

## APPENDIX 1

<b>Cabinet</b>	
<b>27 November 2006</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor John Holdich, Cabinet Member for Housing, Regeneration and Economic Development	
Contact Officer(s):	Janet Dean, Interim Head of Strategic Growth and Development	Tel. 742502

### NEIGHBOURHOOD INVESTMENT STRATEGY

R E C O M M E N D A T I O N S	
FROM : Interim Head of Strategic Growth and Development	Deadline date:
<ul style="list-style-type: none"> <li>(i) To endorse the development of a Neighbourhood Investment Strategy which will enable all residents to enjoy the benefits of Peterborough's future growth</li> <li>(ii) To agree to the integration of the Neighbourhood Investment Strategy into the Council's Policy, Budget and Programme Management framework, so that the impact of investment in neighbourhoods in a visible element of corporate plans.</li> <li>(iii) To support the development of community planning across Peterborough to ensure that all residents are able to influence how the benefits of growth improve quality of life in their areas</li> <li>(iv) To recommend to the Greater Peterborough Partnership that a Neighbourhood Investment Partnership be created, which will operate within the Greater Peterborough Partnership, and to nominate Cllr John Holdich to take a leading role in the partnership</li> <li>(iv) To endorse further work on developing options for a city wide approach to delivering investment at neighbourhood level.</li> </ul>	

#### 1. ORIGIN OF REPORT

- 1.1 This report arises out of initial consideration of the impact of future growth in Peterborough and builds on past experience of investment at neighbourhood level.
- 1.2 This report is for the Committee to consider under its Terms of Reference No. 4.4.6 *To review any issue that the Committee considers appropriate, and any matter referred to it by the Executive, the Scrutiny Committee or Council and report back to the body which referred the matter.*

#### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek Cabinet's endorsement of a Neighbourhood Investment Strategy which aims to ensure that ***'all Peterborough's residents enjoy the benefit of future growth in the city and that investment at neighbourhood level supports improvements in quality of life and the development of sustainable communities'***

## **2.2 Why is a Neighbourhood Investment Strategy necessary?**

- 2.2.1 Peterborough is growing faster than at any time in the last 15 years and has confirmed its intention to continue growing. Over the past 18 months, with the inclusion of the City in the London and South East Growth corridor, the focus has very much been on growth, and this is reflected in the Community Strategy, in the Council's Corporate Priorities, and in the sub-Regional Economic Strategy for 2005-2016.
- 2.2.2 However, positive aspirations about growth are threatened by Peterborough's current performance across a range of economic and quality of life indicators where the City underperforms regionally and in some cases nationally. Some notable examples are that despite recent improvements in achievement of pupils at GCSE, after 16 many young people in Peterborough do not achieve their full potential. In health terms, Peterborough displays worrying levels of poor health, especially for males where life expectancy is four years below the national average, and there is a gap of almost 10 years from one area of the city to another.
- 2.2.3 Without tackling disadvantage and deprivation, growth will not be shared amongst the population and indeed inequalities will continue to inhibit growth. Regeneration and growth are therefore integrally related and need to be worked on together.
- 2.2.4 Despite the need to focus on tackling deprivation and narrowing gaps in quality of life, there is also a need across Peterborough to ensure that the growth of the city creates sustainable communities everywhere. These means that the approach to neighbourhoods should take account of investment across the city, not just in targeted areas. Administratively, Peterborough is made up of an historic core with which has been substantially changed over the last thirty years, with inner suburbs which have housed families and workers of all types over the last century, and where people moving to Peterborough have often established themselves initially. As part of its development as an Expanding Town in the 1970 and 1980s in particular, new outer suburban townships were created, and more recently further fringe development has been concentrated at Hampton. These urban and suburban areas are surrounded by a rural hinterland with villages which will have experienced more or less change over the last 500 years and more. As new communities grow, and existing communities change, it is essential to ensure that all neighbourhoods contain the ingredients which make them places where people can prosper and where they want to live. Every community will need to be considered, but it is clear that levels and types of investment will be different.
- 2.2.5 Our approach to developing the Neighbourhood Investment Strategy is consistent with the recently published government White Paper 'Strong and Prosperous Communities' which proposes enhanced roles for local authorities in 'place shaping' at local level, and these are particularly highlighted throughout the report.

