

Neighbourhood  
Investment

# Neighbourhood Investment Plan Strategic Context

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## 1. Neighbourhood Investment Plan – Introduction and Overview

Peterborough faces two significant challenges:

- To close the gaps that exist between its worse off and best off neighbourhoods
- To deliver the ambitious growth programme that forms part of the London-Stansted-Cambridge-Peterborough growth corridor.

Peterborough is growing faster than at any time in the last 15 years and has confirmed its intention to continue growing. This is reflected in the Community Strategy, in the Council's Corporate Priorities, and in the sub-Regional Economic Strategy for 2005-2016.

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.

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.

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. This 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 that 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 1970s 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 that 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. Neighbourhood Investment Plan – Core Objectives

The Neighbourhood Investment Plan has been developed in Peterborough to help ensure that both growth and regeneration are managed appropriately and sustainably. Via the creation of Peterborough-wide governance mechanisms as part of the Local Strategic Partnership structure, local Community Partnerships will be formed to develop prioritised investment plans for their own community.

These plans are likely to contain some early wins – environmental projects, volunteering schemes, transformation of ‘grot spots’ – but will also set out longer term plans for communities. They will be powerful documents capable of:

- identifying and shaping the priorities to be included in the Local Area Agreement
- influencing the way that mainstream budgets are spent in communities
- enabling the more effective management and prioritisation of Section 106 money
- identifying new sources of funding and investment, as well as identifying new opportunities for revenue funding

The formation of the partnerships will form part of the core work of the City Council’s Neighbourhood Investment Team, and it is anticipated that partnerships will either be established, or that good progress is being made towards establishment, by the end of the 2007/08 financial year. In some cases, existing partnership arrangements will be realigned to better fit with the neighbourhood investment approach – e.g. where a local development trust is already operating or where Parish Councils exist.

The combination of ‘top-down’ and ‘bottom-up’ planning and construction for the various elements of the neighbourhood investment approach will help us to ensure that many of the principles established can be translated into tangible deliverables, whether in terms of service planning or investment. For example, targets for service delivery and investment contained in the Local Area Agreement (section 6 refers) will be shaped by the strategic objectives of all stakeholders and by the needs of communities in Peterborough, all informed by complex analyses of data.



## 3. Neighbourhood Investment Plan – Development and Delivery

The Neighbourhood Investment Plan comprises three core elements:

- Turning Data into Information and Knowledge
- Co-ordinating Investment Plans and Commissioning Outcomes
- Shaping Plans through Community Involvement

### 3.1 Turning Data into Information and Knowledge

Organisations across the public, private and third sector in Peterborough are constantly collecting data, both formally and informally, often to feedback to funders, partners or Government. However not enough is known about the breadth and quality of data collected, it is not usually set alongside data from other organisations, nor is it generally used to inform decision making, investment opportunities or policy shaping processes. There are some good examples of where data *is* being collected and analysed – for example as part of the quarterly management process for the Local Area Agreement – but this tends only to be a monitoring exercise against pre-determined measures and interventions.

The Neighbourhood Investment Plan aims to develop and deliver processes whereby data and information is collected and stored from across all sectors in Peterborough, and then presented via a Geographic Information System. The system will map the characteristics of the population and our communities across a range of dimensions as well as track the relationship between the data, with the aim of targeting investment and commissioning outcomes. In other areas of the Country (section 5 refers) specialist support has been commissioned or recruited to ensuring the appropriate development of this crucial area of activity. For example, in Doncaster their neighbourhood-based teams are supported by a core team of data analysts who are responsible for collecting, collating and analysing data from across different partner organisations, and for producing findings and recommendations to both front-line staff and through the LSP structure as a result.

Practically the system will work at two levels:

- To demonstrate how Peterborough's communities perform in terms of core data – employment, health, education, crime, accessibility, housing, the environment etc – and how investment made is impacting on these measures
- To enable members of the Local Strategic Partnership to map investment at neighbourhood level and to use this information to shape and plan services. This information will be shared with other partners and stakeholders, typically via the Local Area Agreement, as a basis for negotiating joint investment that can achieve better value for money or improved outcomes for residents and service providers. Via the LSP, including the new Neighbourhood Investment Strategic Partnership (section 4 refers), a significant number of public sector organisations have committed themselves to the notion of data sharing and alignment – notably the City Council, the Police, the PCT, Cross Keys Homes and Opportunity Peterborough.

