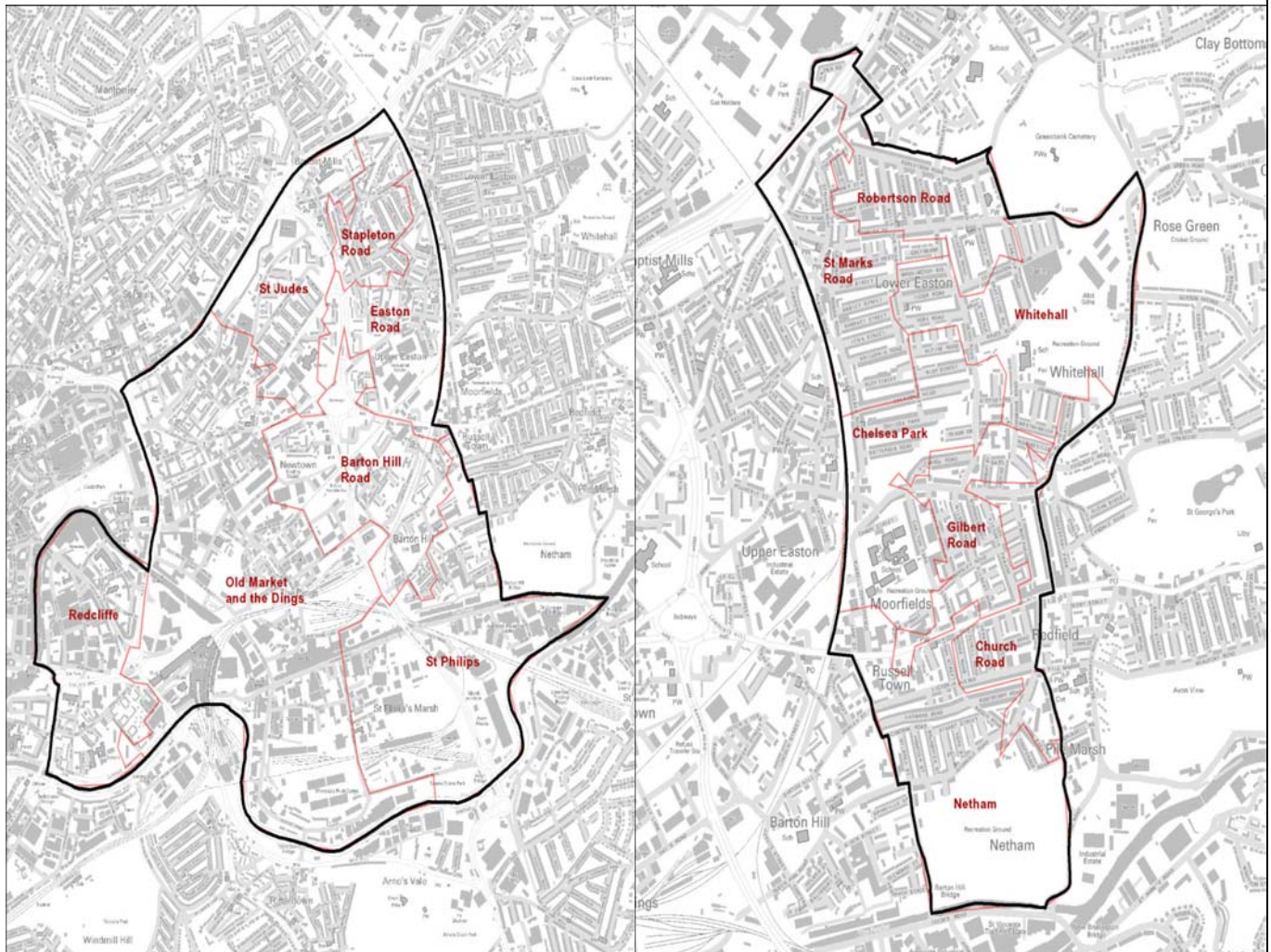




SUCCESSION DELIVERY PLAN

2008 - 2013



Using neighbourhood management to make Easton and Lawrence Hill a better place to live and work

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Executive Summary

Context

The gap between the poorest members of society and those in the economic mainstream has grown wider. Those living in the New Deal for Communities (NDC) areas are getting little advantage from the overall high economic growth of Britain, and this is especially true within successful cities like Bristol.¹ In 2003 the Bristol Partnership, the city's Local Strategic Partnership comprising of 30 agencies that steers the direction of the city, drafted its first Community Strategy setting out the long-term vision for the city. This document, now known as the Sustainable Community Strategy, is currently being refreshed but is likely to maintain its vision for Bristol as the 'gateway' to the south west and a regional capital building on this position for the benefit of the whole city and in particular its disadvantaged communities². Bristol is one of the eight 'Core Cities'³ and is one of the most economically successful cities in England outside of London but it still has a number of significantly disadvantaged areas in the bottom 3% of neighbourhoods nationally. It has a number of current significant projects, in development or proposed, e.g. Cabot Circus retail regeneration of the city centre, and within these plans there is a continued and increasing emphasis on improving resident consultation and involvement.

Community at Heart

Community at Heart is a community-led partnership established in 2000 to lead the regeneration and renewal of the local area primarily through administering a £50 million Government funded programme (New Deal for Communities). It is a limited company with charitable status and is run by an 18-strong Board, the majority of whom are elected local residents. It has recently undertaken to deliver neighbourhood management over an extended area of East Bristol in a strategic collaboration with Easton Community Partnership Board.

The publication of this succession plan marks a significant milestone for the partnership as it enters the closing stages of the Government funded NDC programme and seeks to maintain and further develop improvements beyond 2010 across a wider area, joining forces with new partners with a similar purpose thus ensuring that local people influence decisions that affect them and that agencies are responsive to local needs, whilst also ensuring the remaining NDC investments are expended effectively. The priority for all the investment and activity to be undertaken is that it will have a positive impact on outcomes for community inclusion and cohesion, crime and safety, education, employment and enterprise, environment, health and housing. This plan builds on Community at Heart's 2005-2010 Strategic Plan published in 2005.

What is Neighbourhood Management?

Neighbourhood Management is a process not a project. It has seven key ingredients:

- A clearly defined neighbourhood
- Resident involvement
- A dynamic neighbourhood manager with 'clout'
- A local partnership to provide strategic direction
- Support and commitment from the local authority and Local Strategic Partnership (LSP)
- Quality information about the issues affecting the area
- Commitment of service providers

The need for Neighbourhood Management

Recent evidence from across the Easton and Lawrence Hill wards demonstrates the range of issues adversely affecting residents and the failure of statutory agencies to materially address them. There is still a substantial need for a partnership involving these agencies, residents and businesses to drive improvement. Bristol City Council is developing Neighbourhood Partnerships (NP) covering three

¹ Oxford University 2004

² Bristol Partnership's Community Strategy 2006

³ There are eight Core Cities in England which form 'the economic and urban cores of wider surrounding territories, the city regions and are economic drivers of their regions'. www.corecities.com

ward clusters. The purpose of these is to strengthen the community leadership role of ward Councillors and enhance local people's ability to influence their futures. NP's will provide a valuable co-ordinating infrastructure and engagement route for local people but are insufficiently resourced and comprise too large an area to operate effectively at a neighbourhood level. Community at Heart will therefore focus its efforts on the areas of most disadvantaged in the two wards (currently the western parts of Easton and Lawrence Hill) and provide valuable additional support where it is most needed.

Priorities, targets and resources

The £50 million NDC investment programme led by Community at Heart has helped deliver a range of social programmes to improve people's prospects, in addition it has delivered capital projects such as a new sports pavilion, new healthy living centre, two new schools and a refurbished school, new affordable housing and a new centre for adult learning for a local voluntary sector organisation. There has been an increase of 20% in residents' satisfaction with the area alongside a number of other highly positive results particularly in reduced crime levels⁴. Community at Heart will take forward neighbourhood management building on the capacity and infrastructure developed to date to:

- *Ensure resident involvement in decision-making and service improvement*
- *Work in partnership with statutory agencies/organisations and businesses*
- *Maintain an independent neighbourhood structure and income streams*
- *Lead a neighbourhood planning process that delivers continual improvement*
- *Support effective communications and networks*

The City Council is likely to establish baselines and targets for all the neighbourhood partnership areas (Easton and Lawrence Hill wards comprise two-thirds of the inner/east Neighbourhood Partnership). These are likely to be based on and to include a number of measures for the Council's Local Area Agreement (LAA). These will be incorporated into the local neighbourhood plan and augmented by targets agreed locally with residents and businesses.

The necessary effective governance, leadership, management, administration, resource base and quality management will be established in 2008 - 2009 mainly funded from the New Deal for Communities management and administration budget. The on-going organisation and activities will largely be funded by income (capital and revenue) from assets and reserves, which are currently sufficient to sustain the organisation to 2013.

Risks have been analysed and will be reviewed and managed by the Board and its two sub-committees supported by designated staff.

Aims and stakeholders

Aim of the plan

To present Community at Heart's strategy and plan for delivery of its charitable objects beyond the New Deal for Communities (NDC) programme.