## **2.3 How will the Neighbourhood Investment Strategy (NIS) work?**

- 2.3.1 The NIS is not a document. It is a way of doing things which ensures that the Council and its partners can identify what communities need, what preferences residents have about how investment in their area is made, what investment is being made (both capital and revenue) and how that investment can be made to work better to improve quality of life at local level.
- 2.3.2 At the moment, investment at neighbourhood level happens in the way it does based on a number of factors, such as what some services know about local need, what

some communities have said about what they feel is a priority in their area, and what opportunities there have been to spend money at local level.

2.3.3 The NIS seeks to enable Peterborough to take a more proactive approach to investing in neighbourhoods, to maximise the impact of investment at neighbourhood level, and to create a more transparent process for making decisions about what to invest where and when.

2.3.4 The Neighbourhood Investment Strategy is made up of four key strands

- **Turning Data into Information and Knowledge**
- **Co-ordinating Investment Plans and Commissioning Outcomes**
- **Shaping Plans through Community Involvement**
- **Making Decisions about Investment and Monitoring Outcomes**

For each strand there will be a medium term ambition about where we want to get to when the Neighbourhood Investment Strategy is mature, and a short term aim which we want to achieve to establish the Strategy. Short term aims may need to be managed within existing resources, but the medium term ambitions provide a focus for influencing the Council's Medium Term Financial Strategy.

#### **2.3.4.1 Turning Data into Information and Knowledge**

In order to be confident that it is fulfilling its duty of well being and delivering value for money, the Council, with its partners needs to have an increasingly sophisticated way of identifying need. At the moment the Council and its partners has a lot of data which is used with varying impact across a whole range of services. Some of this data exists in formats which mean that others cannot easily use or understand it – it therefore does not inform their service planning or investment decisions. The fact that we do not know about all this data, nor do we convert it into information means that we do not communicate its content, and that results in insufficient knowledge about the needs of Peterborough's communities.

##### Medium Term Ambition

The core aim is to establish an integrated Geographic Information System which maps the characteristics of the population on a comprehensive range of dimensions against all public, and key private and voluntary and community sector investment at neighbourhood level and tracks the relationship between investment and commissioned outcomes

Ideally this means that we could have a map which is easily accessible – say on the intranet, or at libraries, which shows how each neighbourhood 'performs' in terms of employment, education, health, crime, transport access, housing, environmental indicators, customer satisfactions, and which also shows how investments at neighbourhood level are impacting on these.

In addition, the Council should be able to map its investment at neighbourhood level and to use this to inform service planning and investment and to share this information with partners, through the Local Area Agreement as a basis for negotiating joint investment which can achieve better value for money or improved outcomes for residents.

For elected members, officers, partners and communities at ward level and below we should be able to build a picture of need and investment which will assist us in making better choices about how to spend money or improve the impact of current investment.

### Short Term aims

In the short term (over the next six months) the Neighbourhood Investment Strategy will enable us to:

- Provide a clearer corporate focus within the Council for the collection of data by developing the planning policy function.
- Accelerate work on the integration of GIS systems
- Use the Local Area Agreement as a driver for the integration of partner databases.

#### **2.3.4.2 Co-ordinating Investment Plans and Commissioning Outcomes**

We are constantly challenged by the public to join up what we do as a Council, and with our partners. We continue to make plans service by service, organisation by organisation and fail to involve other key partners at the planning stage. This reduces our opportunity to avoid duplication, to get more for our money and to serve the public better.

The benefits of integrated data mapping and improved information and knowledge at neighbourhood level are that it will improve our ability to co-ordinate service and investment planning, and capture opportunities to collaborate and pool resources and to use investment more effectively.

We also need to evolve our approach to corporate programme management which at the moment provides a performance monitoring framework for existing projects. In the context of growth we need now to move to a more proactive commissioning approach which specifies what we need to invest in to transform Peterborough and to improve quality of life at neighbourhood level

Peterborough's Community Strategy is the primary document which sets out how all partners will work together to improve quality of life, and the Local Area Agreement is the three year delivery plan which prioritises what action partners will take to deliver that improvement. The White Paper places a clear responsibility on Local Authorities to take a leading role in Local Strategic Partnerships and to use the LAA as the primary document for agreeing with partners what the priorities for the area will be.