Progress towards achieving this outcome has been rapid. Within the Council a corporate GIS project is well developed and will launch during late Summer or early Autumn 2007, with at least some level of information and data. Additionally, via the 'hearts and minds' process necessary for sharing the principles of Neighbourhood Investment Planning with partners, there is a real commitment for data and systems to be shared via the GIS system to build a breadth and depth of information that we've never before experienced. The development of the GIS system is a strategic programme objective within the City Council.

However for it to be fully effective we will require specialist analysis of content leading to the development of comprehensive neighbourhood profiles that form the basis of community action plans and of core priorities for the Local Area Agreement.

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

It is perhaps more important than ever that across Peterborough public services, priorities and developments are fully aligned – to help deliver growth and sustained renewal as well as to maximise value for money and investment opportunities.

The comprehensive approach to data mapping and sharing referred to above gives us the best opportunity to be fully aware of the current activities of all partners set alongside the needs of Peterborough's communities. It follows therefore that we should take up this opportunity to use the data as information to co-ordinate service and investment planning, and capture opportunities to collaborate and pool resources and to use investment more effectively. Critically too this combination of data knowledge and strategic alignment should enable us to develop a culture of commissioned activity and intervention to help meet the needs and expectations of residents and partners, and help deliver growth and renewal.

The Local Government White Paper<sup>1</sup> published last year 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. This along with the significant progress recently made on agreeing the principles of Neighbourhood Investment Planning with Peterborough's LSP places us in a strong position to deliver strategic alignment, effective pooling of resources, and responsive outcomes for communities. Further information about the LAA is provided in section 6.

Again significant progress has already been made beyond linking the LAA with the Neighbourhood Investment Plan. In particular a neighbourhood-based approach to service planning, development and delivery via the Neighbourhood Investment Plan is already underway in some service areas – notably Police and Community Safety, environmental enforcement, Children's Services and accessibility planning. This has been achieved by creating coterminous boundaries across departments and organisations and by negotiating and developing a culture of joined-up locality-based working in communities. Additionally, the new Neighbourhood Investment Strategic Partnership (section 4 refers) has established a commitment across key organisations to the principles of developing joint strategies for planning and investment.

In practice and at least initially, the Local Area Agreement will act as the primary vehicle for enabling shared investment, particularly with the flexible budgets held by each of the LSP members. To get to this point, we must first understand the opportunities that exist around funding, whether from mainstream budgets or not, and then work with across the

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<sup>1</sup> Strong and Prosperous Communities – the Local Government White Paper, 2006

LSP to determine how best to deploy those funds. Those budgets that are likely to be more flexible will enable us to deliver to many of the core objectives set for the City including regeneration, skills development and employability.

### **3.3 Shaping Plans through Community Involvement**

Alongside any needs identified through data analysis and understanding, and from the strategic priorities of service providers, we must provide objective mechanisms to ensure that the needs and aspirations of residents are factored in to planning and investment processes. A balance however must be struck between the *needs* and the *wishes* of communities to ensure that quality of life, for example, is improved and investment is appropriately prioritised. In order to strike this balance the Neighbourhood Investment Plan will facilitate a process of comprehensive community planning across the whole of Peterborough. Community planning is the process of enabling residents to work with professionals to shape the future of their own neighbourhoods.

The importance of enabling residents and elected Members to participate in this way is recognised in the Local Government White Paper, and is critical to achieving sustainable change and improvement.

As part of the Neighbourhood Investment Plan local community partnerships will be created and supported comprising representatives from the public, private, voluntary, faith and community sectors, responsible largely for the production of Community Action Plans. These Plans will set out the current information about that community, the results of community planning and consultation exercises, and a clear and measurable delivery plan to influence service change and investment over the next few years. Plans will in part respond to the prioritised needs and aspirations of the local community as well as to the needs identified through, for example, the LAA.

Once again, progress to date has been significant in some areas. A number of community partnerships have either been created or, where other similar models exist (e.g. Parish Councils), realigned to better fit the principles of the Neighbourhood Investment Plan. A generic Community Action Plan template has been drafted (appendix 1 refers) and is being piloted. A phased delivery plan has been agreed for 2007/08 (appendix 2 refers).