Who this document is for

- The Board
- The existing staff
- The 'residual' NDC staff winding down the programme
- The 'new' neighbourhood management team
- Key partners

⁴ Summary of NDC achievements Appendix I

Stakeholders

Staff	Suppliers	Community at Heart Board	Easton Community Partnership Board	Local and city wide partners
Funder	GOSW	Local voluntary companies	Tenants of Community at Heart buildings	
BCC	Local residents (Easton and Lawrence Hill)	Local business	Customers/Beneficiaries	

Community at Heart – Mission, Aims and Values

Community at Heart was formed by active and interested people who wanted to make positive changes to the environment, community and lives of the residents in their own community in parts of Easton and Lawrence Hill. These are the two wards in the central/east side of Bristol with a combined population of 27,973⁵. This represents 7% of Bristol's total population and 31% of the population of Bristol's priority neighbourhoods⁶. The parts of the wards, which have been covered by Community at Heart, number about 6,000 residents. It has recently undertaken to deliver neighbourhood management over the whole of the two wards in a strategic collaboration with Easton Community Partnership Board.

Community at Heart is a community-led partnership established in 2000 to lead the regeneration and renewal of the local area primarily through administering a £50m government funded programme. It is a limited company with charitable status and is run by an 18-strong board, the majority of whom are elected local residents. The Easton Community Partnership Board was formed from active residents wishing to improve their local area. It became constituted in 2006 as a condition of receiving Neighbourhood Renewal funding from Bristol City Council. It comprises 16 locally elected representatives and eight partner representatives from the statutory, business and voluntary sectors.

Since April 2008 Community at Heart has been the neighbourhood management delivery agent for the area. It supports local people to get involved in what is happening in the area, ensures their voices are heard and works together with local agencies and organisations with the aim of making Easton and Lawrence Hill a better place to live and work in. It produces a quarterly newsletter *In The Know!*, maintains an on-line community forum and supports the Easton Community Partnership in delivering its own website and newsletter, *Partnership News*.

Community at Heart manages a Neighbourhood Shop that provides support and signposting services to local residents with meeting and interview rooms for hire, office space and ICT access. It also owns two buildings which it leases to independent companies, one of them offering advice services and the other an award winning healthy living centre delivering range of health and well-being services. From 2009 it will own and lease some shop premises. It also currently delivers programmes for young people, activities to promote race equality, some environmental activities and sells support services to small not-for-profit organisations.

⁵ ONS experimental statistics 2007. Crown Copyright

⁶ Bristol's priority neighbourhoods are those suffering most disadvantage compared to others in the City as measured by the Indices of Multiple Deprivation

“To create a strong and responsible community that has the ability to understand, engage and overcome its problems enabling residents to build a safe environment that fulfils local needs, inspires and provides opportunities” (*Community at Heart vision*)

“Improve the quality of life of all people living in Easton and Lawrence Hill” (*Easton Community Partnership vision*)

These complementary visions have been translated into more specific aims as set out below

<p>An area that people want to stay in or move to</p>	<ul style="list-style-type: none"> • Good local schools that parents want to send their children to • A clearly visible reduction in drug dealing and crime • More attractive parks and safer public spaces • More opportunities to work locally • High quality local health facilities • A mix of housing stock and tenures that meets local needs • Increased economic activity • An increased level of resident and local business satisfaction with local neighbourhoods • Volunteering opportunities • Well established community groups through which local people can invest time and energy in their community • An increase in the percentage of local residents participating in all decision-making processes
<p>A stronger community that welcomes all</p>	<ul style="list-style-type: none"> • An end to racial harassment • Increased educational attainment • Improved health and well being • a community that is cohesive and celebrates diversity, where neighbours talk to each other, where cultural differences are discussed and not misunderstood and an area that encourages mutual respect and discourages conflict
<p>A community with fair shares and equal opportunities for all</p>	<ul style="list-style-type: none"> • Safe and well-run facilities for children and young people across the area • High quality adult education and family learning • Facilities, activities and support for older residents • Barriers to participation overcome for those who suffer discrimination • Reduced crime and antisocial behaviour • Improved quality of the built and natural environment • Well-run and adequate services and resources, open at times when people want to use them, and in locations residents can get to
<p>A wide range of services that are accessible to all and meet local residents' needs</p>	<ul style="list-style-type: none"> • Good quality local shopping that residents in the area want to use • Support and advice • An increase in local influence over service delivery • An active and creative community where all feel safe and all can participate • Increased volume and scope of services for all children and young people • A continuing voice for local residents • Services that continue to improve and respond to local needs
<p>Lasting change for the better</p>	<ul style="list-style-type: none"> • A raised profile for Easton and Lawrence Hill • A continuing stream of money to support small local projects into the future • A robust local economy with a lively local community centre • Local services and resources responsive to local demands

Values:

- That every resident of whatever age, gender, ethnic origin, housing tenure or length of stay in the area has a right to be heard, get involved in and to benefit from services and policy developments in the area;
- That each resident is an individual with a potential input to make, however small or great, and each can find fulfilment for their unique goals and personal development opportunities;
- That the Partnership is working together towards a fair and just community that champions inclusion, celebrates diversity and allows everyone to live, learn, work and play free from discrimination, prejudice and racism;
- That Community at Heart learns from, and shares experience with, other neighbouring inner city communities across Bristol and the country
- That Community at Heart both as a Partnership and as a delivery agent should develop as a learning organisation, allocating resources to sharing of good practice and what works, able to be open and honest about identifying shortcomings, and prepared to do what is needed to improve its performance
- That, with appropriate support, residents can be involved effectively in the management of local services.

Background to this plan

Community at Heart has primarily been responsible for co-ordinating a £50 million programme of regeneration and neighbourhood renewal called 'New Deal for Communities' (NDC). It was constituted in July 2000 and is now in year nine of this 10-year government funded programme. It is one of 39 NDC schemes operating in England.

It has been working in a designated area of inner city Bristol, comprising some 3,200 households and close to 6,000 residents. The area has included Barton Hill, the Dings, and parts of Lawrence Hill and Redfield. Over the years, these areas have faced the challenges of multi-deprivation, including low educational attainment, poor health, high levels of unemployment, high levels of crime as well as poor housing and fear of crime. Census data affirms that the Lawrence Hill ward, in which most of the Community at Heart area lies, has been one of the poorest areas in the country⁷.

As part of the NDC programme a formal performance management scheme is undertaken annually and this involves a detailed self-assessment of the viability of the programme strategies and the programme's progress in achieving results. This is externally validated and moderated to produce a "score" and a banding. The Community at Heart Partnership has maintained its banding as a scheme rated '*good and improving well*' since 2006.

Alongside 12 locally elected resident members, the Community at Heart Board is made up of people from agencies and organisations working in the area. Residents and partner agencies work together to identify and address local issues, to agree plans and actions and to learn from each other to deliver an integrated and holistic model of lasting neighbourhood renewal.

Since the initial Delivery Plan of the Programme was written in 1999, many of the residents originally involved have moved on and many new residents have moved into the area. The make-up and profile of the community has also changed significantly, for example there is now a large Somali community living in the area. In March 2005, the Community at Heart Board agreed a revised Strategic Plan, the main ambitions of are summarised below.

⁷ Index of Multiple Deprivations IMD 2007

Core Purpose	Objectives (What?)	How
To ensure a continually improving quality of life for the residents of the Bristol NDC area.	Independent income streams	<ul style="list-style-type: none"> ➔ Income generating assets owned by community ➔ Endowment Fund ➔ Fundraising Skills
	Skilled residents with a powerful voice in the management of the area	<ul style="list-style-type: none"> ➔ Community learning programmes ➔ Mentoring traineeship, work experience in regeneration ➔ Community work support.
	Mainstreaming	<ul style="list-style-type: none"> ➔ Local Services use management model that values listening to residents ➔ Best practice skills at all levels in local public services ➔ Structures that enable local governance (e.g. School governors) ➔ Local lettings policy
	Neighbourhood Management (N.M.)	<ul style="list-style-type: none"> ➔ N.M. pilot embedded in practice of Bristol City Council ➔ Possible community-based Housing Association ➔ Neighbourhood watch, Local Action Team and police liaison work
	Strong and Sustainable Voluntary Sector	<ul style="list-style-type: none"> ➔ Barton Hill Settlement has effective long term business plan ➔ Wellspring Healthy Living Centre independently constituted with core funding from rents ➔ Community Association in the Dings ➔ Independent Advice Centre serving in the area

Table 2 Sustainability strategy

This Succession Delivery Plan builds on the 2005-2010 Strategic Plan taking the Partnership through a period of transition, which includes:

- the successful conclusion of the NDC funded programme
- ensuring continued community involvement in improving the extended area through its new role as neighbourhood management delivery agent in collaboration with the Easton Community Partnership Board
- supporting the Neighbourhood Partnership for Easton and Lawrence Hill through its recent contract with Bristol City Council.

The need for neighbourhood management in East Bristol

Recent evidence of need across the Easton and Lawrence Hill wards demonstrates the range of issues adversely affecting residents and the failure of statutory agencies to materially address them. There is still a substantial need for a partnership involving these agencies; residents and business to drive improvement and help ensure local priorities are met.

Issues facing the residents in the two wards

Easton is a more 'typically condensed inner city area with little green space'⁸. It has a population of 12,629⁹ and the largest proportion of Sikh (2%) and Pakistani (5.5%) people of any ward in Bristol. It also has the highest number of young carers.

