to cabinet / council.
	Beneficiaries	The LSP Service providers The Third sector Communities Cabinet Full council
6	Criteria for Choosing Topics	<ul style="list-style-type: none"> • Corporate priority area • Public interest issue covered in local media

7	Scope	<p>To examine and make recommendations on:-</p> <ul style="list-style-type: none"> • The best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality • Ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities. • What sorts of information Locality Teams will need to help with their work. 		
	Exclusions	<ul style="list-style-type: none"> • The boundaries for our 6 Localities (which the Local Strategic Partnership has already agreed). • Any new arrangements for service delivery or new approaches to neighbourhood working, i.e. at the level of our 43 neighbourhoods. (However this would not preclude looking at how neighbourhood issues and concerns can best be considered at Locality level). 		
8	Programme Dates	<i>Needs to be complete by mid November</i>		
	Timescales and Interdependences	Milestones	Target Date for Achievement	Responsible Officer
		<p>Known milestones for achieving the final report</p> <ul style="list-style-type: none"> • 27.7.09 Customers & Communities OSP – this PID needs to be approved by them, will have to be tabled; • 5.8.09 O & S Management Board – this PID should be published on 27.7.09 with the agenda, Management Board will need to appoint Members; • Task & Finish Group needs to meet in August if going to 02.11.09 and 05.11.09 O & S Management Board. 	<p>Dates of known milestones</p> <ul style="list-style-type: none"> • 19.01.10– Cabinet • 01.02.10 – Council 	Peter Aley
9	Links to other projects or initiatives / plans	Part of CIP4		

10	Relevant Overview and Scrutiny Panel	Customers and Communities OSP
11	Lead Officer for Panel	<i>Peter Aley</i>
12	Reporting arrangements	<p>Dates of Panels, Commission and Cabinet /Council</p> <ul style="list-style-type: none"> • 28.9.09 – Customers & Communities OSP – too late, won't be able to approve task & finish group report, need mechanism to approve task & finish group report before O & S Management Board • 01.12.09 – O & S Management Board to approve scrutiny report. • 19.01.10 – Cabinet • 01.02.10 – Council
13	Resources	<p>Staff and other resources</p> <p>Strategic Housing and LSP staff</p>
14	Budget implications	<p>Resources within existing budgets and any additional resources required</p> <p>Staff time</p>
15	Risk analysis e.g. if no scrutiny	A potential major change in the way the council and partners co-ordinate services and engage the public would be developed without the opportunity for proactive scrutiny to influence it.
16	Project Plan / Actions	Project Plan to be prepared by Select Committee appointed by Panel

**Customers and Communities Overview and Scrutiny Panel
Localities Working Task and Finish Group
Key Points from the Meeting held on Monday 2 November 2009**

**1. Witness Andy Bickley
 Superintendent Devon and Cornwall Police**

Key Points:

- Neighbourhood working is far more responsive;
- Policing areas are not aligned with other agency boundaries;
- Co-ordinating budgets and an opportunity for public engagement;
- Some areas would need more intensive intervention;
- Not precious about budgets;
- Data informs where the resources need to go but would need constant review;
- Not policy making evidence but evidence based policy;
- Use of actual scientific data and not public perception (in some areas people won't be persuaded that crime has reduced);
- Place survey and MORI survey in Devonport produced different results and perceptions;
- Too many meetings are not productive;
- Area Committees are not productive, poorly advertised, and attendance is largely due to the issues on the agenda (if it does not affect people they will not attend).

**2. Witness Peter Flukes
 Wolseley Trust**

Key Points:

- Functions of partners should be carefully defined;
- Core expertise of each of the partners should be used effectively, core expertise has to be identified;
- Opportunities to improve the role of Councillors;

- Opportunities to utilise partners more fully (partners have a great capacity for communication which at present is not harnessed – partners do have a substantial role to play);
- Enabling role not one grouping of representatives;
- No interference with the co-ordination teams (communication and accountability);
- Councillor role right at the heart of this process.

3. Witness Jane Donovan
Assistant Director Environmental Services

Key Points

- Actions not meetings have a lean structure (issue with being able to provide staff to attend meetings);
- Place resources where they are needed and not divide the budget by the six localities;
- Flexibility and the need for innovation (disappointed that minimum standards may not be achieved in all areas in order to place resources in the more challenging areas);
- Localities working is not addressing the 'business as usual issues' need highlight matters that are not working;
- Need to have the right system in place to enable ownership for those things to be done properly and encourage a sense of pride and ownership in an area;
- No extra funds, very clear deliver within existing resources;
- Use of resources from partners;
- The local authority is the budget holder for street scene and environmental issues and not other partners;
- There were benefits for a community if residents live in a clean environment (the police were willing to share resources);
- Use the probation service;
- Who would be the representatives (Services for Children and Young People had appointed people across the localities – do not have anyone within the structure to act as representatives, do not want to take resources away from the front line, the challenge would be the right people doing the right job);

- Key element regarding where people live (people respond to whether they live in a mess or clean area, accountability and continuity were important to achieving this).

**4. Witness Pam Marsden
Assistant Director for Community Services**

Key Points:

- Flexibility, although 25 staff had moved into Plympton/Plymstock this would be under review and they were confident in working with health partners;
- Co-location and shared resources would only be placed in three of the localities and not all six;
- Better service for the service user that was our aim (integration that was what you would achieve);
- Working well with health partners;
- Flexibility about management;
- Other partners;
- The work on localities seems to be further advanced;
- No thought about accountability/governance arrangements.

**5. Witness Pat Patel
Tamarview Community Complex**

Key Points:

- Acknowledge PACT meetings are working well and were a good vehicle for community engagement for a small area;
- Residents know what is needed in their area;
- Community groups were able to pull people together;
- The ability to have some influence over budgets would be a good thing;
- Area Committees are just for Councillors and Co-opted representatives;
- Little involvement by service providers at Area Committee meetings;
- Lack of youth service provision in the area;
- Small neighbourhood working would be best.

**6. Witness Phil Mitchell
Housing and Regeneration Manager**

Key Points:

- Use of the super output areas focus on where there was the most deprivation, this might be a way of prioritising some of the neighbourhood working;
- There was a difference in what was being said he seemed to be suggesting that the locality level should be used for strategic issues that were not resolved at neighbourhood level, other witnesses seem to imply locality level is more taskforce working;
- Not possible to have an infrastructure in all 43 neighbourhoods to deal with issues (focus on deprivation).

**7. Witness Mr Emery
Resident of Plymstock**

Key Points:

- Lack of consultation with localities working (only a small sample of people involved in the process);
- Area Committees were not local enough;
- Service providers did not attend Area Committee meetings;
- General PACT meetings liked the neighbourhoods;
- The consultation response on locality working from the Plymstock Area Committee did not accurately reflect the minute;
- Area Committees were too formal (council meetings form a barrier for residents, it is a council meeting for councillors as oppose to a meeting with residents);
- Consultation was insufficient (no information or background was provided for people to enable them to make a recommendation);
- Recommendations community engagement on consultation;
- The system is not working for individuals and individuals make up communities.

**8. Witness Peter McNamara
David Brown
Will Blagdon
Anne Freeman
Devonport Regeneration Community Partnership**

Key Points:

- Evidence based resources based on evidence and priorities;
- Money resources to be dropped down to the neighbourhood could hit targets but have no great benefit;
- Not one size that fits all;
- Use existing access points;
- Clear purpose;
- Partnership working is efficient, saves time and opens doors;
- Funding is not everything;
- Need to take with a pinch of salt level of community consultation, lack of involvement in DCLT and Land Trust.

**9. Witness Annie McGee
 Consultant to PFSS**

Key Points:

- Workforce development new ways of training staff;
- Develop trust of people prior to embarking on the formal part;
- One service long time proven record of success might consider expertise apply work throughout the local authority;
- Three key issues not an issue Area Committees relationship with neighbours and boundaries;
- Lack of parity across the city (Barn Barton hard to reach groups have not got a youth worker);
- Not aware of work going on in half term.

