

PROGRESSING LOCALITY WORKING AND REGENERATION

EXECUTIVE MEMBER: Leader Cllr Elaine Woodburn / Deputy Leader Cllr Cath Geil / Deputy Leader Cllr Alan Holliday.
LEAD OFFICER: Liam Murphy, Chief Executive
REPORT AUTHOR: Julie Betteridge, Head of Development Strategy.

Summary and Recommendation:

This report sets out a number of steps to progress locality working. These draw on the outcomes of the initial round of member engagement in the process. The report also outlines the issues to deliver early impact of the Working Neighbourhood Fund within and in support of the locality working agenda.

Members are requested to a) consider the recommended steps to progress Locality Working and b) decide how to best use existing and WNF resources to take locality working forward and agree the recommended Steps 1-3.

1. INTRODUCTION

- 1.1 Previous reports to Executive have dealt with the concept and principles of Locality Working across the borough. All discussions and work to date have been undertaken as a partnership of officers from CBC, the County Council and the West Cumbria Strategic Partnership
- 1.2 A series of meetings have been held in the five localities with elected members of Copeland and Cumbria County Councils during September 2008. A presentation provided details of a proposed model for locality working and members were asked a) what they liked, were concerned about and what questions they had and b) if locality working was to go ahead, what needs to happen next, and who should help develop the locality boards and terms of reference. The summary outcomes from this inform this report and pick up from the recommendations of this consultation, namely that the Copeland Borough Council Executive is asked to support taking the next step in introducing locality working to Copeland Borough.
- 1.3 In August 2008, a report to Executive identified the linkages between locality working and the Council's aspirations for ensuring that regeneration delivery plans and proposals have a real and lasting positive impact within the communities across the borough. Locality working can be seen as a key focal point for delivering the Regeneration Delivery Plan for Copeland. The Executive supported a proposal to use £500k of

Working Neighbourhood Fund resources to enable a fixed term officer team with an area focus supporting the development of our approach to locality working, specifically reviewing how local provision can be linked to providing training and employment opportunities to local people.

2. ARGUMENT

- 2.1 The first round of meetings in the localities, in September 2008, supported the principles of locality working and are **recommending** the Executive support taking the next step in introducing locality working to Copeland Borough. The meetings have identified the following areas within this next step:
- a) a further round of meetings in the localities involving representatives of partner organisations;
 - b) identifying and progressing the establishment of a pilot Locality Board in Copeland,
 - c) commissioning the development of draft terms of reference, staffing, budgets, communication plans etc.
 - d) communication of the intention to progress locality working to the public to raise awareness;
- 2.2 Locality working is based on three integrated strands: Locality Boards, Public Service Delivery and public/community engagement. Each of these elements require specific discussion, development and resourcing as highlighted by the key issues that concerned members during the consultation (reproduced below).
- Some **partners** were absent from current discussions
 - **Availability of resources** needed for long term success
 - **Commitment of members** needed to make it successful
 - **Proportionality** on boards
 - **Willingness** of the **public** to engage with the arrangements
 - How **responsive agencies** would be to locality requirements
 - **Rural/urban** relationships
 - **Share of resources** between localities
 - **Reliability of information** available
 - **Boundaries** are perceived as wrong
- 2.3 The governance of the locality boards raised a wide number of queries and next step issues in this first round of consultation including how to enable inclusive community leadership engagement within the localities.
- 2.4 Clarity of the concept and drivers for locality working governance is both supported and potentially confused by the use of Working Neighbourhoods Fund to provide officer development resources. What the options below aim to do is look at how both community regeneration and locality working agendas can best be integrated and supported whilst

recognising that each element of the model is at different levels of development generally, requires specific skills and resources and will have a unique mix within each of the five localities.

- 2.5 Neighbourhood forums whilst not necessarily matching the locality boundaries are resourced by the County Council who are experienced and confident in their engagement role. Additional pressures on the forum to assist with the development phase engagement may need to be identified further as our locality working model develops.
- 2.6 Responsive public service working at local level has and continues to drive changes in service delivery mechanisms. Strategic co-ordinating activity takes place within the West Cumbria Public Service Delivery Board linked to the LAA targets across Copeland. Cumbria Strategic Partnership have also been working on this agenda and Appendix 1 details draft proposals for locality working principles for service providers.
- 2.7 The options below are offered for discussion to both recognise the early stage of defining and developing locality working whilst maintaining a momentum of locality planning and delivery within the wider community regeneration agenda underpinning the delivery of the Energy Coast strategy and master-planning. The opportunities offered by each option also reflect the differing priorities on each element of the locality working model and the available resources at this stage.