Lawrence Hill 'demonstrates all the characteristics of a ward suffering severe social stress. The area suffers from high levels of crime and fear of crime many residents feel unsafe in the area during both day and night. Poor health and lack of qualifications, high levels of unemployment and income deprivation sit alongside an abundance of jobs in the area. Happiness and life satisfaction are at the lowest levels in Bristol. The area has many significant historical buildings and includes several waterways, even a stretch of the historic harbour. However there is much dereliction reported as a problem by residents alongside that of insensitive development. The diverse ethnic population provides the ward with vibrant multi-racial feel with a range of local shops and cafes catering for these communities'¹⁰¹¹. It also has the largest population of any ward in Bristol (15,344) and the largest ethnic population (31.7%) within which it has the most Muslims (10.5%) and most mixed white and black people (4.3%) as well as the most Bangladeshi (2%), black Caribbean (8.6%) and black African (4.3%) of any ward in Bristol.

The 2007 Indices of Multiple Deprivation confirms that although there has been some improvement since 2004 across the two wards all but one area of the Lawrence Hill ward and the northwest corner of the Easton ward are still in the worst 10% of areas nationally¹².

These inner city wards have recently attracted the biggest population growth of any area of the city¹³, acting as an arrival point for new migrant workers from the EU accession countries and refugee and asylum seeking communities. The local authority is by far the largest landlord (30% of properties)¹⁴ and the area registers the highest number of planning applications for conversions of family housing to bed-sits and small flats of any other area of the city¹⁵. Although there is always likely to be a significant transitory community in this area, it is becoming increasingly difficult for families wishing to settle here to find appropriately sized accommodation.

Issues facing statutory agencies

Statutory agencies are increasingly revising their service delivery boundaries in the face of challenges of balancing economies of scale with a sufficient 'customer focus'. The introduction of the Comprehensive Assessment Framework in 2009 will require them to demonstrate more effective engagement with service users. Many agencies operating in the area are highly mindful of these issues and value a locally based partnership with its networks, intelligence and capacity to support them in identifying service priorities and in ensuring their performance management is rich with customer feedback. An effective community partnership helps agencies do business better.

Issues facing businesses

Although Bristol is an economically successful city it does suffer from infrastructure challenges such as high levels of congestion, a public transport system that fails to connect workers and work

⁸ Bristol City Council Ward Profile. Appendix 5

⁹ ONS experimental statistics, crown Copyright

¹⁰ Bristol City Council Ward Profile Appendix 5

¹¹ More incidences of domestic violence than any other ward in Bristol, 24% of residents have a limiting long term illness, highest number of benefit claimants of anywhere in the City. Source: BCC ward profile

¹² Extract of the 2007 Indices of Multiple Deprivation Appendix 6

¹³ The population of the Lawrence Hill ward has increased by 16% since 2001. ONS experimental statistics.

¹⁴ Easton and Lawrence Hill Housing Requirements Study 2007 (BCC)

¹⁵ Dwelling conversion commitments 2007 (BCC)

opportunities effectively, and a number of areas of high pollution. The businesses located in the Easton and Lawrence Hill wards contribute significantly to the local economy with 55% of employees coming from within a three-mile radius and 26% of goods and services recycled into a similar area¹⁶ (workspace less than 500m²). Issues of transport infrastructure and appropriately skilled and qualified local residents will determine whether businesses in this area thrive and whether it is considered an attractive area for business re-location. Some of the current business use is outdated for the area in which it is based (on the fringe of the expanding city centre). The pressure on land use re-designation is likely to increase further and is a potential threat. There is a significant developing retail sector relating to the newly arrived communities. Pressures of residential development are a threat to the local shopping streets (Church Road, Stapleton Road, St Marks Road) and there is a demand for business advice to these entrepreneurs who may be less familiar with services available to them and the opportunities of the wider market place.

Issues facing the voluntary sector

The Easton and Lawrence Hill wards are rich with voluntary sector organisations of all sizes. The recent loss of Neighbourhood Renewal funding to Bristol coincides with a general reduction in European funding and few additional new streams of funding available. It is a challenging time for this sector with nearly every one affected and needing to gain increased competitive advantage and/or restructure to cut costs. Activities are being affected as organisations go through these changes and for the simple fact that there are fewer funds available and more competition than ever. Some voluntary sector organisations have been delivering contracts for the public sector for some time, notably in health and social care, and it is a major thrust of government policy to improve the procurement and commissioning arrangements of the public sector to ensure the voluntary and community sector is more likely to be able to tender. However, at the same time key funding streams are being tendered at a regional, not even city wide, level thus reducing the potential for smaller scale voluntary and community sector to benefit. This is a very challenging time for the sector and the smartest in it will be considering strategic alliances and mergers, sharpening up their output and outcome measurement and aligning their activities to public sector priorities and the Local Area Agreements. There is philosophical tension in the sector that this means 'mission drift' and will not address the needs of the most vulnerable or hard to reach communities, the constituents that the voluntary and community sector often focus most of their activity on.

There are three voluntary sector infrastructure organisations in Bristol, The Care Forum, Voscur and the Black Development Agency, the latter of which is based in the area, but even these face funding challenges. The re-launch of Bristol's 'Compact' is positive but still there is no consistent application of Compact or in many cases, e.g. procurement, a mechanism for doing so. There is a need for Community at Heart to support the networking and relationships of voluntary and community sector in the area¹⁷ to add value to activities, and there are opportunities here for Community at Heart to sell its finance or programme management services to the sector seeking to cut costs.

The opportunities

The area is a complex mix of interdependencies with micro neighbourhoods very diverse in character and need. Development sites are mainly brown field with site assembly hampered by the number of small landowners. There are opportunities through the emerging Bristol Development Framework and the proposed improvements in neighbourhood accountability by the City Council through neighbourhood partnerships to address some of the strategic issues affecting the area. It is essential for Community at Heart to capitalise on the opportunities by maximising community involvement, sharing intelligence and providing a strong influence on policy makers and developers by successfully supporting the emerging neighbourhood partnership for the area. It may also directly deliver services where the partners consider it is best placed to do so. Within the communities in the area are specific issues, e.g./ a large number of children affected by poverty, difficulties for newly

¹⁶ Easton and Lawrence Hill Workspace Study. Bristol East Side Traders 2008

¹⁷ 'There may also be a need for CaH to engage at a strategic level with the LSC, RDA, BCC, emerging Neighbourhood partnerships to keep them informed to a greater extent of emerging concerns regarding the threats to continuation of services which are meeting local needs'. ABLE theme evaluation 2007

arrived communities to access services, which Community at Heart will need to ensure are addressed through its partnership work.

Impact of neighbourhood management working

Since 2000 Community at Heart has been delivering Bristol’s New Deal for Communities programme. The approach to delivering this programme has included the ‘seven key ingredients of neighbourhood management’:

- *A clearly defined neighbourhood*
- *Resident involvement and support for residents*
- *A dynamic neighbourhood manager with clout*
- *A local partnership to provide strategic direction*
- *Support and commitment from the local authority and the Local Strategic Partnership (LSP)*
- *Quality information*
- *Commitment of service providers¹⁸*

The £50 million NDC investment programme has enabled additional investments to be made in the area beyond a core co-ordinating team and as a result there is a new sports pavilion, new healthy living centre, two new schools and a refurbished school, new affordable housing and a new centre for adult learning for a local voluntary sector organisation. There has been an increase of 20% in residents’ satisfaction with the area alongside a number of other highly positive results particularly in crime levels¹⁹.

	2002	2006
Very/Fairly satisfied with the area	52%	72%
Feel unsafe after dark	43%	25%
Experienced burglary over last 12 months	8%	3%
Feeling own health is good	45%	56%
Children achieving 5 A-C at Key Stage 4	22% (1999)	60% (2008)

Results where neighbourhood management alone, without the additional funds the NDC areas have received, has been delivered demonstrate ‘a boosting of residents confidence, a change in the image of the neighbourhood and residents pride in their neighbourhoods.’

‘Locally, I believe this community has become stronger (although it might not think so) as a result of being an NDC area. We are all so much more aware of what to expect from agencies. Organisations locally, old and new, have developed better links, whilst investing even more in local people. This has resulted in stronger and better management, and generally meeting the needs of local people’ (Margaret Castle, local resident and Chair of Wellspring Healthy Living Centre Ltd).

In many cases positive effects have been achieved by changing the style in which services are delivered rather than wholesale changes to the design of services. The biggest changes have been in improvements in access to services, the responsiveness of the police and improvements in the environment.

Neighbourhood management brings a more targeted approach to a neighbourhood, bringing innovative solutions by its partnership working, a local presence that can improve access to services and as it is autonomous it can adjust more quickly to changes in policy.

¹⁸ A Rough Guide to Neighbourhood Management. Commissioned by the Dept. for Communities and Local Government 2005 Appendix 10

¹⁹ Summary of NDC achievements Appendix I

The national context

Nationally, the gap between the poorest members of society and those in the economic mainstream has grown wider.

Those living in the NDC areas are getting little advantage from the high economic growth of Britain, and this is especially true within successful cities like Bristol.²⁰ To a certain extent this is a product of housing allocation and distribution. It is generally the least well-off who live in public housing, and those who do succeed are most likely to move 'upwards' within the housing market and therefore, often, out of the areas of deprivation. This exacerbates the high level of turnover of residents, especially the loss of the most economically successful and their replacement by those who are starting at the bottom of the social ladder.

This works against the objective of building a strong community and frustrates those well-conceived strategies that depend on continuity of involvement by skilled and confident local people.