**10. Witness Sam Swaby
 Granby Island Community Centre**

Key Points:

- Commonality of purpose;
- Danger of solely looking at deprived localities as there were pockets of deprivation in affluent areas;
- Only way Index Multi Deprivation – evidence based;

- Data collection inform funding in the future (be clear in the recommendations).

11. Witness Councillor Wheeler

Key Points:

- Neighbourhoods were key to enabling the community, happy to use the neighbourhoods as building blocks;
- People were only interested in what goes on in their area;
- Problem resourcing 43 neighbourhoods.

**12. Witness Martin Clay
 Roger Mitchell
 North Prospect Partnership**

Key Points:

- Loss of an area's identity;
- Concerns relating to losing the improvements that have already been made;
- Funding needed to be driven rather than just divided into the localities;
- There was an assumption that funding would be divided equally into the six localities;
- Attention to make representatives views at the localities level, loudest voice not have the most say danger historically that has happened;
- Mature neighbourhoods invest and grow.

**13. Witness Councillor Dr Mahony
 Chair of Compton and Peverell Area Committee**

Key Points:

- Central and North East locality is too big and diverse;
- Not challenging neighbourhoods and building blocks more flexible with ward boundaries.

**14. Witness Carole Burgoyne
 Director for Community Services**

Key Points:

- 'One size did not fit all' localities would be operated in slightly different ways;

- Minimum service standards should be developed;
- Not all services will be located at Locality level i.e. Mental Health or Adoption;
- Learn lessons from previous consultation exercise, i.e. the recent waste rezoning initiative could have engaged the PCSOs to make residents aware of what would be happening to their street's waste collection arrangements;
- Important to manage expectations do not want to move to a more complicated way of working.

15 Written Youth Parliament Evidence

Key Points:

- young people were unaware that Area Committees existed and therefore did not attend the meetings;
- a proposal to hold a Localities Working open day to launch the initiative;
- a suggestion to send questionnaires to school to establish the issues affecting young people (young people found Area Committee meetings boring);
- in order to encourage people to become engaged, examples could be provided of successful outcomes;
- a proposal to form Localities Working committees aimed at young people; membership could be drawn from the youth forums within the Localities which could then feedback the local issues to the committees;
- there were potential issues relating to transport and whether young people would be able to attend the meetings due to size of the Localities.

Written Evidence Gathered from Questions set out by the Panel

Locality Working: Task & Finish Group Questionnaire Responses

Feedback to date

(9 RESPONSES RECEIVED TO 28/10/09).

Q1 – Set up 6 Locality Teams/4 key services?

77% recorded yes, 0% no. Need regular newsletters, feedback from the community, involve university in SE locality. Other services suggested to be covered: security, housing maintenance, social divide, planning and transport.

Q2 – Led by Champion, assisted by coordinator?

44% recorded yes, 10% no. Champion needs to have commitment and ability, recognise needs of low income families, work alongside Area Committees (ACs), councillors could be Champions, should be a Community champion and not recompensed. Coordinator could volunteer for free.

Q3 – Replace 8 Area Committees with 6 Locality Partnerships?

44% recorded yes, 22% no. A view that Neighbourhood level is preferred and most effective level of community engagement (PACTS work well at this level), so need two tier system. Localities are based on school catchments, these are irrelevant: suggestion of four way split to create 4 strategic areas. Another disagreed with boundaries.

PACTS should continue. Localities too big for community to be heard. Develop ACs to take on new role. Regular newsletters needed, need regular meetings with police.

Q4 – Involving local people.

Emphasis on well publicised meetings, accessible, central venues, use questionnaires, door to door inquiries, work together, have flexible agendas, draw up a plan, support active tenants organisations, link with community anchors.

Q5 – What information is needed?

Statistical information, information from areas, record of what work is being done, local knowledge, disability issues, listen to TRAs (?), need full range of information from all services.

Q6 – Governance arrangements?

Decisions should be based on necessity and consensus. All services to be covered. Listen to community views. Need delegated budget, decide where finances spent.

Q7 – Any other comments?

AC experience is of very low attendance from residents. Rethink the whole boundary issue. Areas too big. Keep it simple and it will work. Councillors need budget to improve area. Keep residents informed.

A view that after Scrutiny need to feedback to ACs.

Ensure consultation is not about what's already decided.

NJM 28/10/09

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CITY OF PLYMOUTH

Subject:	Localities and Neighbourhood Working
Committee:	Overview & Scrutiny Management Board Task & Finish Group
Date:	11 th & 12 th July 2011
Cabinet Member:	Councillor Glenn Jordan
CMT Member:	Director for Community Services
Author:	Nick McMahon, Localities Officer
Contact:	Tel: 01752 304335 e-mail:nick.mcmahon@plymouth.gov.uk
Ref:	NJM
Key Decision:	No
Part:	I

Executive Summary:

This report provides information to assist the Overview & Scrutiny Management Board Task & Finish Group scrutinise Locality working, one year on from its introduction.

The report concludes on how effective delivery has been against the original objectives set in 2009. An overview of progress made is provided, together with an evaluation of performance against criteria set by the Customers and Communities Overview and Scrutiny Panel on 19 July 2010. The views of councillors and staff are reported and taken into account.

By way of response to the issues identified, some suggestions for changes are put forward.

The following conclusions are drawn for the Task & Finish Group to consider:

- Locality working, particularly through the neighbourhood engagement process, is proving reasonably effective and delivering on original objectives. A favourable response has been received from residents to a satisfaction survey.
- However, further work is required to engage the wider community, particularly younger people, both through better publicity of neighbourhood meetings and by extending consultation beyond meetings in the ways suggested in the report.
- Once the review is completed it is suggested that neighbourhood engagement be re-launched with better publicity, refreshed involvement of staff, and an engagement plan prepared for each neighbourhood.
- Locality teams have been established with a multi-agency representation according to the original proposals. They have become involved in some beneficial projects and in supporting the tobacco control initiative. However overall they seem to have been under-utilised.

- It is suggested that the six multi-agency locality based teams could be replaced by a single cross-city team, able to respond to issues that cannot be dealt with at the neighbourhood level. The working and effectiveness of this team should continue to be subject to annual review.
- Some Councillors' have reservations regarding boundary discrepancies and the effect on the number of meetings they have to cover. Changes are suggested that realign some neighbourhoods so that they fit within wards. This would ensure that most wards have just 2 neighbourhoods within their boundaries. The previously agreed minor boundary changes should be ratified as part of any decision.
- Where neighbourhood meeting participants consider it useful, it is suggested that working arrangements are agreed through a protocol.
- It is suggested that individual members of the Council's Senior Management Team (one 'champion' per ward) could support the work of ward councillors and NLOs.
- By rationalising the use of staff (Locality teams reduced from 6 to 1 city-wide; reduction of 4 in number of NLOs, reduction in the number of meetings), the above changes would also take into account overall reductions in resource availability.
- It is also suggested that the original Council decision to have lead ward councillors covering neighbourhoods, that was never implemented, should be rescinded.
- Neighbourhood profiles have been compiled to advise staff, councillors and public. They have been well received but probably could be used better in determining neighbourhood priorities. Data and information would need to be collected and analysed according to the new boundaries suggested above; the need to update the current (2008 based) profiles is an opportunity to take this on board.
- It is suggested that a further review of locality working, takes place in June 2012.

Corporate Plan 2010 – 2013 as amended by the four new priorities for the City and Council:

Locality working helps to meet City and Council priorities, in particular:

Raising Aspiration – promoting Plymouth and encouraging people to aim higher and take pride; *Reducing inequalities* – taking targeted actions to reduce inequality gaps; *Value for Communities* – working together to maximise resources to benefit communities, achieving efficiency through transforming our service delivery and support arrangements, and our support to customers.