As Peterborough refreshes its current Local Area Agreement and adds a fourth block addressing 'sustainable growth' the opportunity to align plans in relation to their impact at neighbourhood level is being explored.

### Medium Term Ambition

The Neighbourhood Investment Strategy will drive the development of a fully integrated corporate planning system which is linked across to partner planning processes and which commissions investment driven by corporate priorities. The emphasis would move from one which monitors progress on projects which have been developed opportunistically and in isolation, to the generation of investment opportunities to meet needs at city wide and neighbourhood level. Investment and performance would be monitored both thematically, as now, and geographically.

Our aim is to make most effective use of both capital and revenue resources at neighbourhood level by planning in an integrated way and basing investment decisions on the best way to achieve value for money which meets the needs of residents rather than the needs of an individual service. The NIS will require that we take a cross cutting look at certain investment issues from a neighbourhood perspective, one example being the opportunity to make better provision of and re-use of community assets, whether they be community centres, schools, libraries, health facilities and so on.

### Short-term aims

Over the next six months we will aim to:

- Develop a Neighbourhood/Area focus for planning and service delivery across the public sector, beginning with Children's Services, Policing and Community Planning, but increasingly linking in to Health, Housing and Environmental Services as opportunities arise
- Evolving the Corporate Programme Management Framework to create an integrated partnership approach to commissioning investment.(This will specifically enable a focus on Neighbourhood Investment and co-ordination with Opportunity Peterborough in relation to economic restructuring and transforming the city)
- Reviewing the investment need in community assets as an integrated part of the Asset Management Strategy, and developing a strategic approach to the provision of community facilities based on need and cross-service provision.
- Using the Local Area Agreement as a focus for integrating investment and tracking impact at neighbourhood level

### **2.3.4.3 Shaping Plans through Community Involvement**

Our remit as a local authority is to serve the public and promote community well-being. It is critical to the success of a Neighbourhood Investment Strategy that investment plans take account both of community needs as measured 'objectively' and also of the preferences and perceptions of residents themselves. Investment which is not wanted is likely to be wasted. However, investing in communities based on the wishes of a single perspective or group interest is also likely to result in money being spent in a way which does not result in long term benefit for those who need it.

In order to strike the balance between planning on the basis of need and enabling communities to make choices, the Neighbourhood Investment Strategy needs to facilitate the process of community planning across the whole of Peterborough. At the moment, community planning exists often on the basis of local interest and energies or as a result of the need to draw down targeted funds. A city wide approach will help to ensure that all communities develop sustainably.

#### Medium Term Ambition

Our aim is that as a result of implementing the Neighbourhood Investment Strategy is that every definable community of a size to sustain local facilities and resources is able to produce a prioritised plan for investment which reflects local need and choice and which is able to draw down resources through a commissioning process. This will

require the NIS to specify its commissioning plans for the city and to identify those areas where it expects to see investment in certain outcomes – e.g health, tackling crime, environment, and income levels. Community Plans then need to reflect local priorities and identify how investment in their area could help to meet commissioned outcomes.

It is important that we consider ‘natural communities’, as these are what make sense to local people. However, we will need to enable the democratic process by supporting elected members to work across ward boundaries and to focus on particular issues in different parts of their wards.

This again is a key message in the White Paper which is clear about the role of local elected members in providing clear leadership within a partnership context in ‘place shaping’ and improving quality of life at local level. Local members are expected to clearly represent their residents needs by working with public, private and voluntary sector partners at local level, and the Neighbourhood Investment Strategy will provide the evidence and co-ordination to enable them to do this more effectively.

Whilst working at local level is critical and the key focus for elected members, investment planning often needs to take account of priorities and opportunities across a wider area. It is for this reason that the opportunity to co-ordinate across wider areas of the city is being proposed to enable alignment with service planning areas, particularly initially Children’s Services and Policy Teams.