Conversely we have also run up against some cynicism from some communities and community leaders – partly because, to some extent, some of the ideas that form part of the Neighbourhood Investment Plan have been introduced before (e.g. the notion of empowering communities to participate in planning and decision making), and partly because of lack of commitment to or enthusiasm for some of the national policy drivers involved. To counter this to date a comprehensive communications plan has been implemented to share as widely as possible the principles of the Neighbourhood Investment Plan.

Critically though it will be essential that communities experience the benefits of some early wins in direct response to the outcomes of their community planning efforts. The potential for this is contained within the accompanying application, and includes the possibility of high profile community asset transfer, the opening of the social enterprise hub, and the realignment of community anchor organisations (section 6.5 refers). The early commitment from LSP members coupled with the need for the data analysis component to influence the shape of the Local Area Agreement from 2008/09 onwards will also enable tangible delivery of early wins to benefit communities and stakeholders.



#### **4. Governance, Implementation and Delivery**

The basic principles of the Neighbourhood Investment Plan – locality-based approaches to service development and delivery, supporting the creation of community partnerships, delivering community planning – are met via a core Neighbourhood Investment staff team within Peterborough City Council. For the purposes of management and delivery Peterborough has been divided into five separate Neighbourhood Investment areas, coterminous with Ward, Neighbourhood Policing and Children’s Services boundaries (**appendix 3 refers**). Each area has an identified Neighbourhood Investment Area Leader responsible for driving forward and co-ordinating a Neighbourhood Investment approach. The strategy is being led by the Community Living and Neighbourhood Investment Manager who is a senior manager within the Strategic Growth and Development Division of the Chief Executives Department. A structure chart is shown at **appendix 4**.

A new strategic partnership has been created, which forms part of the overall governance structure of the LSP. This new Partnership – the Neighbourhood Investment Strategic Partnership – comprises senior level representation from key stakeholders and is responsible for driving forward a culture of Neighbourhood Investment Planning across the City. The Partnership will also develop a long term vision for neighbourhoods, commission investment over the short to medium term, and monitor investment and outcomes year on year. Critically the Partnership’s role is also to ensure that appropriate links are made between the Neighbourhood Investment Plan and the LAA to ensure opportunities are taken for pooling resources or changing services. The Partnership will publish a three year Neighbourhood Investment Plan setting out priorities and commissioning investment from partners which must be reflected in community action plans. The agreed terms of reference for this Partnership are attached at appendix 5.

A Programme Board will also be launched by September 2007 with responsibility for supporting the delivery of principles agreed at Partnership level and for monitoring the outcomes.

The governance arrangements for the Neighbourhood Investment Plan have the potential to crossover into other governance arrangements operating in Peterborough – most notably those that exist for the Peterborough Regional Economic Partnership (section 6.7 refers). There is however a clear opportunity to update and streamline these governance arrangements to better reflect the direction of travel in Peterborough and to ensure that, for example, opportunities to achieve economic as well as social development are fully aligned with resources being fully maximised. It is therefore proposed that the evaluation after the first year of the project outlined in the attached application will include proposals for reviewing existing governance arrangements to ensure maximum efficiency.



## 5. Shared Learning

Peterborough's Neighbourhood Investment Plan draws from the experience of a number of other areas across the Country who have achieved delivery using a similar model.

For example:

- the South Yorkshire sub-region was classified as an Objective 1 area and as such was able to access £750million of European funds. In order to determine the best use of that resource to meet need, reverse decline and build stronger communities, a locality-based approach was developed which saw the formation of c.55 community partnerships, similar in role and function to those proposed for Peterborough. Each partnership produced its own community action plan which in turn unlocked financial resources to deliver to agreed actions.

The Objective 1 Programme team were able to analyse the trends emerging through the community planning framework and ensure that additional interventions and activities were commissioned in response

- Doncaster Borough Council have taken this a stage further and have developed a full neighbourhood based approach to service delivery. They have restructured their Authority to create multi-disciplinary teams based in a number of neighbourhood areas. At the core of this structure is a team responsible for data management and analysis, and for ensuring that the results of such analysis are fed into the LSP structures. This structure has been operational for around two years

in South Tyneside an area based approach to service development and delivery has been launched in response to their Community Strategy. They have spent three years testing different approaches and are now developing their preferred model. They acknowledge that this responds well to national thinking around the greater importance of neighbourhood-based working. South Tyneside have created six community area forums (similar to our five Neighbourhood Investment areas) with efforts now focussed on strengthening the relationship of those forums with the LSP. South Tyneside are creating a Neighbourhood Vitality Index, similar in function to our own GIS-based solution, which will bring together a number of sources of data.