Since the inception of the NDC programme in Bristol, the Government has developed a range of parallel and complementary social policy initiatives and funded programmes. Particularly relevant was the instigation of a "Local Strategic Partnership" (LSP)²¹ for the city and the allocation of Neighbourhood Renewal Funding (NRF)²² to help the 88 most deprived local authority areas in England. In Bristol, NRF was allocated to 10 priority neighbourhoods, one of which is the Bristol NDC area. The LSP is also now responsible for developing and driving forward Local Area Agreements (LAA), which sets the priorities for the local area agreed between the government and the LSP. More recently, NRF has been replaced by Working Neighbourhoods Funding (WNF)²³ directed at the 66 most deprived local authority areas in England, Bristol was 68th and so only received some limited transitional funding due to end in 2010.

House building is a key priority for Government and the delivery of affordable housing especially key in the south of England. Two major regeneration contributors, English Partnerships²⁴ and The Housing Corporation²⁵ are due to merge by 2009 and the role and purpose of the new organisation is likely to see it having significant resources at its disposal and it to be a very significant influence on regeneration across the country.

Overall, policy on urban areas has maintained some consistency, the principles of partnership working, simplifying the arrangements between government and local authorities, a continued drive to engaging residents in issues that affect them. However, some commentators are raising concerns that recent policy is moving away from the holistic approach of considering a spectrum of physical and social needs together to picking out some key issues, e.g. worklessness²⁶. Some say this risks a return to piecemeal solutions unpicking the valuable work of neighbourhood renewal over the last ten years. However, it seems that policies to address deprivation will continue for the foreseeable future albeit that the approaches for which funding can be secured are likely to continue to vary.

The development of the LAA, the recent non-ring fenced grant awards from government to local authorities and the requirement on local authorities to improve accountability to citizens through the 'Community call for Action'²⁷(CCfA) demonstrate the Government's commitment to increased devolution.

²⁰ Oxford University 2004

²¹ An LSP is a non-statutory multi-agency partnership to improve local working

²² NRF was granted to 88 local authorities to help tackle deprivation

²³ WNF replaced NRF and is targeted at supporting 66 councils and communities to address issues of worklessness

²⁴ EP is the Government's regeneration agency. Its aim is to deliver high quality, sustainable growth in England

²⁵ The HC is the government agency that funds new affordable homes and regulates housing associations in England

²⁶ New Start Magazine 2008

²⁷ CCfA is a mechanism by which local Councillors call to account the work of agencies in a local area in response to community concerns. Source IDeA

There have also been changes in Companies Act that support the development of social enterprise, new structures such as Community Interest Companies²⁸ and new approaches to resourcing services with the involvement of customers such as Participatory Budgeting²⁹ (PB). These point to a drive to increase social 'entrepreneurialism' and increased decision making at the local level. At the same time, there is increased support to new housing management models, for example Tenant Management Organisations (TMO)³⁰ and new approaches to asset ownership such as the Quirk review of asset transfer³¹ and Community Land Trusts³² (CLT). These too signal support for organisations and individuals at the grass roots as demonstrated by Hazel Blears, Communities Secretary in her recent speech to the local Government Association *'I believe that the biggest improvements in public services are driven not by the oversight of central government, but by local people – by communities having a chance to say what they want'*³³.

Of course, little of the above is effectively embedded as yet but it all point to a positive on-going national context for the delivery of Community at Heart's mission and vision. Consideration has been given to the national policy context should the Labour Party cease to be in the government but with the policy currently seeming to be somewhat convergent it is difficult to see how this would impact. The Conservative Party do seem to have a greater focus on families and welfare to work reform³⁴ but what this could mean in practice is not at all clear. It seems unlikely that the policy context of the last 10 years will change suddenly or dramatically regardless of the party in power.

The neighbourhood management context in Bristol

In 2003 the Bristol Partnership drafted its first Community Strategy that set out the long-term vision for the city. This document, known as the Sustainable Community Strategy, is currently being refreshed as a result of a change of administration, the loss of Neighbourhood Renewal funding and the refresh of the Local Area Agreement. It is likely to maintain its vision for Bristol as the 'gateway' to the south west and a regional capital building on this position for the benefit of the whole city and in particular its disadvantaged communities³⁵.

Bristol is one of the eight 'Core Cities'³⁶ and is one of the most economically successful cities in England outside of London but it still has a number of significantly disadvantaged areas in the bottom 3% of neighbourhoods nationally. It's current significant projects in development, or proposed, are the redevelopment of the Broadmead city centre retail complex, to be called Cabot Circus, generating c4,500 jobs. The proposed regeneration of south Bristol to deliver 11,000 new homes by 2026 and increased economic opportunities and a focus on the central/east area to deliver 10,000 new homes and retain economic opportunities. These are to deliver to the city's obligations within the Regional Spatial Strategy. Within these plans there is a continued and increasing emphasis on improving resident consultation and involvement.

²⁸ A CIC is a new form of limited liability company specifically for social enterprises

²⁹ PB is a method of democratic deliberation and decision making in which ordinary city residents decide how to allocate part of a public budget. source: Wikipedia

³⁰ TMO's are tenant-led organisations which manage the stock on behalf of a local authority

³¹ An independent review which looked at community management and ownership of assets by Barry Quirk CEO of Lewisham Council

³² A CLT is a method of enabling local people to have ownership and control of local assets

³³ Hazel Blears: speech to the LGA 5th July 2007 – source: www.communities.gov.uk/speeches/corporate/lga-conference

³⁴ 'Conservative Responsibility Agenda will therefore include Green Papers on welfare reform, health, marriage and relationships, addiction and debt, responsible business, social care, cohesion, and National Citizenship Service.' Conservative Party website

³⁵ Bristol Partnership's Community Strategy 2006

³⁶ There are 8 Core Cities in England which form 'the economic and urban cores of wider surrounding territories, the city regions and are economic drivers of their regions'. www.corecities.com

'Since 2001, the Neighbourhood Renewal Funding programme supported the development of a series of resident-led local partnerships and steering groups in the disadvantaged areas of the city. Funding through the Safer Stronger Communities Fund (SSCF) enabled the further development of these models in the most disadvantaged neighbourhoods. Three pilot areas were set up in 2006: Knowle West; Hartcliffe and Withywood, and the inner city. The Barton Hill NDC area also ran a neighbourhood management pilot funded through NRF. It focussed mainly on environment and street scene.

With the loss of these funding, the neighbourhood management pilots will be incorporated into the roll out of neighbourhood partnerships. The aim will be to offer an enhanced level of service to the most deprived wards of the city, learn from the pilots, share best practise with the rest of the city, thus mainstreaming this activity

The purpose of neighbourhood partnerships is to:

- *Enhance the ability and capacity of local people and communities to articulate their aspirations and influence their futures*
- *Strengthen the community leadership role of councillors as ward councillors*³⁷

It is proposed that a new Bristol Partnership sub-group (replacing the regeneration sub-group of the Bristol Partnership and the Bristol City Council's Neighbourhood Management Change Group), called the Neighbourhood Service Review Group (NSRG) will:

- *Provide an overview of the Neighbourhood Partnerships*
- *Challenge barriers to service improvement*
- *Maintain a focus on tackling deprivation*
- *Ensure that best practice is incorporated in service planning*³⁸

There has been a recent reduction in funding to the three original pilot areas (from c£600k to c£400k) and the neighbourhood partnerships are in the process of coming about. Quite how the new arrangements will relate to the Bristol Partnership is not yet certain as the Bristol Partnership is currently 'stood down' in preparation for changes as a result of the peer review held in March 2008. This report did note the importance of taking a strategic view of the role of neighbourhoods in its future structures and activities. As some of the worst statistics emanate from the areas of disadvantage there is a particular opportunity for the proposed sub-group (Neighbourhood Service Review Group) to support delivery of a number of the LAA targets.

These changes are being presented as a positive move towards mainstreaming neighbourhood management and certainly, at least in part, this may be the result. However, proposals are still in development and there are concerns regarding:

- How the resident representation and Councillor authority will be balanced
- What the accountability and governance arrangements will be
- What resources additional to the £5,000/ward (2008) risking to £10k/ward (2009) will be made available (if any)
- How the focus on disadvantage will be maintained
- How residents will continue to be supported in city wide decision making forums

Neighbourhood management has been proven to be quite cost effective nationally, with management and administration costs across all the neighbourhood management pathfinders in a range between £150,000 and £250,000³⁹, yet still a far greater sum than currently being discussed for Bristol's neighbourhood partnerships. There is a risk that this kind of mainstreaming of neighbourhood management becomes just a Council-led opportunity for residents to raise concerns. However, there is equally an opportunity for existing partnerships like Community at

³⁷ See Appendix 12 – Neighbourhood Partnerships

³⁸ Appendix 14 - Review of Regeneration Group and Neighbourhood Management Change Group

³⁹ Appendix 10 – A Rough Guide to NM

Heart to work with the Council to ensure that the quality aspects of neighbourhood management are maintained and developed through this period of transition.

Neighbourhood partnerships are a policy initiative of the current minority labour administration in Bristol and, as the administration is potentially fragile, this initiative could be seen to be as well. However, the Liberal Democratic administration was pursuing a very similar approach up to 2007. Locally, as nationally, it does seem unlikely that the general policy context would change dramatically should there be a change of administration.

Community at Heart's unique contribution to Neighbourhood Management

'Neighbourhood management tackles 'quality of life' issues in communities through working to narrow the gap between the most disadvantaged neighbourhoods and the rest of society. It focuses on six target areas: crime and community safety, jobs & training, education, health, housing and environment.' Its aim is to change the way mainstream services are delivered through: changing corporate policies; reallocating mainstream resources; reshaping the way mainstream services are delivered; 'joining up' services; and improving access for service users.'