#### Short Term Aims

Over the next six months we aim to:

- Utilising Ward Councillors and existing capacity in parish councils and established community groups to drive community planning in their areas.
- Refocus support for community planning by creating the tools and establishing the process to enable all communities to plan for their neighbourhoods. This will mean providing less intensive support for a small number of groups and more facilitation and enabling work across all neighbourhoods, through an Area Co-ordination process
- Generating community plans in key areas where community partnerships are in place and investment can be drawn down to meet identified priorities in the Local Area Agreement

#### **2.3.4.4 Making Decisions about Investment and Monitoring Outcomes**

It is possible for the Council to adopt this approach to Neighbourhood Investment and to transform its own investment processes. The benefits of a more strategic approach to investment planning across Council services have been identified above. However, it is critical to the success of the Neighbourhood Investment Strategy that it drives integrated partnership investment which can delivery Community Strategy and Local Area Agreement Priorities. The Greater Peterborough Partnership has been consulted about the development of the Neighbourhood Investment Strategy and fully supports the approach. Interest has been expressed in creating a specific partnership focus to drive implementation of the Strategy. It is recommended that the Council

promotes the creation of a Neighbourhood Investment Partnership within the Greater Peterborough Partnership and nominates the Portfolio Holder Councillor John Holdich to take a leading role in establishing and participating in the partnership.

There is an opportunity also to ensure that corporate and partnership governance arrangements are aligned and effective, and the Neighbourhood Investment Partnership would have a key role in enabling prioritisation across services and across the city and ensuring that proposed investment is likely to have an impact on the outcomes which are important for residents in that area.

Because investment in neighbourhoods and communities comes from a variety of public, private, voluntary and community sources and there is value in considering how to deliver additional investment into neighbourhoods through a more arms length approach, which could lever in further resources

At present a number of small development trusts and partnerships across Peterborough are able to invest their own resources in community projects and reshaping of mainstream services, such as Ravensthorpe and Westwood Development Trust and the Greater Dogsthorpe Partnership.

There are options for the way in which the Neighbourhood Investment Strategy could support the development of arms length delivery capacity which would have the potential to lever in additional funds at neighbourhood level. It is possible to continue to support the development of community based delivery vehicles as the key feature of Peterborough's approach. However, some additional benefits have been identified of taking a broader approach which would involve the creation of a neighbourhood investment delivery vehicle for the whole city. These include:

- The opportunity to create a delivery vehicle which can support investment in all communities – this means that those neighbourhoods with least capacity to go it alone do not lose out
- The creation of a partnership delivery vehicle means that the joining up of partnership funds and investment neighbourhoods is managed in a streamlined way and there is clarity and transparency about how commissioning is done and investment decisions made
- There would be a single focus for other delivery vehicles to ensure co-ordination – especially Opportunity Peterborough.
- Over an agreed time frame the delivery vehicle might have delegated authority to allocate funds, and to own and manage neighbourhood resources.
- Although this area of the strategy needs further thinking, research and consultation, it might be possible to express a medium term ambition and short term aims now.

### Medium Term Ambition

In relation to governance and decision making the NIS aims to establish a transparent process which enables the Council and its partners to specify the priorities for neighbourhoods across the city and to commission investment to meet needs. It also enables the development of community driven plans to shape investment proposals and to ensure that investment is consistent with community aspirations.

The Peterborough Neighbourhood Investment Partnership of GPP will be the overarching partnership body, charged with driving the implementation of the Neighbourhood Investment Strategy. It is sponsored by the Council and partners within the Greater Peterborough Partnership. Its Board might include representatives from Communities on an area basis. It is responsible for developing a long term vision for neighbourhoods, for commissioning investment over a 3-5 year period and for monitoring investment and outcomes year on year.

The Neighbourhood Investment Partnership of GPP will therefore publish a three year Neighbourhood Investment Plan setting out priorities and commissioning investment from partners which must be reflected in community plans. The NIP will seek to deliver Local Area Agreement Outcomes at neighbourhood level and will be the mainstream focus for delivery of targeted funds like Investing in Communities.

A Neighbourhood Investment Trust could be created which is capable of owning, leasing and managing assets which generate sufficient income to resource its running costs and is able to provide services to other community organisations.

### Short Term Aims

Within the next six months it is proposed to

- Establish the Neighbourhood Investment Partnership within GPP
- Refresh and realign governance arrangements to take account of the NIS
- Consult further with partners and communities on the options for delivery through a Neighbourhood Investment Trust
- Explore the features, costs and benefits of alternative models by looking at live examples around the country.