Performance on responding to issues raised at neighbourhood meetings is a level 2 performance indicator.

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

Locality working is being met from within existing budgets.

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

None arising from this report.

Recommendations & Reasons for recommended action:

This report is for information.

Alternative options considered and reasons for recommended action:

Information report only.

Background papers:

Report attached: Locality Working

Sign off: comment must be sought from those whose area of responsibility may be affected by the decision, as follows (insert initials of Finance and Legal reps, and of HR, Corporate Property, IT and Strat. Proc. as appropriate):

Fin		Leg		HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Peter Aley, Assistant Director, Safer Communities											

Localities and Neighbourhood Working

Report by Director for Community Services to Overview & Scrutiny Management Board Task & Finish Group – 11th & 12th July 2011

1.0 Introduction

- 1.1 This report provides information to assist the Overview & Scrutiny Management Board Task & Finish Group scrutinise Locality working, one year on from its introduction.
- 1.2 The introduction of a Locality Working model was agreed by Council on 1st February 2010, and introduced in June 2010.

2.0 Original Objectives

- 2.1 The Locality Working proposals agreed by Council were based on consultation, review of good practice, and the recommendations of the Overview & Scrutiny Management Board of 2 December 2009, which followed scrutiny by a Task and Finish Group.
- 2.2 The original (2009) objectives of Locality working considered by the Overview & Scrutiny Management Board when scrutinising proposals are set out in Appendix A.
- 2.3 Based on the evidence collected, the 2 December 2009 Management Board concluded that Localities Working could successfully deliver improvements if it is based on –
 - Good community engagement at Neighbourhood level;
 - Improved joining up of key services at Locality level;
 - A strengthened role for Ward Councillors as advocates on behalf of communities;
 - Availability and consistency of relevant data at Neighbourhood and Locality levels.
- 2.4 Evaluation criteria for Localities working were agreed by Customers and Communities Overview & Scrutiny Panel on 19 July 2010. These, together with councillor feedback, formed the core of the terms of reference for the scrutiny of Localities agreed by the Overview & Scrutiny Management Board on 14 March 2011. These terms of reference are
 - 1. Consider the success of Locality working (taking into the original objectives) against the evaluation criteria agreed by Customer & Communities Overview & Scrutiny Panel 19 July 2010
 - 2. To examine and make recommendations for improvements including:-
 - Locality teams
 - Neighbourhood meetings and community engagement
 - Accessibility to appropriate and sound data, information and consultation feedback
 - Boundary issues
- 2.5 This report takes into account how effective delivery has been against the original objectives and evaluation criteria.

3.0 Current situation – overview

- 3.1 Locality working has been up and running since June 2010.

- 3.2 Experienced staff were nominated to join six multi-agency Locality ('Service Coordination') Teams, and 43 City Council staff were nominated to act as Neighbourhood Liaison Officers (NLOs) to support Ward Councillors and Police at proposed Neighbourhood Meetings. These NLOs are volunteers, undertaking the role in addition to other duties.
- 3.3 All staff involved have been trained on their roles, partner agencies have been advised and involved, and role profiles were prepared. Councillors were issued with a Guidance document in July 2010, that includes a protocol for Neighbourhood meetings.
- 3.4 Neighbourhood Meetings, open to all residents, (based on the former police-run 'PACT' meetings) have in most cases been arranged every 3 months in each of the 43 Neighbourhoods. A particular feature of the new style meetings is that they are intended to be relatively informal and thus more accessible to members of the public. The meetings are being promoted as widely as possible by Police staff with help from NLOs. A note of each meeting is taken but (unlike the previous Area Committees they replace) there are no formal agendas or constitutional arrangements.
- 3.5 Attendance figures by members of the public at these meetings vary considerably (0-40+) and average around 11. No records were kept for attendance by the public at Area Committees but it is believed overall attendance at the Neighbourhood Meetings exceeds the predecessor Area Committees.
- 3.6 A 'Your Neighbourhood' section is available on the Council's website (www.plymouth.gov.uk/homepage/communityandliving/yourneighbourhood), containing meeting notes, meeting dates, useful links including a link to the Neighbourhood Police website. Neighbourhood Profiles, containing key data and assessments of each neighbourhood, have been compiled and are also available on the site.
- 3.7 A wide range of priorities have been identified at the meetings (see Appendix C). The 'pie chart' attached (Appendix C, Figure 2) provides a snapshot of the 234 separate priorities identified to date, with anti-social behaviour (ASB) and parking issues being the most common.
- 3.8 Neighbourhood Police teams and NLOs work with councillors to support the meeting process and to develop other ways of community engagement. They are also responsible for responding to, or referring on to appropriate service contacts, the three priority actions that have been agreed at each meeting.
- 3.9 Locality Teams are in place to assist responses to Neighbourhood Priorities where a higher level multi-agency approach is needed. Their involvement has proven to be 'quiet' to date, but effective where requested. Example tasks include dealing with dereliction issues associated with the old Greenbank Hospital site and assisting the Budshead Trust with its future plans.
- 3.10 Locality Teams were also requested by the Local Strategic Partnership (LSP) Executive to work on health inequalities as a strategic priority theme, specifically on action plans to deliver tobacco control measures. As a result a number of Locality Teams have contributed staff as Peer Supporters to deliver the 'Decipher Assist' smoking prevention scheme, which is being run in four secondary schools during the summer term 2011, with a further phase planned for additional schools in the autumn term 2011. Additional intervention measures are planned by Locality Teams, to be developed with the Public Protection Service.

- 3.11 Overall, however, most of the service response activity has been initiated at the neighbourhood level and Locality Teams are seen to be underused. This appears to be because issues are being followed up by Neighbourhood staff and few priorities identified seem to require an 'upper tier' approach. They are perhaps, too, not well enough known with some seeming to have quite a low profile. Lack of use is not necessarily a problem, as long as issues are being resolved effectively, and NLOs are getting the support they need from service contacts.
- 3.12 It should be noted that there is no public forum or meeting arranged at locality level and this was never proposed.
- 3.13 Partnership with our main partner, the Police, particularly in the running of neighbourhood meetings, has been excellent. Our other partner agencies (Health, Third sector, Plymouth Community Homes, etc), expressed through the LSP and individually, has been developing and overall very positive,. The Police have confirmed commitment to neighbourhood policing at least for another two years, and the Health Service are increasingly interested in using the new model to develop their services.

4.0 How are we performing?

- 4.1 The Customers and Communities Overview and Scrutiny Panel agreed on 19 July 2010 criteria for evaluating the success of Locality working, see Appendix B attached. These evaluation criteria can thereby be used to quantitatively measure performance and one of them (4: Priorities followed up) is a 'Value for Communities' 'Level 2' indicator.
- 4.2 The last column of the table in Appendix B reports progress to date against the criteria. The information is sourced from Neighbourhood Meeting Notes (which are being recorded in standard format, see website described above). A detailed report of the meeting data, detailed by Locality/neighbourhood, is also available on request.
- 4.3 Our conclusion from this evaluation is that targets are generally being achieved in respect of team establishment, meeting arrangements, identification of priorities, public and staff satisfaction, publicity and reporting targets.
- 4.4 Headlines are:
- 143 neighbourhood meetings have been held since June 2010
 - 1617 members of the public have attended
 - 92% of public responding to questionnaire (total 125 returns) state they are satisfied or more than satisfied that locality working is a way of getting issues raised and responded to
 - 234 community priorities have been identified (Appendix C), they tend to very localised and rarely refer to more deep seated issues such as economy, health and education.
 - Excluding those priorities only just identified, 55% of priorities have been resolved or concluded, 44% are being followed up and 1% have not yet been acted on (Appendix C Figure 1)
 - Neighbourhood profiles completed, compiled by the Plymouth Analysts Network, based on 2008 data
- 4.5 As stated above, there have been few formal referrals to Locality Teams, although some Locality Team managers have been helping resolve neighbourhood issues on a relatively informal basis, where contacted by ward councillors.