3. OPTIONS TO BE CONSIDERED

3.1 Step 1 Wider Early Engagement (Dec – Feb 2009)

It is proposed that the priority next step is to widen community leader engagement to include the Parish and Town Council members in a second round of locality meetings. This step will enable a clearer communication and sharing with wider partner organisations, community networks and the public generally on locality working and facilitate their early engagement before moving to a pilot phase. An allocation of three months to this process will take us to end February 2009. A further report to Executive on step 1 outcomes in readiness to progress to Step 3 and take to full council is proposed for February 2009.

- 3.2 Member consultation to date has sent a strong message that localities wish to set the final detail on their boundaries, how they are known and how they may best work in practice. To support extended member engagement, the Executive may be keen to define their approach to locality boundary and framing. It is recommended that:
 - a) a briefing paper is produced to detail the key issues for locality boards and setting out the need to formally agree the boundaries, to support the proposed naming of localities: South, Mid, West, North East and North

West (including Whitehaven) and to discuss and shape the pilot and linked support work. This will then inform the step 1 discussions with members from Parishes, Town, Borough and County Councils.

b) To set out the Executive proposed governance frame for locality Boards, recognising the diversity of communities and local drivers within each locality and guide members in Localities to discuss and consider appropriate federation frames.

- To enable South, Mid, West and North East Copeland to engage and integrate Town/Urban and rural elements to their locality frame.
- North West has four challenging localities to encompass within one framework: South Whitehaven Neighbourhood Management Initiative, the town centre, wider Whitehaven residential, cultural and industrial interests and the Distington to Pica area to the North able to look both to Whitehaven and Workington for its services and connections. The Locality Board and locality planning will need to encompass these elements into one co-ordinated frame.

Step 2 Set up resource team using WNF (Dec – Feb 2009)

3.3 Working Neighbourhood Fund (WNF) has a focus on supporting locality based working, ie delivery of services and regeneration actions, to address disadvantage in our communities. The opportunity to use an element of this funding to support Locality Working governance development has been agreed by the Executive previously. The Executive are asked to consider the following resource arrangements as a best fit delivery arrangement to a) progress locality working through the development of Locality Boards, research and locality planning and priority setting, b) continuation and ongoing development of community regeneration delivery in support of Working Neighbourhood Fund priorities and c) enable locality priority led working with service providers within the specific localities.

3.4 The resource team has three elements which link and work together under a detailed work programme:

Targeted Pilot and Locality Board Resources

- Locality Partnership Adviser, experienced and knowledgeable in partnership development, Governance, engagement. This is a focused, time limited pilot and Locality Board development role, proposed as up to 1 year duration. As well as progressing locality board development through the pilot, this role supports corporate learning and linkages and enables embedding of the Locality Boards into existing frameworks and mechanisms. This post particularly suits a secondment. WNF outcomes are in enabling an inclusive governance development able to shape and prioritise local service needs.
- A small resource pot is needed to buy local admin hours for the locality board secretariat role from existing bodies in each

locality, eg Town Councils. This will be investigated as part of the pilot work and discussed and agreed in each Locality area.

Locality Regeneration Officer Team

To employ a team of up to four workers, all with the same generic development job descriptions, Locality Regeneration Officer. They have three key elements to their work programmes:

1. Supporting Locality Boards and partners to develop Locality Plans and priorities including annual reviews;
2. To progress existing locally based regeneration and working neighbourhood priority work and actively developing and facilitating new activities in delivering to the Locality Plans priorities.
3. Engage locally with service providers as required under the locality plan priorities to improve and focus service delivery within the locality generally or in specific neighbourhoods.

It is currently proposed to recruit one of the team to be Locality Regeneration Team Leader. This role will include team and work programme co-ordination and ensuring there is a bespoke package of development support to each locality to support a) locality planning and implementation and b) develop and deliver projects and initiatives in support of the Working Neighbourhoods agenda. Each locality will have a named Officer allocated to them and an agreed number of days related to their size and deprivation needs. However, it is hoped the Team will be able to work across the localities as necessary undertaking a range of locality development including working with all stakeholders in the model to gather existing evidence and good practice and ensure a cyclical process of reviewing and develop locality priorities and plans. The budget will need to identify a shared core admin resource to the team and locality planning activities. The team will have both locality and corporate office bases. In line with resources this team will be recruited in two phases: Phase 1 (Dec to Feb) two to three workers; Phase 2 (at the end of the Pilot) one to two workers.