## **2.4 Implementation**

In the short term implementation of the Neighbourhood Investment Strategy will be driven in three ways:

### **2.4.1 Through the creation of a 'fit for purpose' structure for Strategic Growth and Development**

This new service, within the Assistant Chief Executive's Directorate brings together the Council's capacity to support growth and regeneration in the city. An interim Head of Service has been in place since early June and part of her remit is to develop the Neighbourhood Investment Strategy and to create a fit for purpose structure for the service area. The first stage of the structure is now being implemented with three managers who will drive forward key elements of the NIS. **The funding for this comes from the restructuring, no additional funding is required.**

**The Strategic Planning and Enabling Manager**, with enhanced capacity in data management will support the Turning Data into Information and Knowledge and Co-ordinating Investment Plans and Commissioning Outcomes strands of the Strategy

**The Community Living and Neighbourhood Investment Manager**, will play a key role in championing the Strategy and will lead the Shaping Plans through Community Involvement strand assisted by the appointment of five



Neighbourhood Investment Co-ordinators to cover the North West, North East, South West, South East and Central/East areas of the City  
**The Programme Delivery Manager** will oversee the investment in neighbourhoods of key external funds such as URBAN II, Investing in Communities and Neighbourhood Renewal Fund and will play a lead role in the research and development of a city wide delivery vehicle to support the NIS

A Team of Neighbourhood Investment Co-ordinators will be appointed which will replace the current Community Regeneration Team.

The Co-ordinators will work within the Policing Team boundaries and be co-terminous with the Children's Service Planning areas.

Two Co-ordinators will cover the North and West and provide a focus on outer suburban and rural issues

Two Co-ordinators will cover the South West and South East and provide a focus on growth and new development

One Co-ordinator will add to existing and proposed capacity in the Central and East and work closely with Opportunity Peterborough and the Greater Dogsthorpe Partnership and will focus on regeneration issues

#### 2.4.2 Through the evolution of Corporate Programme Management arrangement and alignment of strategic plans.

The Neighbourhood Investment Strategy will be managed as a project within the Growth Programme and will be embedded and supported within the existing governance framework of programme and project management across the Council. The project will be a corporate project that will report progress monthly to the Growth Programme Board and will be presented on the Growth Programme Dashboard.

The Programme Boards were introduced to complement existing operational and strategic management methods and provide the governance framework to manage and monitor all corporate programmes and projects, to ensure their delivery of corporate priorities and objectives, and act as an ongoing challenge to deliver and realise benefits.

It will be proposed that a Neighbourhood Investment Strategy Board be introduced, including all relevant key partners, which will enhance and support the existing Programme Board structure. This Board will provide the strategic direction to the overall progress of the Neighbourhood Investment Strategy ensuring that its vision contributes to the growth strategy and interfaces effectively with the Growth Programme Board.

#### 2.4.3. Through the increasing emphasis on monitoring of outcomes and action at neighbourhood level reflected in the Local Area Agreement

Peterborough was one of the first pilot LAA authorities and has a 3 block agreement covering Children and Young People, Safer and Stronger Communities and Health and Older People. The requirement to develop a Fourth Block covering Economic

Development and Enterprise (Sustainable Growth), alongside the need to 'refresh' the original three blocks presents an ideal opportunity to begin to develop a stronger focus on neighbourhood outcomes across all partnership services and programmes.

### **3. CONSULTATION**

- 3.1 Consultation on the development of a Neighbourhood Investment Strategy has taken place with officers and members across the Council and with key external partners through the Greater Peterborough Partnership and Opportunity Peterborough. Some consultation has been done with communities on the concepts and ideas of the Strategy, but further consultation is required with ward members and communities on key elements of implementation, particularly around community planning and the development of a city wide delivery vehicle.

### **4. IMPLICATIONS**

#### **4.1 Financial Implications**

The costs of developing the strategy are being absorbed in mainstream budgets by refocusing staff time.

There may be costs associated with the creation of a new delivery vehicle but these will be identified if a decision is made to progress this in the future, and the sources of potential funding will be identified

#### **4.2 Legal Implications**

These will arise if a new delivery vehicle is created and options and implications will be addressed before members are requested to make any decisions

### **5. Background papers**

None