- 4.6 It should be emphasised that the delivery of Locality working has been a partnership project, and has depended on the actions and support of a range of partners including ward councillors, Neighbourhood Police teams, Neighbourhood Liaison Officers and key operational services such as Public Protection, Street Services and Transport & Highways.
- 4.7 The joint working with the police has been a particularly valuable way of ensuring a single and effective response to issues raised by members of the public through the 'one stop shop' of the neighbourhood meeting.
- 4.8 Further to the above assessment, there are a number of concerns that have arisen in the delivery of the locality working model, and these are identified further in the following sections.

Feedback from Customer & Communities Overview & Scrutiny Panel 15 November 2010

- 4.9 An Information report on progress with localities working was discussed at the above meeting. In the discussion a number of members expressed concerns about the lack of consistency of support at neighbourhood meetings and the difficulty of neighbourhood boundaries not fitting within ward boundaries.
- 4.10 Subsequent to the meeting, a number of discussions have been held with individual members to understand further their concerns. Much of the feedback has been positive, often reflecting individual experience of a successful neighbourhood process, in other cases poor attendance at meetings or cancelled meetings has led to dissatisfaction. An overriding message has been the need to address the neighbourhood boundary issue that is inconvenient for a number of councillors.

Response of members to satisfaction questionnaire

- 4.11 At the request of Overview & Scrutiny Management Board a questionnaire survey was sent to all members to test satisfaction on locality working. The return date was end of April 2011 and 17 responses were received.
- 4.12 According to this survey two thirds of members are satisfied or very satisfied with the neighbourhood meeting process, but only half are satisfied with the locality team process (Appendix D). Favourable comments include
- Work of NLO/Neighbourhood Regeneration Team involving residents
 - Better attended than and preferred to Area Committee
 - Police chair meetings well
 - Priority lists good where achievable
 - Direct link to officers and we get things done
- Dissatisfaction, where it exists, revolves around
- Poorly arranged meetings
 - Poorly attended meetings
 - Area Committees preferred
 - No contact with locality teams/managers

Staff views

- 4.13 Views of practitioners and their managers have been sought on the operation of Locality working during the delivery of the model. Staff satisfaction has been generally good in neighbourhoods, evidenced by the staff survey mentioned in Appendix B. More recently staff views have been sought (workshop and emails) in the context of the review and conclusions are set out below.

- 4.14 A wide range of views has been expressed but a general consensus emerges as follows:
- Locality Teams have not been well used, few locality issues have been identified, however teams could have been more pro-active
 - A single city-wide team may be a way forward, with a higher profile and stronger links with the neighbourhoods and a strategic link to the LSP
 - Neighbourhood staff would welcome more support; some NLOs do not have the capacity or time available they would like, to be effective in their role;
 - Effective delivery depends on a network of services and responses from services are variable
 - Boundary issues are a problem in some cases when communicating with councillors; fitting within wards would not be an issue if this works better locally and councillors have better ownership of and involvement in the arrangements
 - Communicating any boundary changes would need to be handled carefully and timed to allow for adequate public consultation and be supported with new neighbourhood profiles
 - New boundaries would enable the meetings and consultations to be re-launched and branded in a positive way
 - Noted that some councillors and residents seek more structured and formal meetings (as per Area Committees) whereas they feel the public appreciate the open discussion
 - More effective engagement of the community, particularly younger people, involves going beyond the neighbourhood meeting: suggestions include using social media, messaging, involving schools and Youth service more, door-to-door contact and leafleting, promotions such as using the big screen
 - Persistence is needed to build up community confidence and links – ‘we’re in this for the long term’.

5.0 Suggestions for improvements

- 5.1 By way of response to the issues identified above, some suggestions for changes are put forward for members to consider.

Future of Locality Teams

- 5.2 First is the future of Locality teams, taking into account the experience to date, described above. Given current resource issues, and the limited demands placed on the teams to date, one option may be to replace the current 6 teams with a single ‘trouble-shooting’ multi-agency team to cover the whole city. The implication would be an acceptance that organising service coordination by locality has not proven to be necessary, and consequently the term ‘locality working’ may need to be reconsidered.
- 5.3 The valuable work on tobacco control needs to be maintained and the network of staff who have contributed should continue this role.
- 5.4 This change would not affect service delivery where this is currently organised on a locality basis, such as Children’s Services.

Neighbourhoods and boundary issues

- 5.5 Secondly, a number of councillors have raised concerns that Locality and Neighbourhood boundaries are not coterminous with ward boundaries and this makes their involvement very difficult. Although boundaries were originally excluded from consideration (Localities and neighbourhoods already having been agreed by the LSP and partners), the issue has proven to be a major barrier to working effectively, taking into account members and the wards they represent.

- 5.6 We have already responded to some of the anomalies where boundaries that only vary by a few streets. In January 2011, following discussion between the Cabinet member for Community Services (Safer and Stronger Communities and Culture, Leisure and Sport), the shadow Cabinet member, and officers, three minor adjustments were made to neighbourhood boundaries to tie in better with ward boundaries (Compton, Efford & Lipson, Devonport and Sutton & Mount Gould wards). This is set out in the note attached as Appendix E. The arrangement was shared with members at the time, but this working practice now needs to be ratified as part of the review.
- 5.7 A further step now may be to adjust all neighbourhood boundaries to fit within wards (where they don't already), retaining neighbourhoods' original local identity as far as possible, but ensuring councillors will only need to address issues or attend meetings within their wards. For data handling and analysis considerations, neighbourhood boundaries within wards could also be adjusted to fit as far as possible with the Office of National Statistics 'Lower Super Output Areas'.
- 5.8 A map is attached (Appendix F, Figure 3) that suggests how re-aligned neighbourhoods could work. Some changes are fairly minor adjustments (in Plympton and Plymstock), whereas in the 'central belt' more significant changes are involved. However, the new Neighbourhoods proposed still reflect reasonable population numbers and local community identity. Informal discussions suggest that such changes would be supported by ward councillors and the Police, Health, data analysts and other key services have indicated that there is a willingness to work with or adjust to these boundaries.
- 5.9 This realignment proposal is further explained in the table in Appendix F. The effect would be to reduce the number of neighbourhoods from 43 to 39. 22 neighbourhoods are however unchanged. No Ward has more than 3 Neighbourhoods to cover (most 2, some 1).
- 5.10 The change would also impact on Locality boundaries, excluding Plympton and Plymstock. Locality boundaries could be changed to fit with wards. But because some services have reorganised to work according to existing localities, the merit of this would need to be considered. (In practice, the link between Neighbourhoods and Localities is not very strong, as described above).

Supporting the work in the Neighbourhoods and Wards

- 5.11 To assist in supporting the work of ward councillors and NLOs, it is suggested that the Council's Senior Management Team could be involved. This is considered particularly important in the context of needing to role out ownership of the locality working process and to replace the locality manager support that will be to some extent lost by the arrangement proposed above. It is suggested that a SMT member could be allocated to each ward to help champion the ward and work with Councillors on issues that cannot be dealt with in full by NLOs.
- 5.12 As new neighbourhood areas are introduced there is a chance for NLO support to be refreshed, offering the opportunity to other staff to take up the responsibility to replace those officers who wish to stand down.

Structure of meetings

- 5.13 By way of response to some concerns that meetings are not adequately structured, it is suggested that neighbourhoods that want to agree working arrangements through a protocol – for example, appointment of Chair, timekeeping, agreement of priorities, behaviour rules.