Neighbourhood management is a process not a project. It has seven key ingredients:

- *A clearly defined neighbourhood*
- *Resident involvement and support for residents*
- *A dynamic neighbourhood manager with 'clout'*
- *A local partnership to provide strategic direction*
- *Support and commitment from the local authority and Local Strategic Partnership (LSP)*
- *Quality information*
- *Commitment of service providers*

The Young Foundation⁴⁰ suggests that a public or strategic neighbourhood would comprise '4,000-15,000 people (large enough to provide facilities such as a park or playground, a school or surgery, library or leisure centre and a few shops); this is where more structured governance starts to make sense.'

Since 2000 Community at Heart has been operating across a 'strategic neighbourhood' and funding or directly delivering all six of the target areas. It has had the added benefit of £50 million of investment which has enabled it to build a park, schools, a healthy living centre, a sports pavilion and, soon, some shops. As a result, Community at Heart has skills and competence to develop and deliver large projects as well as mediate and broker solutions and enable partners. It has achieved this by nurturing a number of resident engaged structures, which have evolved from the NDC funded programme. These include Neighbourhood Solutions steering group (*environment*), Planning Solutions, the East Bristol Neighbourhood Housing Management Company, the Race Equality and Community Cohesion steering group, the Young People's partnership, the Crime and Safety Partnership and the Wellspring Healthy Living Centre Board. These provide firm foundations of skilled, experienced residents already engaged with service providers to effect on-going improvements. These groups are in addition to the pre-existing groups and organisations and emerging smaller scale groups of tenants and other active citizens as street champions and in neighbourhood watch groups.

Community at Heart has also been working in partnership with key service providers for the last eight years including Avon and Somerset police, Bristol Primary Care Trust, Bristol City Council, local schools and local voluntary sector groups, thus already holding relationships with these partners all of which are engaged in its work usually both at a strategic and operational level.

⁴⁰ Hilder, P et al (2005) 'Transforming Neighbourhoods: seeing the wood for the trees. London, The Young Foundation

Community at Heart is governed by a Board comprising service deliverers and locally elected residents, making it accountable to the people it represents. It is now collaborating with the Easton Community Partnership Board and providing it with neighbourhood management support to ensure improved co-ordination across a larger area and to enable residents of this part of east Bristol have a stronger voice.

Overall, as a Company and Charity led by local people with a track record in delivery of all the elements of neighbourhood management and with established networks and relationships Community at Heart is uniquely placed to continue to deliver this role in this area.⁴¹

Community at Heart will build on the capacity and infrastructure developed to date. It will:

- *Ensure resident involvement in decision-making and service improvement*
- *Work in partnership with statutory agencies/organisations and businesses*
- *Provide an Independent neighbourhood structure and income streams*
- *Lead a neighbourhood planning process that delivers continual improvement*
- *Support effective communications and networks*

Community at Heart will need to ensure that a positive balance is struck between its representative function for the whole of the two wards, its role as a Neighbourhood Management Delivery Agent prioritising the half of the area most at need of the two wards (which number sufficient residents to comprise a 'strategic neighbourhood'), and the importance of issues at the micro-neighbourhood level. It will be a key priority in 2008-2009 to ensure the various stakeholders are aware of these distinctions and plan accordingly.

Business functions of the Neighbourhood Management Partnership and Company

What	Who/How	When	Income source	Income source expiry
Core business	Neighbourhood Management			
Resident leadership/Visi on and effecting service improvement	Community at Heart Board and Easton Community Partnership steering group <ul style="list-style-type: none"> • Influencing/informing wider area development • Transport and planning (infrastructure development) 	Ongoing	NDC (M&A) SSCF	31.3.10 31.3.10
Knowledge and networks	CEO and Partnership and Development Manager to 2009, Neighbourhood Manager from 2009 <ul style="list-style-type: none"> • Economic development (knowledge of issues in and outside the area) • Linking local people, "skilling people up", to take local and surrounding opportunities for work – better communication with businesses Partnership development <ul style="list-style-type: none"> • Framework that local agencies could connect with to operate more effectively 	Ongoing	NDC (M&A)	31.3.10

⁴¹ One of the neighbourhood management organisations, St Paul's UnLtd, is considered a key collaborator in the future and partnership discussions are already on-going.

Partnership development and effecting improved service responsiveness	<ul style="list-style-type: none"> Co-ordination Framework that local agencies could connect with to operate more effectively 	Ongoing	NDC (M&A)	31.3.10
Involvement of/engaging communities and influencing service improvement	<p>Neighbourhood Facilitators and Communications officer/s</p> <p>Newsletter, website, e-bulletins</p> <p>Resident interest groups:</p> <ul style="list-style-type: none"> Youth Forum, Neighbourhood Solutions and through partners interest groups e.g. Housing Solutions <p>Individuals:</p> <ul style="list-style-type: none"> Street Champions Bringing new people into the process – at many levels – to promote, support connectivity <p>Managing diversity</p> <p>Tackling Racism Officer to 2009, Neighbourhood Manager from 2009</p> <ul style="list-style-type: none"> through co-ordinated approach to engagement and communication and RECCAP Supporting older people and other equality groups 	Ongoing Ongoing	SSCF NDC <i>Neighbourhood Solutions</i> NDC (TR)	31.3.10 31.3.09 31.9.08
Self generated income activity	<p>Lettings</p> <ul style="list-style-type: none"> 108 Church Road WHLC Ltd Shops 	Ongoing tbc 1.1.10		
	<p>Asset development</p> <ul style="list-style-type: none"> Provided any development was ethical and did not damage existing good performing projects Community at Heart will consider any form of asset development. 	tbc		
	<p>Financial administration 'service' (grant management, external budgets, appraisal process and capacity)</p> <p>Consultancy (e.g. fundraising, governance, planning)</p>	tbc		
Other Project Activity ^{42,43}	<p>The Board has agreed the following parameters:</p> <ul style="list-style-type: none"> Clear gap in service provision for an identified need and if no other agency/service provider has the skills/capacity to deliver And/or it provides an additional income source 			

⁴² Project activity prioritised by Community at Heart 12th Jan 08: YP Services/Youth Provision, Resource for signposting (shop front) and handyman service (and/or neighbourhood ranger), Fun and creativity: arts, media, community radio – and admin to keep arts and media on the agenda Supporting individuals in accessing services), Community workers/education. These will be sustained either through mainstreaming, other partners or direct delivery.

⁴³ Many NDC funded activities have or are being sustained by partners, these are noted in Appendix 15

Key strategic issues affecting the plan

The strategic environment is complicated with significant change happening in a number of areas. A review of possible influences both nationally and locally is noted here.

	SOCIAL	TECHNICAL	ECONOMIC	POLITICAL
NATIONAL ENVIRONMENT	<p>Continued economic and/or conflict related migration (international)</p> <p>Deprivation and poverty</p> <p>Changing household structure</p> <p>Community cohesion concerns e.g. persistent media coverage of Islamic fundamentalism</p> <p>Growth in elderly population⁴⁴</p>	<p>New technologies – Facebook, U-tube</p>	<p>Inflationary pressures</p> <p>Housing Market decline</p> <p>Increasing interest rates</p> <p>Lower pay increases</p> <p>Increasing fuel and utility costs</p> <p>Climate change</p>	<p>New labour leader</p> <p>Policy shift towards focusing funding on worklessness</p> <p>Olympics</p> <p>Emphasis on resident involvement in decision making and service planning</p> <p>Participatory Budgeting</p> <p>House (affordable) building targets especially in the South of England,</p>
LOCAL ENVIRONMENT (Bristol)	<p>Changing household structure</p> <p>Increasing number and diversity of population⁴⁵</p> <p>Managing demand for social housing</p> <p>Level of population ‘churn’</p>	<p>Development and integration of data capture with performance management not yet concluded</p>	<p>Pollution and congestion</p> <p>Major central retail investment, some secondary centres threatened by residential development</p> <p>Poor enforcement practices (e.g. parking and environment)</p>	<p>Local Area Agreement</p> <p>Roll out of Neighbourhood Partnerships (NP) – local governance</p> <p>Bristol Development Framework (BDF)</p> <p>House building targets</p> <p>Comprehensive Area Assessments⁴⁶</p> <p>Choice based lettings</p> <p>Loss of Neighbourhood Renewal Funding</p>

⁴⁴ An increase in those over 65 years of 27.4% is forecast. ONS Migration and sub-national population unit

⁴⁵ Forecast increase in population of Bristol of 53,800 over next 18 years. ONS Migration and sub-national population unit