Existing Corporate Resources

Each element of the locality model requires specific skills and knowledge and an approach that is both pro-active and responsive to local circumstances, needs and issues whilst maintaining corporate linkages and understanding. The latter will be provided through existing arrangements:

- To identify a corporate team member for each location to enable corporate linkages and champion locality working within the Council's operational and delivery teams.

- To investigate and potentially identify through the pilot a corporate officer link for each locality in the County Council.
- Working with West Cumbria Strategic Partnership and Public Service Delivery Board.
- Working neighbourhood themes and in particular income and worklessness will be linked to the corporate Economic Development team in the council for linkages and wider projects, strategy and initiatives.
- The Head of Development Strategy in leading this work will pick up issues to enable corporate linkages and networking as needed. This role will be particularly pertinent whilst the localities are developing their priorities and plans and developing how locality working to improve targeted service delivery should best work in each and across localities. As suggested by the proposed principles at appendix 1, a range of strategic, corporate and locality working will support agencies develop and embed how they can best work across and within Copeland's communities and areas..

Step 3 Pilot (March – September 2009)

- 3.5 County and Borough members have expressed their support for a pilot approach. The learning from this pilot will be used to roll out locality working across the borough.
- 3.6 Earlier discussions have suggested one pilot area. This proposal sets out a recommendation for running two distinct pilot areas together: a) North East Copeland locality and b) Mid Copeland locality. Both of these will offer a distinct learning and address the specific issues arising from our urban and rural mix in localities, the need to build on existing structures and community planning activities, an opportunity to look at a locality with past regeneration resources and an area with very little additional resource to existing public service delivery and the boundary issues both for governance and public service delivery issues. One of these areas is a high priority for the WNF.
- 3.7 South Whitehaven Neighbourhood Management Initiative is already in process and delivering to a Board drawing on a range of locality partners including elected members. It is proposed to approach them to use their learning within the pilot shared learning and dissemination programme.
- 3.8 A full programme of shared learning will be programmed both during and at the end of the pilot. The focus of each pilot will be on getting stakeholders together to set up their locality frame and governance arrangements alongside local research actions and identifying their evidence, and priorities to set out their locality plan. These two key

outcomes, governance and locality plan, will offer learning and a model to be taken up by the remaining localities.

- 3.9 An ongoing process of background discussions, consultation on locality working across the borough and within the other localities as part of the pilot learning will continue to develop momentum, inclusion and views and issues to input into the process corporately and in readiness for specific locality roll out. Specifically, key actions from the forward plans within Localities eg MTIs and linking WNF priority neighbourhoods into resources and projects will need to be facilitated across all the localities whilst the pilot is running to maintain momentum.

Step 4 Roll out to all Localities using pilot learning

- 3.10 Regular reports on progress and pilot learning will be provided to the Executive with a further report on key learning and outcomes and detail of the roll out programme in September 2009.

4. CONCLUSIONS

- 4.1 Locality Working is both a corporate and locally directed initiative and wide member engagement and clarity of approach is essential at the outset.
- 4.2 Moving Locality Working forward under either of the resource options proposed will enable work to be both focused on a varying mix of the three core elements with an element of the Working Neighbourhood Funds agenda incorporated. Progressing any of the options implies a dynamic and developmental approach by workers employed. The generic team will enable a mix of skills and experience whereas the targeted resource option will ensure the necessary skills are available within the team and will require clear direction and co-ordination to ensure all aspects of the model work well together.
- 4.3 Piloting across three areas offers a wider benefit and learning approach and increased engagement across the geography of the borough. Regular communication and shared learning information and discussion will enable all parts of the borough to engage through the programme which will use all existing mechanisms supporting the three legged locality working model. The pilot will focus on the governance framework, while allowing the other team members not fully engaged in the pilot to prepare and facilitate shared learning in the other areas. Specifically, they will be able to ensure co-ordinated and specific local attention in the short term to the issues and target outcomes expected and needed from utilising WNF and maintaining community regeneration momentum.

5. FINANCIAL AND HUMAN RESOURCES IMPLICATIONS (INCLUDING SOURCES OF FINANCE)

- 5.1 Additional delivery resources will be provided by a £500k allocation, over 3 years, from the Working Neighbourhoods Fund agreed by the Executive in August 2008. These resources will need to integrate with existing partner resources working in the localities including staff employed by Cumbria County Council to support the Neighbourhood Forums.
- 5.2 It is proposed to offer any appointments/secondments relating to locality working sourced by WNF on fixed term contracts.
- 5.3 A key task in the coming months will be to consider the scope of existing resource available corporately and within localities from service deliverers and local partners in support of locality plans and working arrangements.