Lead ward councillors

- 5.14 In order to address the issue of neighbourhoods sometimes not tying in with ward boundaries the original decision by Cabinet and endorsed by Council on 1st Feb 2010 was for each neighbourhood to have a lead councillor. After subsequent discussion between the parties it was agreed not to implement this idea but instead to ensure that all relevant ward members would be invited to all neighbourhood meetings. This is what happened in practice. This resolution can therefore be considered for rescinding as it has not been implemented and will no longer be relevant if neighbourhood boundaries are changed as set out above.

Extending neighbourhood engagement

- 5.15 Further work is required to engage the wider community, particularly younger people, both through better publicity of neighbourhood meetings and by extending consultation outside meetings. This could include working with the police on street surveys, leafleting, involving other services, looking into the opportunities of social media.
- 5.16 One opportunity is the development of the current 'PACT' card system, whereby residents express their views on priorities in their areas through completing a simple card or questionnaire. The following improvements are needed:
- using the 'Operation Vocal' events arranged by the police involving door to door surveys on particular days in particular neighbourhoods
 - agreeing a joint branding of 'priority cards', questionnaires, posters and the distribution of these cards within the neighbourhood
 - capturing this data and feedback on a database so as to inform neighbourhood priorities

Accessibility to sound data and information

- 5.17 Should the above changes be taken forward, adjustments would be needed to achieve collection and analysis of data according to the new boundaries. There is a need to update the current neighbourhood profiles with refreshed data, and the boundary changes should be taken into account as part of that process.

6.0 Conclusions

- 6.1 The following are items for the Task & Finish Group to consider, arising from the above discussion. They are set against the 2 December 2009 Management Board criteria (see paragraph 2.3 above)

'Good community engagement at Neighbourhood level'

- 6.2 Locality working, particularly through the neighbourhood engagement process, is proving reasonably effective and delivering on original objectives. A favourable response has been received from residents to a satisfaction survey.
- 6.3 However, further work is required to engage the wider community, particularly younger people, both through better publicity of neighbourhood meetings and by extending consultation beyond meetings in the ways suggested above.
- 6.4 Once the review is completed it is suggested that neighbourhood engagement be re-launched with better publicity, refreshed involvement of staff, and an engagement plan prepared for each neighbourhood.

'Improved joining up of key services at Locality level'

- 6.5 Locality teams have been established with a multi-agency representation according to the original model. They have become involved in some beneficial projects and in supporting the tobacco control initiative. However overall they seem to have been under-utilised.
- 6.6 As a way forward it is suggested that the six multi-agency locality based teams could be replaced by a single cross-city team, able to respond to issues that cannot be dealt with at the neighbourhood level. The working and effectiveness of this team should continue to be subject to annual review.

'A strengthened role for Ward Councillors as advocates on behalf of communities'

- 6.7 Some Councillors' have reservations regarding boundary discrepancies and the effect on the number of meetings they have to cover. Changes are suggested above that realign some neighbourhoods so that they fit within wards. This would ensure that most wards have just 2 neighbourhoods within their boundaries. The previously agreed minor boundary changes should be ratified as part of any decision.
- 6.8 Where neighbourhood meeting participants consider it useful, it is suggested that working arrangements are agreed through a protocol.
- 6.9 It is suggested that individual members of the Council's Senior Management Team (one 'champion' per ward) could support the work of ward councillors and NLOs.
- 6.10 By rationalising the use of staff (Locality teams reduced from 6 to 1 city-wide; reduction of 4 in number of NLOs, reduction in the number of meetings), the above changes would also take into account overall reductions in resource availability.
- 6.11 It is also suggested that the original Council decision to have lead ward councillors covering neighbourhoods, that was never implemented, should be rescinded.

'Availability and consistency of relevant data at Neighbourhood and Locality levels'.

- 6.12 Neighbourhood profiles have been compiled to advise staff, councillors and public. They have been well received but probably could be used better in determining neighbourhood priorities.
- 6.13 Data and information would need to be collected and analysed according to the new boundaries; the need to update the current (2008 based) profiles is an opportunity to take this on board, but there will be resource implications.
- 6.14 In summary, then, in addition to any other areas that the Board wishes to explore, it is suggested that it considers the following issues highlighted in this report:
- Boundary changes
 - Locality Team changes
 - Discontinuation of 'Lead members'
 - Widening engagement
 - Senior Management Team support at ward level

Further Review

- 6.15 It is suggested that a further review of locality working takes place in June 2012.

APPENDIX A - OBJECTIVES

The original (2009) objectives of Locality working considered by the Overview & Scrutiny Management Board when scrutinising proposals were to:-

- Enable residents to influence and challenge service delivery
- Make services more 'joined up'
- Improve councillor involvement
- Reducing inequalities between communities
- Focus money and staff more effectively
- Improve the sharing and use of information
- Monitor service provision more effectively
- Meet local and national targets.

APPENDIX B: LOCALITY WORKING: EVALUATION CRITERIA

(Criteria agreed by Plymouth City Council Customers and Communities Overview and Scrutiny Panel, 19 July 2010)

Measure	Data source	Target	Update
1. Neighbourhood Liaison Officers (NLO) and Locality Managers (LM) appointed	List	At least 90% of NLOs and 100% of LMs by Aug 2010	a. 43 NLOs (existing experienced staff) nominated by Council Departments by August 2010 (100% coverage) b. 6 Locality Managers nominated by August 2010 (Existing senior staff: 2 from Police, 1 from Plymouth NHS, 3 from City Council)
2. Locality Teams established	List of team members	6 by July 2010	6 Locality teams established by July 2010.
3. Community priorities identified via Neighbourhood Meetings process	List priorities/frequency	At least 6 priorities identified by every Neighbourhood by March 2011	37 of 43 neighbourhoods have identified priorities by March 2011 (Those Neighbourhoods that didn't are: Ernesettle (3 to date), Glenholt (4), Manadon (4), Peverell (0), Ham (3) & Woodford (0))
4. Priorities followed up & feedback given	Written evidence against priorities list	At least 75% of priorities followed up and feedback given by March 2011	99% of priorities have been followed up and feedback given by March 2011 (total 160 priorities, excludes those only recently identified).
5. Training and awareness raising	List of training / events Copy of councillor guidance	At least 8 staff training sessions held by July 2010 Awareness raising sessions held across at least 3 organisations by Aug 2010 Councillor guidance issued by Aug 2010	a. 6 staff training sessions held by July 2010, 6 further by Feb 2011. b. 5 awareness sessions held by Aug 2010: Probation, Neighbourhood Police, Plymouth Community Homes, Third Sector Consortium, Plymouth NHS Managers c. Councillor Guidance issued by Aug 2010.

Measure	Data source	Target	Update
6. Satisfaction of members of the public with Localities working as way of getting issues raised and responded to.	Satisfaction survey amongst members of public engaged with Localities process	At least 60% satisfied in early 2011	Baseline satisfaction surveys commenced Oct 2010 on-line and Feb-Apr 2011 at Neighbourhood meetings. Responses to date: 92% of respondents voted 'satisfactory', 'good' or 'excellent' (125 responses to survey).
7. Satisfaction of PCC staff that Localities working is making a positive difference	Satisfaction survey amongst NLOs, Locality Managers and other Locality Team members of PCC staff engaged with Localities process	At least 60% satisfied in early 2011	Baseline satisfaction surveys commenced Oct 2010. Oct 2010: 92% of NLOs responding satisfied or very satisfied (24 responses to survey)
8. Satisfaction of Police with Localities working is making a positive difference	Satisfaction survey amongst Neighbourhood Police engaged with Localities process	At least 60% satisfied in early 2011	Baseline satisfaction surveys commenced Oct 2010 Nov 2010: 65% of Police staff responding satisfied or very satisfied (58 responses to survey)
9. Publicity methods used for advertising Neighbourhood meetings	List of meetings & methods	At least 75% of Neighbourhoods have at least 3 methods by December 2010	Meetings are advertised through at least 3 of the following: press reports, community messaging, community notice boards, shop windows, schools, Police website, Council website, local events, youth groups, mail shots.
10. LSP overview of progress	Reports to Local Strategic Partnership (LSP) Executive on progress including community priorities identified and being dealt with	At least 2 reports by March 2011	Update to 03/11/10 and 30/03/11 LSP Executive.