<p>MICRO ENVIRONMENT (Lawrence Hill and Easton wards in Bristol)</p>	<p>Deprivation and poverty</p> <p>Changing household structure - Increase of dwellings at the expense of family housing</p> <p>Increasing number and diversity of population</p> <p>Low skills levels</p> <p>High number of incapacity benefit claimants</p> <p>High concentrations of high rise, local authority social housing</p> <p>Community cohesion concerns e.g. persistent media coverage of Islamic fundamentalism</p>	<p>Neighbourhood statistics not readily available</p> <p>Cost of harnessing new technologies for virtual engagement with residents</p>	<p>Pollution and congestion</p> <p>Brownfield sites, many diverse owners</p> <p>New Controlled Parking Zone (CPZ) proposed</p> <p>New showcase bus route (A420) established</p> <p>Preponderance of smaller scale, warehousing and manufacturing businesses</p>	<p>Neighbourhood Planning</p> <p>NP not yet established and guidance not clear - local governance</p> <p>Identified regeneration area in BDF and proposed mixed use development in part of St Phillips</p> <p>Choice based lettings</p>
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⁴⁶ Comprehensive Area Assessments (due to be agreed in activated in 2009) will provide the first holistic independent assessment of the prospects for local areas and the quality of life for people living there. It will put the experience of citizens; people who use services and local taxpayers at the centre of the new local assessment framework, with a particular focus on the needs of those whose circumstances make them vulnerable. Reducing inequalities and discriminatory outcomes for all members of the community will be central to CAA. It will recognise the importance of effective local partnership working, the enhanced role of Sustainable Communities Strategies and Local Area Agreements and the importance of councils in leading and shaping the communities they serve. www.audit-commission.gov.uk

From this analysis the following key strategic trends can be identified:

- Continued emphasis nationally on resident involvement in service design and priority setting via CAA but without additional project funding support in Bristol. Emphasis locally on increased neighbourhood level engagement in improving services via Neighbourhood Partnerships
- Continuing and possibly growing gap between initiatives to promote community cohesion and resources to deliver them.
- Continued difficulties in measuring impact at the neighbourhood level without adequate data capture
- Continued over crowding and/or resident churn locally owing to loss of family housing
- Requirement for agencies to work in partnership with residents: e.g. neighbourhood policing.
- Demographic changes: Likely increases in population numbers and diversity and therefore needs
- Limited / unclear re-development prospects within the BDF means concentrations of poverty in the area will persist for the foreseeable future
- Engagement with the private sector will continue to be a challenge⁴⁷
- Continued (possibly increasing) high demand placed on services in the area without additional resources necessarily being applied
- Trend towards concentrating poverty in fewer families and therefore a widening gap between rich and poor continuing⁴⁸

⁴⁷ Although at the micro-local level additional relocations of bigger/higher value firms in Temple Quay may provide a basis for some increase in optimism.

⁴⁸ *'It is clear that the last two and a half decades have witnessed substantial increases in the spatial segregation and concentration of poverty and wealth in Britain. The overall decline and slight spatial deconcentration in core poor households in the 1990s are hopeful signs. However, the 1990s also saw relative poverty levels climb to unprecedented levels of more than one in four households by 2000, and for the first time there were some areas where more than half of all households were poor. Wealthy households have become more segregated, and increasingly concentrated in the south east of England.'* Social and Spatial Inequalities research Group, University of Sheffield

Community at Heart's response to the key issues

A SWOT analysis has been completed to assess Community at Heart's capacity to respond to the opportunities and threats offered by this environment.

<p>Strengths History – track record Reputation – positive in area it's been working for eight year Successful delivery, positive results – capital and revenue programmes, impact on quality of life and Residents perceptions of the area Commitment of residents and staff Expertise Money available until 2010 and then some sources of income Established, successful partnerships with agencies and organisations Established resident involvement mechanisms and partnership Board Partnership working with agencies (inc positive relationships at all levels with the Council) Processes, structure and experience</p>	<p>Opportunities Only Company and Charity currently operating as a community partnership in east Bristol A member of the Bristol partnership Maintains a range of skilled staff at least until 2010 Some assets which can be developed to improve independent income streams A partner in setting criteria for a local grants pot (from the endowment fund) Consolidation and further development of partnership working and networks/relationships to add value in light of CAA Brings resident representation and engagement (important in light of CAA) Legal structure means maximum flexibility in activities</p>
<p>Weaknesses Sustainability not yet achieved - money/funding uncertainty Local representation could be improved Could be improved influence/profile citywide Public perception unknown beyond existing area - "tolerated but not embraced" Risk of apathy/Running out of steam Brain drain owing to downsizing Board mix may need reviewing Little track record in risk taking, overly bureaucratic processes imposed by NDC programme Communication – more needed between the programme and our residents (in the right places and format) – clarity on what we will deliver in the next phase, targeting new people Local agencies still not working together entirely effectively Local active community (volunteering) development and achievements not always known/linked into effectively Demographics Displacement</p>	<p>Threats Insufficient identified funds beyond 2010 Form of roll out of neighbourhood partnerships is uncertain and this initiative could overtake Community at Heart Risk of resident burn-out with continual refreshment Residents across a wider area not working together effectively Government and local funding always liable to change affecting partner deliverers</p>

From this analysis, Community at Heart's plan for 2008-2013 will concentrate on consolidating and developing its core activities and developing its resource base.

- Continue work to mainstream of successful projects/programmes funded through New Deal for Communities.

- Ensure the NDC programme is fully spent and completed by 31 March 2010
- Ensure residents have the appropriate skills and powerful voice to influence decision-making and service improvement in the area through varied engagement routes supported by neighbourhood management staff and agency partners.
- Ensure residents are part of shaping the future development of this part of east Bristol through the Neighbourhood Partnership
- Ensure effective communications and networks are maintained to support engagement by residents, improvements in services and positive associations of place
- Work to extend the resources available to the partnership to enable it to continue beyond 2013

Baseline statistics for the development plan

The NDC does not have the capacity to collect its own statistics. Until now Community at Heart has had the MORI household survey last of those will be carried out in 2008. It therefore relies on other organisations, in particular the City Council, to provide with statistics that can be used to demonstrate change. The City Council are in the process of establishing “neighbourhood partnerships”. Community at Heart has already taken on the neighbourhood management of part of the inner east neighbourhood partnership area covering Easton and Lawrence Hill to support this process.

The City Council is likely to establish baselines and targets for all the neighbourhood partnership areas. These are likely to be based on and to include a number of measures for the Council’s Local Area Agreement (LAA) but those discussions are yet to be had – Community at Heart needs to be at the table when they do though⁴⁹, and they will be incorporated into the local neighbourhood plan.

The City Council has created a very useful tool for looking at statistics across the city. A prototype of the system is already available. Statistics are stored in a database at Super Output Area (SOAs are areas of around 1000 households, the NDC is made up of about 4 Super Output Areas) and Ward level. The system allows the user to view the data on an interactive map. This means that Community at Heart could focus our measures and activity on the worst SOAs in the neighbourhood partnership. The system will be available in June/July 2008.

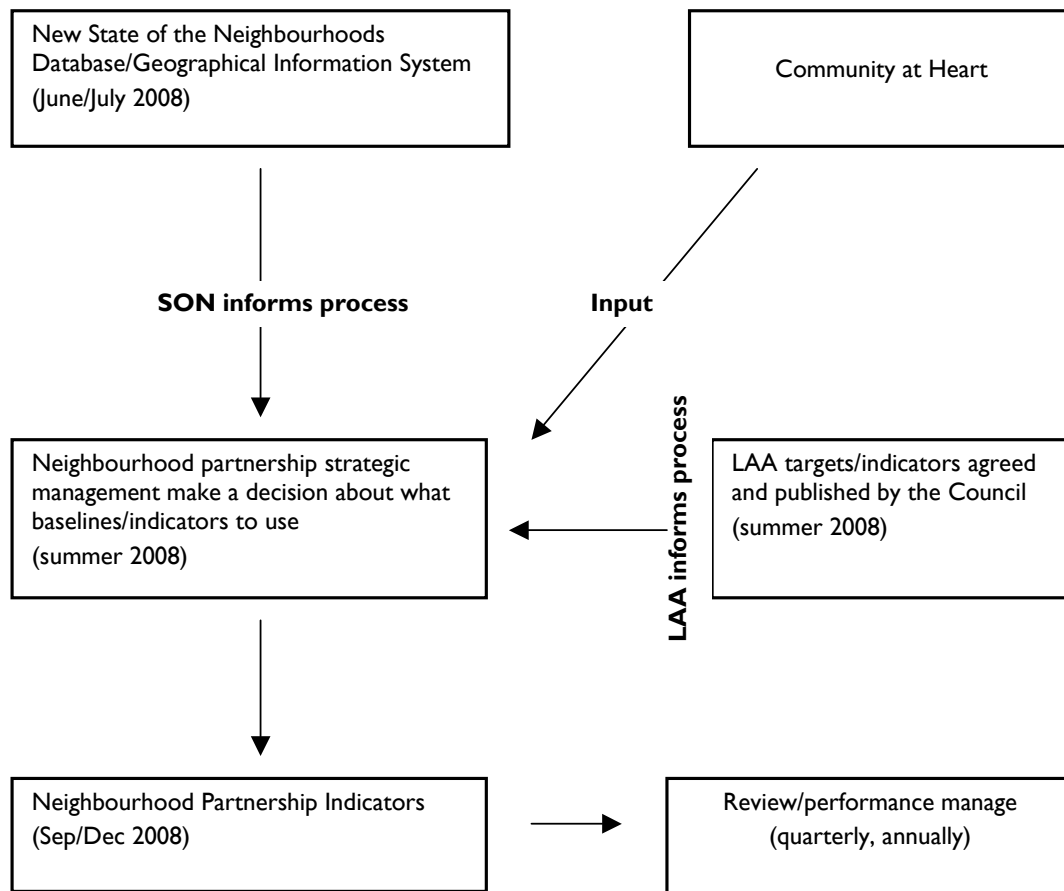
Bristol City Council has carried out their “*Quality of Life Survey*” for a number of years. This survey has provided measures of progress across the city but has now stopped. There will be a replacement survey but there is uncertainty about what it will include and what indicators may be pulled from it.