## 6. Strategic and Policy Links

It is important to set Peterborough's Neighbourhood Investment Plan within the context of national, regional and local policy and strategy. This will be explored in more depth over the next few pages.

### 6.1 Strong and Prosperous Communities – the Local Government White Paper

The Local Government White Paper, published towards the end of 2006, sets out the Government's aim to give communities more influence and control over service delivery and investment. It talks about a range of changes – some cultural and some practical – that fit with the principles of Neighbourhood Investment Planning. These are summarised in the table at figure 1.

**Figure 1** – Local Government White Paper commitments, and their fit with the Neighbourhood Investment Plan:

<b>White Paper Commitment</b>	<b>Delivery via Neighbourhood Investment Plan</b>
Greater opportunity for communities to influence local services	Creation of local community partnerships and the delivery of community planning techniques
Communities to call service providers to account if necessary	Robust governance structures including the new NI Strategic Partnership, closer relationships between communities and providers
Community involvement in running services	Development of a commissioning culture in response to data analysis and community planning
Local authorities to consult service users more and provide better information about standards	Delivery of community planning, the alignment of strategies across organisations, and the development of the GIS-based data system
Increased community ownership and management of facilities and assets	Creation of local community partnerships and the Quirk Review Pilot (section 6.5 refers)
Enhanced role of Councillors as community leaders	Creation of local community partnerships
Enhanced role for local authorities to lead on the development of LAAs	Creation of the new NI Strategic Partnership, Neighbourhood Investment Planning embedded into Peterborough's current LAA
Shift from output to outcome focussed delivery via new Comprehensive Area Assessments	Strategic alignment across organisations, responsive investment and service delivery via community planning, and evidence-based policy development and delivery
Efficiency gains as part of CSR07	Greater collaboration between and alignment of services, and the development of a commissioning culture

## 6.2 Local Strategic Partnerships

In response in part to the White Paper, the role of LSPs in the future is likely to be more significant than ever. Whilst local authorities will take a lead role in the LSP, it will be the LSP structure itself that enables the delivery of many of the core principles contained in the White Paper and so for delivery of the Neighbourhood Investment Plan itself.

Peterborough's LSP – the Greater Peterborough Partnership (GPP) – comprises representation from across the public, private and not-for-profit sectors. It is managed by a small staff team who are responsible for producing quarterly monitoring reports, facilitating Board and Partnership meetings, and for organising appropriate events and activities in response to need or demand. GPP is not a formally constituted organisation, but is instead a true partnership of key organisations committed to delivering a bigger, better Peterborough.

The overarching responsibility of GPP is to develop and deliver against the Community Strategy which is currently being refreshed. To achieve this a Local Area Agreement exists which sets out comprehensive actions arranged under four themes (or 'blocks') that aim to deliver against agreed priorities for the City. Peterborough's LAA has been refreshed for 2007/08, the final year of the LAA in its current form. A summary of core outcomes for the 2007/08 LAA is set out in figure 2.

**Figure 2** – LAA Core Outcomes:

<b><u>Block 1</u></b> <b>Children and Young People</b>	<b><u>Block 2</u></b> <b>Safer and Stronger Communities</b>	<b><u>Block 3</u></b> <b>Healthier Communities and Older People</b>	<b><u>Block 4</u></b> <b>Sustainable Growth</b>
Improve children and young people's physical health	Empower local people	Reduce health inequalities	More prosperous people
Improve educational achievement of children and young people	Build community cohesion	Reduce smoking	Better business infrastructure
	Tackle violent crime	Reduce obesity	Better places to live
Reduce the number of young people not in education, employment or training	Reduce fear of crime	Improve sexual health	Better places to visit and enjoy
	Tackle anti-social behaviour	Improve mental health and wellbeing	Create a culture of lifelong learning
Ensure young people and children stay safe	Break the links between drugs and crime	Help older people remain fit and healthier for longer	
	Create cleaner, greener, safer public spaces and neighbourhoods		
	Tackle climate change		

With a clear focus on regenerating Peterborough and delivering the growth agenda, the Greater Peterborough Partnership has at its heart a focus on true partnership working and a culture of enabling. To achieve this its key officer posts of Chair and Vice Chair are occupied by the Chief Executive of the Chamber of Commerce and the Chair of the PCT respectively.