6. PROJECT AND RISK MANAGEMENT

- 6.1 The officer Locality Working group have produced a draft risk assessment. This highlights the known experiences within neighbourhood renewal and locality working in other parts of the country. This working group will continue to meet during this development phase and will over time lose its function.
- 6.2 The resource team will have its own team leader. The initiative will be project managed by Julie Betteridge, Head of Development Strategy, and driven by the Executive and each Locality Board as they develop. The Corporate Management Team, Overview and Scrutiny function and other corporate mechanisms will play a part in the ongoing development of Locality Working in Copeland.
- 6.3 WNF monitoring and reporting will be undertaken as part of the work programme and project management function.

7. IMPACT ON CORPORATE PLAN

- 7.1 Copeland Borough Council's Corporate Plan contains an objective to introduce locality working to areas in Copeland by May 2009. Community regeneration targeting worklessness, quality of life and economic opportunities for our residents is strongly featured throughout Copeland's Corporate Plan as is a commitment to improve public service delivery responsiveness.

List of Appendices

Appendix 1 Draft proposals for locality working principles

List of Consultees

Leader – Cllr Elaine Woodburn.
Deputy Leader – Cllr Cath Giel.
Deputy Leader - Alan Holliday.
Corporate Team.

CHECKLIST FOR DEALING WITH KEY ISSUES

Please confirm against the issue if the key issues below have been addressed. This can be by either a short narrative or quoting the paragraph number in the report in which it has been covered.

Impact on Crime and Disorder	Supports
Impact on Sustainability	Supports
Impact on Rural Proofing	Supports
Health and Safety Implications	None
Impact on Equality and Diversity Issues	None
Children and Young Persons Implications	Supports
Human Rights Act Implications	None
Section 151 Officer Comments	Resource options must be considered in relation to funding allocations.
Monitoring Officer Comments	No comments

Please say if this report will require the making of a Key Decision NO

APPENDIX 1

Draft proposals for Locality Working principles for service providers.

1. Community Focus - democratic accountability

Successful delivery of services in a locality requires the leadership of that community through the elected County, District and Parish Councillors and effective engagement with all sections of the community. Through effective involvement the community shares responsibility for its own future and provides information to tackle the issues identified and direct participation in problem solving.

2. The Locality Coordinator

A dynamic co-ordinator, who works in each locality with local councillors, leads involvement of local residents and has the authority to facilitate the alignment of local services delivered by different partnership organisations.

3. Management of each locality takes place in partnership

Each locality area includes partnership working between the individuals who have management responsibility for local delivery services. The partnership is where agreement is reached to align resources for the planned operations of the locality.

4. Multi agency delivery team

The ideal position is for a "one stop shop" centre, where local service delivery resources are based within a locality service area, and should be the ultimate aim for all locality areas. However a recognised virtual multi agency team is an effective delivery tool for locality working to succeed.

5. Joint community intelligence analysis

Service delivery should be driven through an approach whereby all available community intelligence is collated and analysed to provide the locality manager with the information required to effectively task partnership resources.

6. Communication

A willingness to share information between agencies that motivates and encourages communication between all levels and services.

7. Strategic buy in

All partners are committed to the principles and aims of locality working. At a Chief Officer/Executive/Cabinet level there is an acknowledgement that this is delivered through mainstreamed resources.

8. Budget

There is no requirement for any additional budget to make locality working successful. Effective locality working is based around realignment of existing resources and core costs being met by mainstreamed budgets.

9. Agreed shared targets

Local service delivery is based around an agreed shared plan identifying priorities and performance targets. Where relevant these will be linked to the Local Area Agreement and addressed in a holistic way.

10. Clearly defined and understood mapping of localities and communities.

All partners have a common understanding of the local service delivery area boundaries and the identified neighbourhoods / communities within that area. Locality working should be built upon what is currently known and understood.

11. Commitment to step changes towards 2011

Public service organisations will move towards the above principles, within existing structures in their current agendas, ready for full integration by 2011.

12. Learning and development

Locality working is a developing agenda requiring activity in new areas of work. Organisations undertake to commit to develop elected members, community activists and staff, in order they have the skills, knowledge, behaviours and support, to effectively provide locality working in Cumbria.

Proposal prepared by Dave Willetts.
Tel: 01768 217294
David.willetts@cumbria.police.uk