Statistical data sources and targets will be compiled from the available sources in 2008 - 2009 as part of the neighbourhood plan.

⁴⁹ Appendix 18 for LAA indicators

The following diagram outlines the process for establishing baselines for the neighbourhood partnership area and Community at Heart's Succession Delivery Plan.

Performance Indicator Process



Enabling the plan

There will need to be effective leadership, management and administration within an effective quality framework and a sufficient resource base.

The Neighbourhood Partnership Board

In the first year of the plan period the Community at Heart Board will hold the responsibility for defining the strategic direction of the partnership and company and for overseeing its financial and operational performance. It will do this in collaboration with the Easton Community Partnership for the area north of Easton Road and with input from a variety of thematic task groups. This year will comprise further development in governance as the Board, in discussion with Bristol City Council, to ensure it aligns with the emerging neighbourhood partnership.

The Board comprises elected local representatives, local Councillors, and nominees from private, statutory and voluntary organisations with interests in the area. It reviewed its needs for the future in late 2007 and the revisions to its membership and sub-committees will be undertaken in this year.

From 2009 it is likely that the Board will reduce the frequency of its meetings to six times a year and thematic task groups as and when they require (*but no more than 12 times a year*).

Management structure

A new leadership post will drive forward neighbourhood management across the two wards. The 2008 to 2010 years are a time of transition with Community at Heart, which will retain a few posts to manage out the NDC programme and recruit new posts to take forward neighbourhood management.

Currently the staff (c45) is led by a Chief Executive Officer, who operates with a senior management team of four; the neighbourhood management structure from 2009-2010 will be smaller (c10 staff) and will similarly operate through a senior team reflecting each of the key organisational functions. Beyond 2010 the neighbourhood management team will comprise between four to six staff.

Administration, communications and Information technology

A very small administrative resource will be directly employed with the bulk of the administrative data being sourced and analysed externally through existing partner agency sources. The web site will be the primary resource for information, networking within communities and providing links to best practice elsewhere, supported by a regular quarterly newsletter to all residents and businesses in the area.

Premises

The current offices of Community at Heart are due to be demolished in September 2009. Prior to this point the Company will need to decide whether to re-locate into one of its other premises (*108 Church Road or a new shop premises on Avonvale Road*) or rent alternative office space. A key factor in determining this will be the relative importance of continuing to have a public access point co-located with the management and administrative functions.

Assets

The Charity currently has unrestricted reserves of c£200,000⁵⁰ and building assets worth c£4 million. However, the single largest asset Wellspring Healthy Living Centre is owned on long leasehold⁵¹ and specifically for health and well-being purposes. The Old Bank on 108 Church Road is a potentially more flexible asset; both of these though are governed by NDC funding rules until 2010. The requirements of government regarding asset lock in beyond this period are not yet confirmed though it is expected, from previous advice, that a Charity structure would provide an appropriate level of 'lock-in' which would avoid claw back. In addition, the Charity currently holds the sale proceeds of its previous head office, these are also subject to NDC funding rules and when government has issued its guidance on succession arrangements it will be known whether these can be retained for use beyond 2010.

The Charity has a range of smaller assets comprising a van and an array of office and computer equipment.

⁵⁰ Awaiting results of 07/08 audit

⁵¹ CaH are currently in negotiations with BCC to secure the freehold of WHLC

Funding

There is a need to expand funding streams and unreserved income. At present, the Partnership is primarily supported by the management and administration allocation from the NDC programme, from 2008-2009 there will be a small amount of Safer Stronger Communities funding to augment this. From 2010 the only sources of funding currently available are the Charity's reserves, rental income, sales of consultancy services and income from investments. Even with these, there are still some points of clarity to be gained from Department for Communities and Local Government (DCLG) in order for some of this income to be confirmed as available after 2010. It is anticipated that there will be some resource allocated by the Council to support the roll out of neighbourhood partnerships, at the moment it is understood that this will only be £10,000 per ward.

The Succession Delivery Plan is sustainable to 2013 on the basis of a number of assumptions which need to be confirmed as correct; however, these assumptions include the utilisation of reserves to subsidise the core costs and it will be a important part of the Partnership's activity prior to 2010 to increase the sustainable sources of income through programme and project management, selling services and consultancy and asset development.

Community at Heart is a partner in determining the allocation of interest arising from a £250,000 endowment fund currently under Quartet's⁵² management. It is intended that this will provide a small grants pot for local people, it will not be used to support core costs

⁵² Quartet Community Foundation is a charity that helps donors in Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire to support the local causes and charities they care about and make an impact through their giving

SUCCESSION ACTIONS

08/09⁵³

Succession Community at Heart Partnership Community at Heart Company Easton Community Partnership	Totally Partially Not In our control	Informed	Consulted ⁵⁴	Accountable ⁵⁵	Responsible	Completion date / notes ⁵⁶
Accountability (clarify this and consider the cost and benefit of continued elections)• <i>Need effective resident involvement and increasing accountability to residents. Need for clear decision-making processes and increased accountability to residents</i>	P	Residents Staff Partners	Resident focus group Resident open meeting	CEO	Board	Principles agreed by the Board in 2 07 Agreement required with ECP and then implementation in 2008
Responsibility (agree an overarching neighbourhood plan which has partner commitment)• <i>Board and partner view producing clarity regarding legacy model, roles and responsibilities, accountability and constitutional arrangements, Need for shared vision with partners,</i>	P	Residents	Partners Resident 'theme' groups Theme leaders	P&DM/CEO	CEO	Draft by Sept 2008 for ext area First public issue by Mar 2009 Agreement on on-going process by Mar 2009
Review the current constitutional arrangements of CaH and NM Board, and develop plan for evolutionary change <i>Role of CaH post-2010, Improving engagement with stakeholders and the community</i>	T	Residents Staff Partners	Partners Resident members	CEO	Board	Principles agreed 2007 Clear TOR / Mem & Arts for ECP & CaH by June 08 Wider stakeholder engagement event by Sep 2008
CaH/NM Business plan for 08/13 (inc CEO exit planning)	T	Staff Partners	SMT, IMC GOSW BCC (AB)	CEO	Board	First draft by Apr 2008 Final agreed by Sep 2008
Review and revise where necessary sub- and task groups of CaH and role of partner governance structures <i>Clarity and ownership of decision-making process, Community structures needed,</i>	P	Residents Staff Partners	Resident focus group Resident open meeting Partners	CEO	Board	Draft June 2008• Finalised by Sep 2008 for ext area
Re-engage with local people about the future, agree with them the vision for the future <i>Residents forum, micro-local groups i.e. neighbourhood watch</i>	T	Residents	Local residents groups	CEO	Board	at AGM 2008 and/or through Neighbourhood Partnership forum meeting
Decide the remaining investment priorities of the NDC with	T	Staff	SMT	PM/CEO	Board	Annually

⁵³ Appendix 15 contains the New Deal for Communities thematic succession plan

⁵⁴ SMT=Senior Management Team, IMC=Internal Management Committee, BCC=Bristol City Council, AB=Accountable Body

⁵⁵ CEO=Chief Executive Officer, P&DM = Partnership and Development Manager, REO=Race Equality Officer, CO=Communications Officer

⁵⁶ CaH=Community at Heart. ECP=Easton Community Partnership, TOR=Terms of Reference, AGM=Annual General Meeting, RECCAP=Race Equality and Community Cohesion Action Plan, BME=Black and Minority Ethnic, NMDA=Neighbourhood Management Delivery Agent, E&LH=Easton and Lawrence Hill, BDF=Bristol Development Framework, PIF=Project Information Form

current needs and succession in mind		Partners Residents	Residents (via MORI)			
Agree and embed (the successful methods of achieving service partnerships)	P	Thematic leads Thematic residents groups	SMT Partners	P&DM/CEO	CEO	By Mar 2009
Encouragement for BME involvement at high/senior level	T			REO/CEO	Board	On-going. Implement RECCAP across wide area Implement BME representation ideas presented to Board in Dec 2007
Communication						
Need for short, medium and long term communication strategies			Theme leads Residents focus group	CO	CEO	Short & medium term completed. Long term completed by Dec 2008 for ext area
Power Structures and Relationships						
Relationship of Community at Heart within the city	P	Board Local partners	BCC	P&DM/CEO	CEO	On-going CaH consolidated as NMDA
Assessment of likely structures in Bristol in 2010 and likely role for CaH	N	Board	BCC: regeneration	P&DM/CEO	CEO	On-going
Wider Development Opportunities						
Engage with the Local Development Framework consultation (Silverthorne Lane)	P	Residents	Partners Planning Solutions Local partners	CEO	Board	On-going. Seeking Area Action plan or SDP status for NW St Phillips and ensuring benefit to adjacent communities.
Planning, development control, site allocations – increased co-ordination and public benefit impact from increasing oversight and co-ordination of these	N	Board Residents	Partners Planning Solutions Local partners	CEO	Board	Seek to gain wider E&LH strategic planning/regeneration approach via engagement with BDF
Future of LA high rise accommodation; decision re. retention and future use	N	Board Residents	BCC: Housing	CEO	Board	They will be retained for at least next 15yrs
Systems, processes, policies, procedures						
Information / Data and Evaluation						
Making sense of statistics and measuring change	T			PM	CEO	

Needs analysis for future programmes	T					To be done annually
Embedding the know-how <i>and</i> learning for staff, Trustees & residents in sub-groups	T			PM	CEO	
Staff exodus and staff retention (filling staffing gaps and supporting new staff)	T	Staff	SMT			On-going
Accommodation planning	T	Staff	SMT			Mar 2008 (change to Sep 2008)
Funding Development/Income generation Funding						
Sources of funding/income for succession inc existing assets	P	Staff Partners	SMT			Apr 2008 Within business plan
Capacity for funding/income generation	T	Staff Partners	SMT			Mar 2008 CEO time & legacy PIF funds

The funding plan⁵⁷

This plan includes delivering the following neighbourhood management resources which provides some capacity for development of the organisation enabling it to respond to opportunities as they arise:

- Staff - a Neighbourhood Manager, a Neighbourhood Facilitator, a Funding/Business Development Officer, a Communications Officer, an administrative support officer
- Office space and essential supplies
- Elections - to the Board/steering group every three years
- Communications – a newsletter and website

The principle finance assumptions are:

- Rental income continues to be received from 108 Church Road (c£18k/annum)
- Rental income is received from the proposed new shops on Avonvale Road (c£30k/annum)
- The Charity's unrestricted reserves and the sale proceeds from Salisbury Street are available post 2010 and invested, with the interest and capital available to expend on overheads (c£600k in total)

This provides sufficient funding for this plan to 2015.