Other key members include Peterborough City Council's Cabinet Member for Regeneration, Housing and Economic Development who is also a member of the Peterborough LIC Board, and the Chief Executive of Cross Keys Homes who is also Chair of the Peterborough Regional Economic Partnership. The Chief Executive of Opportunity Peterborough is also a GPP Board member. Each of these also occupies a place on the Neighbourhood Investment Strategic Partnership.

The LAA and so the Community Strategy is delivered via a number of strategic partnerships that form part of the overall governance structure for GPP. This is set out at appendix 6. The priorities identified as part of the LAA were agreed as part of the planning process facilitated by GPP during late 2006 and early 2007. With the development, through the Neighbourhood Investment Plan, of the GIS-based system for analysing data, using that data to make more informed decisions about priorities, and the creation of a culture of strategic alignment across organisations, Peterborough has a far greater opportunity to ensure that the priorities agreed in future LAAs are as appropriate and responsive as possible to the issues affecting communities and their sustainability.

The Local Government White Paper moves the LAA from the margins to the mainstream, highlighting its critical role in delivering sustained service improvement and investment that responds to needs and aspirations. This is discussed further in section 6.3.

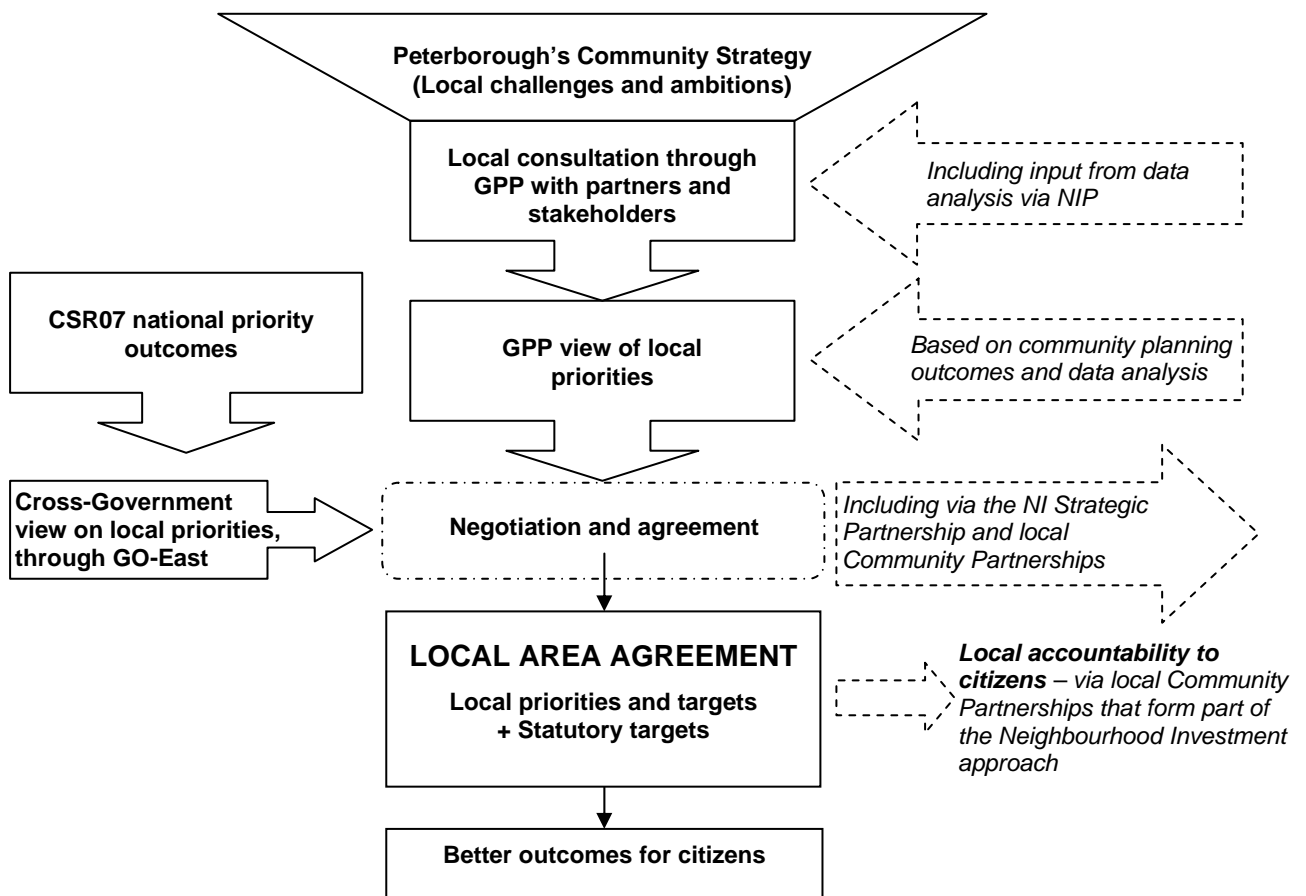
### **6.3 New Local Area Agreements – from 2008/09**