Measure	Data source	Target	Update
11. Data available to Neighbourhoods	Neighbourhood profiles produced and published	100% of Neighbourhoods have profile	100% of Neighbourhoods have completed profile (these will be updated later in 2011)
12. Public attendance at Neighbourhood meetings	Record of numbers attending each meeting	For information only - no target	At 143 Meetings where attendance recorded June 10-June 11, 1617 members of public attended, average 11 per meeting

APPENDIX C: COUNT OF PRIORITIES IDENTIFIED AT NEIGHBOURHOOD MEETINGS 01/06/10-15/03/11 & RESPONSES

Priority issue recorded in Meeting Notes	Locality count						City count		Response update (recorded in Meeting Notes)					
	C&NE (29 mtgs)	NW (19 mtgs)	Plympton (11 mtgs)	Plymstock (11 mtgs)	SE (15 mtgs)	SW (23 mtgs)	Total (108 mtgs)	% of grand total	Resolved (G)	Concluded (G)	Being followed up (A)	No action (R)	Just identified	On Target overall ?
Air pollution						3	3	1.28%	0	0	1	0	2	
ASB	11	13	1	4	10	10	49	20.94%	12	7	16	0	14	
Dog fouling		1	2		3	2	8	3.42%	0	3	2	0	3	
Drainage						1	1	0.43%	1	0	0	0	0	
Drug dealing		4			3	7	14	5.98%	1	5	5	0	3	
Graffiti	1						1	0.43%	0	0	0	0	1	
Lighting	2	1					3	1.28%	0	0	1	0	2	
Litter & bins	4	2	2	3	4	10	25	10.68%	5	3	9	0	8	
Nuisance dogs	1			1			2	0.85%	0	1	1	0	0	
Other	5	2	4	2	3	7	23	9.83%	2	5	3	1	12	
Parking issues	18	8	2	5	3	8	44	18.80%	1	17	18	1	7	
Parks & open spaces	1	1	2			1	5	2.14%	1	2	0	0	2	
Policing			2	3			5	2.14%	2	2	0	0	1	
School provision		1					1	0.43%	0	1	0	0	0	
Speeding/road safety	10		6	5	2	5	28	11.97%	4	6	8	0	10	
Trees		1					1	0.43%	0	1	0	0	0	
Vandalism/criminal damage	2	4	1		2	3	12	5.13%	3	1	1	0	7	
Youth facilities	2	4	1		1	1	9	3.85%	0	2	5	0	2	
Grand Total	57	42	23	23	31	58	234	100.00	32	56	70	2	74	Yes

Definitions of responses:

Resolved = issue acted on, resolved and reported back; **Concluded** = issue followed up and reported back but no further action needed or possible; **Being followed up** = followed up, investigation or action ongoing; **No action** = no follow up or action reported since last meeting; **Just identified** = too soon since last meeting to report response; **On target overall?** = If at least 75% of priorities are being followed up/concluded/resolved (excludes 'just identified'): R-Red = below target (less than 65%), A-Amber = just below target (between 65-74%), G-Green = on or above target (75% or above)

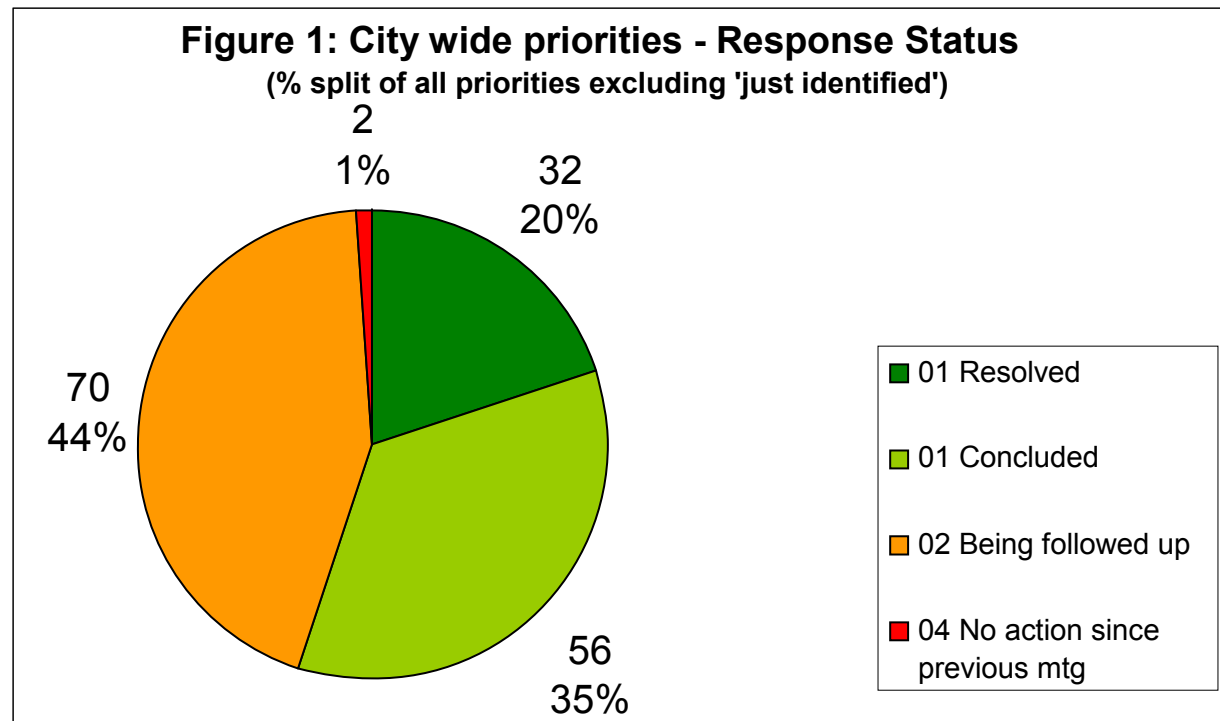
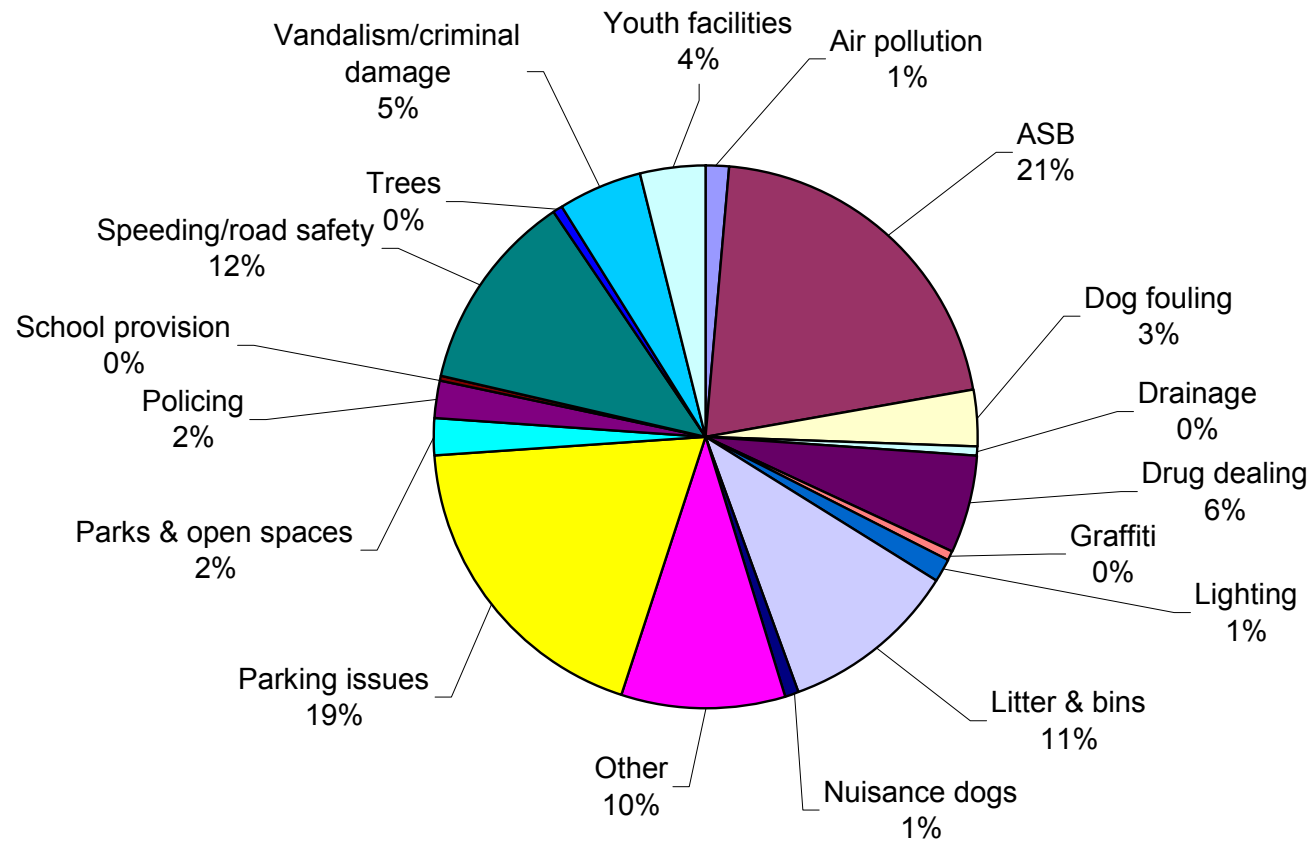
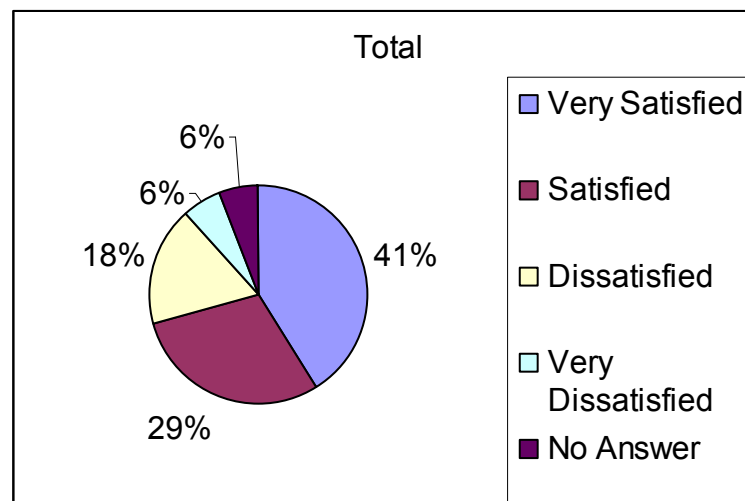