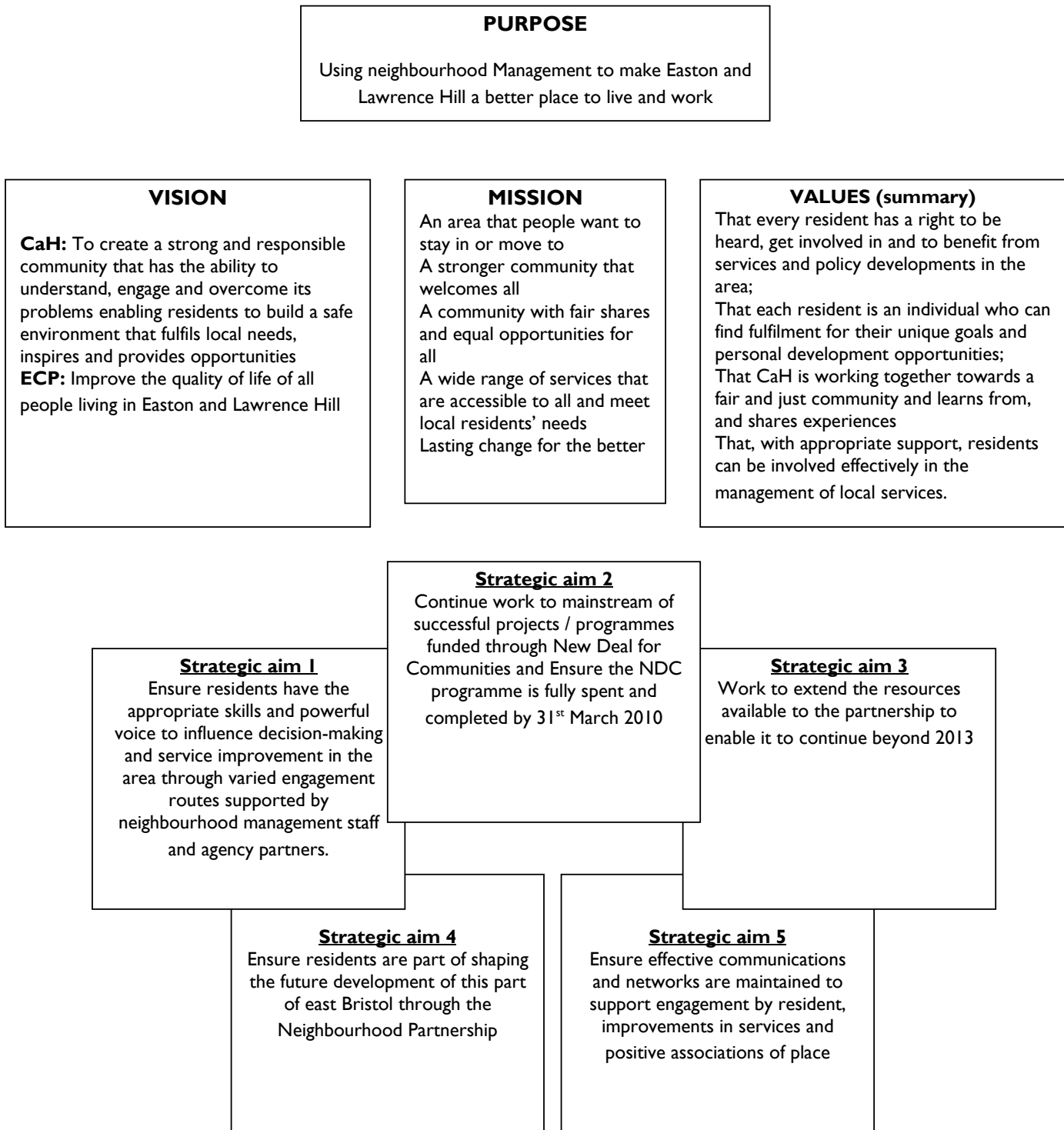
During this time a variety of actions will be undertaken to maximise the reserves available:

- Secure a further NM delivery agent contract from BCC beyond 08/10 - £60k/annum
- Other statutory partners contracting NM services to assist them in their obligations within the CAA
- Other fundraising/securing of contracts e.g. asset development, selling of finance, programme management services. Will require marketing plans to be developed by new staff.

⁵⁷ A detailed financial breakdown is attached at Appendix 16

Risk analysis

Community at Heart's approach is to link strategy to risk analysis and management as outlined below:



Principle risks

those scoring medium on impact and likelihood or higher in the full risk log

1. Reduction in 2009-2010 NDC funding – up to £100k (5%) - note "real" % cut to projects = 17%+/- if only include revenue/exclude M&A
2. Reduction in 2009-2010 NDC funding - £100-250k (5-15%) Note "real" % cut to projects = 17-41%+/- if only include revenue/exclude M&A
3. Reduction in 2009-2010 NDC funding over £250k
4. Programme is required to bring forward up to £0.5 million forward from year 10 into year 9
5. Decline in reputation and 'clout' of NDC over next 2-3 years
6. The 'wind down' of the NDC will start sooner and last longer than expected
7. Community cohesion deteriorates in the short term, but at a 'point' critical for the NDC succession
8. Succession plan fails to deliver as expected
9. Shortfall of funding for succession plan
10. Loss of critical staff at critical time
11. Loss of leadership
12. Resource planning is not sufficiently robust or forward looking to provide an adequate basis for service improvements
13. Staff capacity and/or skills are inadequate to support and deliver the agreed levels of service
14. Project succession plans fail to be realised
15. Economic downturn/inflation
16. Community at Heart become ostracised by other Partners/Stakeholders once the money is gone
17. Neighbourhood management no longer supported at BCC and/or national level

⁵⁸Community at Heart will manage risk through risk management workshops twice-yearly involving members of the Board and reported to the full Board. The day-to-day management of risk will fall to officers and risk will be monitored and scrutinised by the principle sub-committees as per the 'responsible groups' section of the full risk log.

In addition, Community at Heart will ensure continuous learning and improvement and predict risk by implementing a quality process specifically designed for small-scale voluntary organisations and developed from the principles of the European Framework for Quality Management (EFQM) called C3 Perform⁵⁹.

Community at Heart is unlikely to benefit from the bi-annual Marketing and Opinion Research Institute (MORI) survey after 2008⁶⁰. Instead it will use the State of the Neighbourhoods (SON)⁶¹ Quality of Life (QOL)⁶² survey and the output from the proposed 'Place survey'⁶³ amongst other data sources and surveys to measure the performance of the partnership in achieving its improvement targets for the area.

⁵⁸ Full risk log at Appendix 19

⁵⁹ Appendix 11

⁶⁰ The MORI surveys are funded by DCLG as part of its sponsorship arrangements of the NDC programme. It is not yet clear if surveys beyond 2008 will continue to be funded.

⁶¹ SON is a collection of neighbourhood level datasets to support the delivery of regeneration in Bristol. It is updated twice a year in May and November with many statutory agencies contributing.

⁶² QOL survey is undertaken annually by BCC

⁶³ The Place Survey is proposed as a way of measuring against the Governments National Indicators for Local Area Agreements

Appendices

- 1 NDC achievements
- 2 Community at Heart's charitable objects
- 3 Governance and management
- 4 April 2008 and April 2009 organisation structure
- 5 Easton and Lawrence Hill ward profiles
- 6 2007 Indices of Multiple Deprivation (IMD) data for Easton and Lawrence Hill (E & LH)
- 7 What is neighbourhood management 2005
- 8 Overall gap narrowing performance of the Bristol NDC
- 9 2007 IMD data for bottom 10% in Bristol
- 10 A rough guide to neighbourhood management
- 11 C3 Perform quality process and E & LH super output maps
- 12 Neighbourhood partnerships: Map and guide
- 13 Transitional neighbourhood management framework April 08
- 14 Regeneration and Neighbourhood Management Change Group review Feb 2008
- 15 NDC thematic succession plan
- 16 Detailed financials 2008 – 2013
- 17 E & LH Housing Requirements Study
- 18 Bristol's Local Area Agreement
- 19 Community at Heart risk log