From 2008/09 onwards a new, more strategic and more powerful LAA structure will be introduced in response to the local Government White Paper. The new LAA will place far greater onus on the role of communities as place shapers alongside partners from the public and private sectors, and will take a more holistic approach to delivering the objectives set out in the Community Strategy. This should mean a move away from the linear approach which currently exists via the 'block' structure (figure 2 refers) to a more cross-cutting, thematic approach that encourages true partnership working, service realignment and pooled resources. These principles, as previously discussed, are intrinsic to the Neighbourhood Investment Plan meaning that, through delivery of that Plan, Peterborough is well placed to maximise the opportunities presented via the new LAA.

In order to deliver to the promises made in the Neighbourhood Investment Plan it is crucial that the new LAA responds to the priorities of (i) national and regional Government, (ii) service providers and partners, and (iii) local communities. To achieve this, a comprehensive planning process will need to be implemented, summarised in figure 3.

The Neighbourhood Investment Plan will play a key part in the development and delivery of the new LAA. For example, there is significant senior level support already to adopt and commit to a neighbourhood based approach to achieving growth and renewal, and this principle is likely to form the basis of the new LAA for Peterborough. As an approach, the Neighbourhood Investment Plan will provide mechanisms for delivering the actions set out in the LAA – for example, ensuring that local people and elected Members own the priorities set via community partnerships, community planning, supporting elected Members as community leaders, or via the NI Strategic Partnership. However, the Neighbourhood Investment Plan also has at its core the commitment to make informed decisions about priorities and then respond through the realignment of services or the prioritisation or pooling of investment. Peterborough will be in a strong position as a result of the Neighbourhood Investment Plan to ensure that priorities set out in the LAA are based on real need, identified through both data analysis and community engagement. With LSP agreement to commit to Neighbourhood Investment Planning, there is a real opportunity too to embed the LAA approach into corporate planning frameworks and programme management arrangements.

**Figure 3:** Process for Developing the New LAA



#### **6.4 Comprehensive Area Assessments**

The new Comprehensive Area Assessment (CAA) process from 2009/10 aims to ensure the effective improvement of local services. Again there is a clear link between this principle and the Neighbourhood Investment Plan, which aims to drive forward change and improvement alongside efficiency and investment to better meet local needs and aspirations.

Although the detail behind the new CAA process is still emerging, early indications suggest that CAA will look at performance across areas more than within organisations alone, and the culture of true partnership working being developed through the LSP and via Neighbourhood Investment Planning lends itself well to this principle. It means that, in Peterborough, organisations will be expected to take a collective approach to problem solving and so will deliver a collective response when scrutinised. The new CAA process will also be focussed more on outcomes rather than outputs – in other words the real differences being made within communities. This lines up well with the spirit of the new LAA which will be more outcome focussed via cross-cutting themes, delivered through the principles of the Neighbourhood Investment Plan.

It is anticipated that the CAA process will assess risks over performance, although clearly the two are closely linked. Close attention is likely to be paid too on the quality of data to inform decision making and manage risk. To achieve this, the role of the LSP will be critical in terms of demonstrating, via the Community Strategy and the new LAA, how risks are being managed and mitigated to ensure maximum benefit for communities. Risks may be associated, for example, with performance, relationships, or lack of responsiveness to needs. The role of the Neighbourhood Investment Plan in:

- influencing and shaping the priorities set in the new LAA
- supporting the realignment of service delivery or policy in response to community planning
- 'bending' or reprioritising mainstream spend to better respond to local needs
- identifying and securing new investment to support delivery of priorities in the LAA

demonstrates significant further fit between this local approach and changes to national policy and practice.