Figure 2: All priorities identified (total 234) - city wide % split

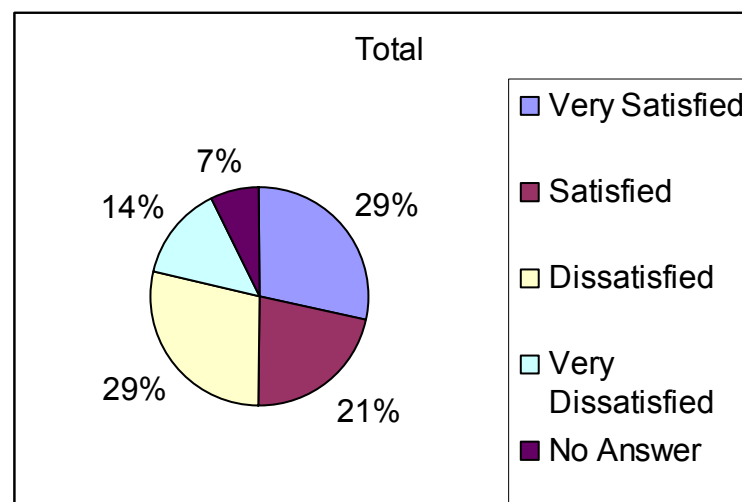


APPENDIX D: Locality Working: Ward Councillors views April 2011

Response to Question 1 – work at Neighbourhood level - opinion	Total
Very Satisfied	7
Satisfied	5
Dissatisfied	3
Very Dissatisfied	1
No Answer	1



Response to Question 2 – work of Locality teams - opinion	Total
Very Satisfied	4
Satisfied	3
Dissatisfied	4
Very Dissatisfied	2
No Answer	1



APPENDIX E

Minor Adjustments to boundaries adopted as New Working Arrangements for Neighbourhood Meetings, affecting Compton, Efford & Lipson, Devonport, and Sutton & Mount Gould Wards Report of Assistant Director for Safer Communities, 17/01/11

Background

Plymouth City Council's Customers and Communities Overview and Scrutiny Panel (on 15 November 2010) and some ward councillors have raised concerns about a few situations where current Neighbourhood boundaries mean councillors are expected to attend Neighbourhood meetings that cover only a very small part of their wards. This is inconvenient and inefficient.

Consultation

The situation has been discussed between the Cabinet member for Community Services (Safer and Stronger Communities and Culture, Leisure and Sport), the shadow Cabinet member, and officers. The Cabinet member for Community Services and the shadow Cabinet member then shared a possible solution with their councillor colleagues.

Representatives of the Police service, Health service and Voluntary sector have also been consulted on a draft of this paper. Relevant Neighbourhood Liaison Officers have also been notified. The Police service is fully supportive and no dissenting comments have been received to date from other parties.

Agreed Changes

It has been concluded there is potential for a limited number of minor changes, based on the following criteria as guidance:

- Involves 6 or fewer streets *or* less than 10% of the neighbourhood, *and*
- has been requested by a ward councillor.

It is also concluded that any proposals for major changes, which would have a significant impact on neighbourhoods (in respect of size, community identity, current operational arrangements eg Police beats, etc), will need to be considered as part of the formal review of Locality working taking place later in the year.

Using the above criteria, there are three areas where minor adjustments can be made to Neighbourhood boundaries, for the purpose of Neighbourhood meeting arrangements. These will tie in better with ward boundaries, but not have wider ramifications.

Areas

These changes involve:-

1. Compton and Efford & Lipson wards (Therlow Road area)
2. Devonport ward (Dixon Place area)
3. Sutton & Mount Gould ward (Freedom Fields area)

There were several other potential changes raised by ward councillors, which have not been included, based on the criteria above. These involve the Neighbourhoods of Manadon, Derriford and Crownhill.

Action

The three boundary changes to be adopted as a new working arrangement for Neighbourhood meetings with immediate effect, with a wider review of the situation being considered as part of the formal review of Locality working later in 2011.

Appendix F: Option for changing Neighbourhood boundaries to fit within Wards and Lower Super Output Areas, sorted by Locality - Ward

WARD	EXISTING NEIGHBOURHOODS COVERED	POSSIBLE NEW OR AMENDED NEIGHBOURHOODS (IN BOLD), UNCHANGED IN LIGHT PRINT	EXISTING LOCALITY
Budshead	Crownhill (*with Eggbuckland) Derriford (*with Moor View) Manadon (*with Eggbuckland) Whitleigh	1. Derriford West & Crownhill 2. Whitleigh	Central & NE North West
Compton	Efford (*with Efford & Lipson) Hartley & Mannamead (*with Peverell) Higher Compton Mutley & Greenbank (*with Compton, Drake and Sutton & Mount Gould)	1. Higher Compton & Mannamead 2. Mutley	Central & NE South East
Eggbuckland	Crownhill (*with Budshead) Eggbuckland Manadon (*with Budshead)	1. Eggbuckland 2. Manadon & Widey	Central & NE
Ham	Beacon Park & Pennycross (*with Peverell) Ham North Prospect Kings Tamerton & Weston Mill (*with St Budeaux)	1. Ham and Pennycross 2. North Prospect and Weston Mill	Central & NE North West South West
Moor View	Derriford (*with Budshead) Estover Glenholt Leigham & Mainstone	1. Estover, Glenholt & Derriford East 2. Leigham & Mainstone	Central & NE

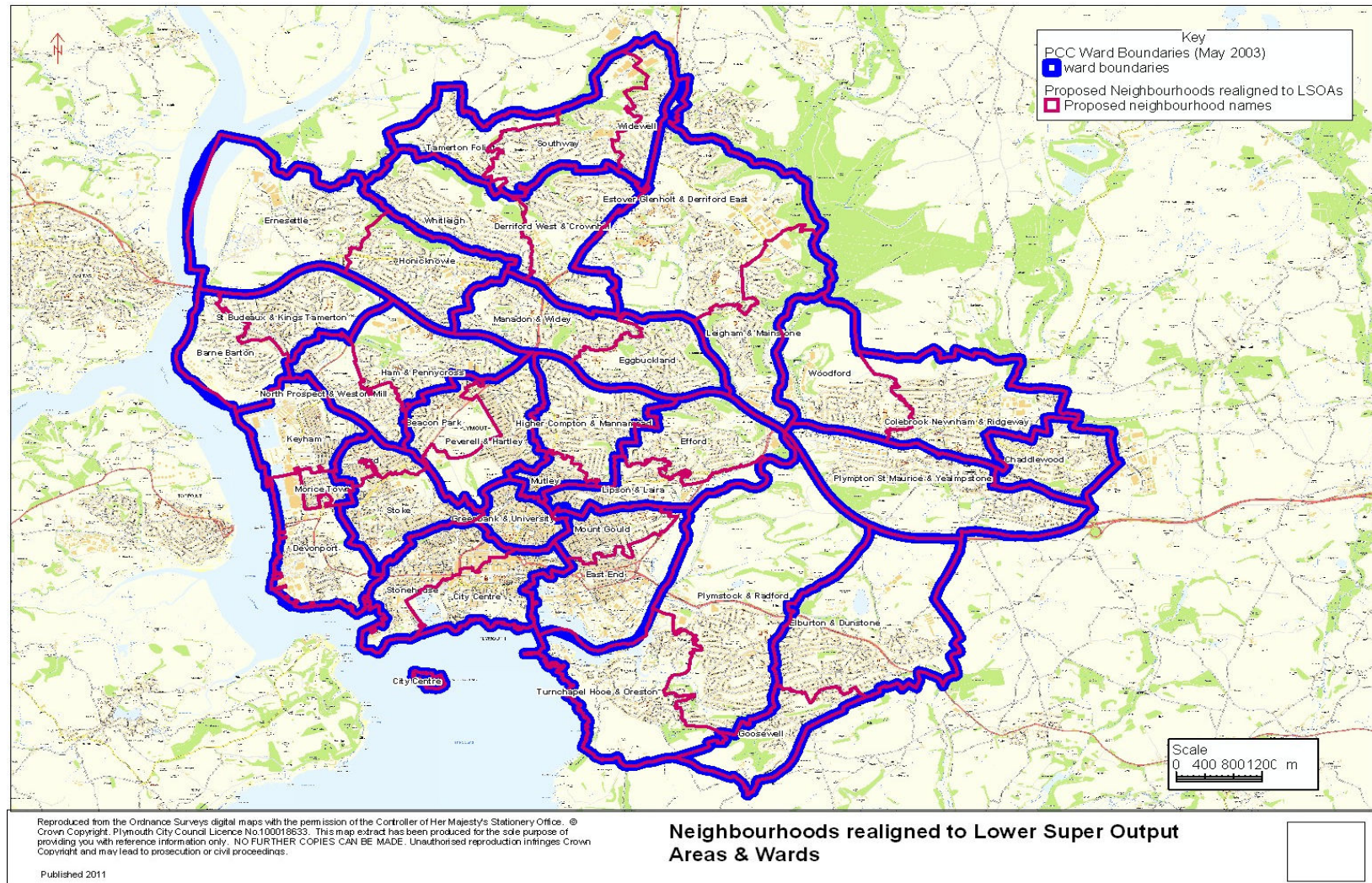
WARD	EXISTING NEIGHBOURHOODS COVERED	POSSIBLE NEW OR AMENDED NEIGHBOURHOODS (IN BOLD), UNCHANGED IN LIGHT PRINT	EXISTING LOCALITY
Peverell	Beacon Park & Pennycross (*with Ham) Hartley & Mannamead (*with Compton) Peverell	1. Beacon Park 2. Peverell & Hartley	Central & NE
Southway	Southway Tamerton Foliot Widewell	1. Southway 2. Tamerton Foliot 3. Widewell	Central & NE North West
Honicknowle	Ernesettle Honicknowle	1. Ernesettle 2. Honicknowle	North West
St Budeaux	Barne Barton King's Tamerton & Weston Mill (*with Ham) St Budeaux	1. Barne Barton 2. St Budeaux & King's Tamerton	North West
Devonport	Devonport Keyham Morice Town Stoke (*with Stoke)	1. Devonport 2. Keyham 3. Morice Town	South West
Stoke	Ford Stoke (*with Devonport)	1. Ford 2. Stoke	South West

WARD	EXISTING NEIGHBOURHOODS COVERED	POSSIBLE NEW OR AMENDED NEIGHBOURHOODS (IN BOLD), UNCHANGED IN LIGHT PRINT	EXISTING LOCALITY
St Peter & The Waterfront	City Centre Stonehouse	1. City Centre 2. Stonehouse	South West
Drake	Mutley & Greenbank (*with Compton, Efford & Lipson and Sutton & Mount Gould)	1. Greenbank and University	South East
Efford & Lipson	Efford (*with Compton) Lipson & Laira Mutley & Greenbank (*with Compton, Drake and Sutton & Mount Gould)	1. Efford 2. Lipson & Laira	South East
Sutton & Mount Gould	East End Mount Gould Mutley & Greenbank (*with Compton, Drake and Efford & Lipson)	1. Mount Gould 2. East End	South East
Plymstock Dunstone	Elburton & Dunstone Goosewell Plymstock (*with Plymstock Radford)	1. Elburton & Dunstone 2. Goosewell	Plymstock
Plymstock Radford	Plymstock (*with Plymstock Dunstone) Turnchapel, Hooe & Oreston	1. Plymstock 2. Turnchapel, Hooe & Oreston	Plymstock
Plympton Chaddlewood	Chaddlewood (* with Plympton St Mary) Plympton St Maurice (* with Plympton Erle and Plympton St Mary) Yealmpstone (* with Plympton Erle)	1. Chaddlewood	Plympton
Plympton Erle	Plympton St Maurice (* with Plympton Chaddlewood and Plympton St Mary) Yealmpstone (* with Plympton Chaddlewood)	1. St Maurice and Yealmpstone	Plympton

WARD	EXISTING NEIGHBOURHOODS COVERED	POSSIBLE NEW OR AMENDED NEIGHBOURHOODS (IN BOLD), UNCHANGED IN LIGHT PRINT	EXISTING LOCALITY
Plympton St Mary	Colebrook & Newnham Chaddlewood (*with Plympton Chaddlewood) Plympton St Maurice (* with Plympton Chaddlewood and Plympton Erle) Woodford	1. Colebrook, Newnham & Ridgeway 2. Woodford	Plympton

* Neighbourhoods currently covered by more than one ward

Figure 3: Proposed Re-aligned Neighbourhoods



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