#### **6.5 Community Assets and Community Anchors**

A further element of the White Paper relates to the potential for local communities to take up the ownership and management of local assets. The DCLG commissioned Barry Quirk to produce a review of the potential for asset transfer within the context of greater community empowerment and control which culminated in the publication of the Quirk Review<sup>2</sup> earlier this year.

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<sup>2</sup> Making Assets Work – The Quirk Review of Community Management and Ownership of Public Assets, 2007

The report sets out the beliefs that community ownership of assets can:

- empower local people
- bring people from different backgrounds together
- help neighbourhoods improve their local economy and local environment.

Importantly, the report talks about the role of the public sector, and local government in particular, to enable local residents to take more control over issues affecting their lives.

All of these principles run through the heart of the Neighbourhood Investment Plan. As a result, Peterborough City Council successfully applied to be one of twenty pilot local authorities to test the process of asset transfer. This pilot will run from August 2007 to March 2008, and aims to identify and then remove barriers to successful asset transfer, examine what local governance structures might be needed, and ideally achieve at least one transfer into community ownership by the end of the Pilot phase. The pilot is being developed and managed as part of the Neighbourhood Investment Plan, as it is likely to deliver strong, community-based organisations that will act as the link between the LSP and communities with secure futures via revenue funding from transferred assets. The pilot also clearly meets many of the objectives previously discussed and set out in the White Paper, and the principles behind the new LAA and CAA processes, further compounding the fit between it and the Neighbourhood Investment Plan.

Forming part of the work programme for neighbourhood investment planning will result in communities themselves deciding many of the key principles of local asset transfer before that transfer is agreed. These include:

- why a transfer in a given community will benefit that community
- who is best placed to manage the asset once transferred
- if there is no existing local group that could take on that function, what type of group needs to be established and who should be involved
- what the development plans for the asset should be once transferred
- in what ways sustainability and any future development plans for the asset can be developed and, ideally, guaranteed
- what opportunities the community will aim for, linked to their agreed Community Action Plan, which could be developed as a result of asset transfer acting as a catalyst for change and empowerment.

The Quirk Review pilot in Peterborough will focus in part on transferring the new retained community and social enterprise facility on the former John Mansfield School site to local community ownership via the formation of a new development trust or similar model for the Greater Dogsthorpe Partnership. John Mansfield School was, until the end of the last academic year, a secondary school located within one of Peterborough's most deprived neighbourhoods. It was closed as part of the Secondary School Review with students largely transferring to the new City Academy due to open in September 2007.

As part of the Community Reinvestment Guarantee strategy led by the Council, local residents voiced their opinions about the future provision of community facilities or services in the area post-school closure, and a local Development Group was formed to refine these suggestions. The area was also awarded Neighbourhood Renewal Funds as part of the Government's roll-out of neighbourhood management leading to the creation of the Greater Dogsthorpe Partnership (GDP). The work of the Development Group now forms part of the work programme being co-ordinated by GDP.

In order to tackle some of the issues associated with deprivation in the area, a new community and social enterprise centre is being proposed for part of the closed school site, which will include space for community use alongside a vibrant community café, and a base for a range of key public services including the Police, Cross Keys Homes and Peterborough College of Adult Education, These providers will help meet the needs and concerns identified as part of GDP's work including heightened fear of crime, low educational attainment, and high levels of social housing and associated needs.

This capital development forms part of the accompanying application form and, once complete, will be our first example of successful asset transfer. The additional capital funding identified in the accompanying application beyond both this project and from year 2 onwards may be used to deliver or contribute to further asset transfer, although this will be identified as part of the community action planning processes.

This will also need to align with the Council's Capital Asset Management Strategy which sets out to ensure the most effective and efficient use of property assets in Peterborough. With a current asset base of c.£440million, the Strategy, in addition to ensuring effective management of assets, aims to secure in excess of £110million of Capital Receipts in the 5 years from 2006/07, along with revenue savings of £1.5million over the next 5 years.

The DCLG have recently published their draft strategy for third sector engagement in which they discuss the role of 'community anchors'<sup>3</sup>. Such organisations would potentially own and manage local assets as part of their sustainability strategy, but would also provide a key link between the public sector and communities supported in Peterborough as part of the overall Neighbourhood Investment Plan management and delivery structure.

A new £30million Community Asset Transfer Fund has been established to enable asset transfer to take place, which sits alongside the £3million Building Communities Fund administered by EEDA.

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<sup>3</sup> "These are independent community led organisations with multi-purpose functions, which provide a focal point for local communities and community organisations, and for community services.

They often own and manage community assets, and support small community organisations to reach out across the community."

*Third Sector Strategy for Communities and Local Government – Discussion Paper, DCLG, 2007*

In Peterborough a number of community-based organisations already exist that are delivering, or have the potential to deliver, Community Anchor services. It is proposed that four such organisations, currently in receipt of European Urban II funding, are supported via the accompanying application – three in the pilot area and a fourth outside – with the aim of demonstrating Peterborough’s response to national strategy and rolling out lessons learned in the pilot area to other parts of the City.

There are clear links to the economic as well as social development and sustainability of neighbourhoods through the notion of asset transfer, not least the creation of an enterprise culture within our communities. Peterborough has a far greater opportunity to help sustain the principles of asset transfer via the support of LSP partners achieved through the Neighbourhood Investment Plan as we will be able to ensure that a more comprehensive package of opportunity is negotiated and agreed as part of the process. For example, alongside multi-agency support for transferring assets, public and voluntary sector organisations will be able to take up opportunities to commission community anchors to deliver local services, or those same organisations could achieve economies of scale by adopting multi-use centre principles of service delivery from shared premises (as will be delivered via the social enterprise centre referred to in the attached application).

There is further scope to develop, over time, a Peterborough-wide Neighbourhood Investment Trust or similar which would be capable of owning, leasing and managing assets to generate sufficient income to resource its running costs making it able to provide services to other community organisations. This might be especially helpful where capacity at community level is more limited.

## **6.6 Commission for the Compact**

Supporting the role of the voluntary sector in delivering the Neighbourhood Investment Plan in Peterborough is an important aspect of the work. For example, organisations in the voluntary sector:

- collect significant amounts of data, all of which need to be captured and fed into the GIS system
- are often closer to communities, especially those that are traditionally harder to reach
- have a key role to play in helping the LSP deliver to the LAA
- may be better placed to be commissioned to deliver services to communities
- offer a different perspective on issues and challenges locally.

To ensure that relationships between the public and voluntary sectors are appropriate, meaningful, productive and equitable a local Compact document has been drafted and agreed as part of the national Compact development programme. Nationally, the Compact was launched around 10 years ago but has only recently been escalated as part of Government policy. It has at its core a series of principles<sup>4</sup>:

- voluntary action is an essential component of a democratic society
- an independent and diverse voluntary and community sector is fundamental to the well-being of society
- in the development and delivery of public policy and services, the Government and the voluntary and community sector have distinct but complementary roles
- there is added value in working in partnership towards common aims and objectives. Meaningful consultation builds relationships, improves policy development and enhances the design and delivery of services and programmes
- the Government and the VCS have different forms of accountability and are answerable to a different range of stakeholders, but common to both is the need for integrity, objectivity, accountability, openness, honesty and leadership
- VCS organisations are entitled to campaign within the law in order to advance their aims
- the Government plays a significant role, among other things, as a funder of some VCS organisations. Funding can be an important element of the relationship between the Government and the VCS
- both Government and VCS acknowledge the importance of promoting equality of opportunity for all people regardless of race, age, disability, gender, sexual orientation or religion and or belief.

The Compact includes Codes of Good Practice (on black and minority ethnic groups, community groups, consultation and policy appraisal, funding and procurement, and volunteering) and sets out an understanding and way of working between sectors that ensures fairness and openness. A newly-established Commission for the Compact is responsible for driving the agenda forward through Government policy.

At a local level a Compact for Peterborough has been drafted and agreed, with the LSP taking on responsibility for championing it and for arbitrating if necessary where disagreements arise. In Peterborough this piece of work is being taken forward by the local CVS, and forms part of the Neighbourhood Investment Plan work programme for 2007/08.

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<sup>4</sup> From the Compact web site – [www.thecompact.org.uk](http://www.thecompact.org.uk)

## 6.7 Regional Development Agency and Economic Development

The Regional Economic Strategy (RES) has been produced as part of EEDAs role to ensure that regional economic performance is improved. The RES sets out proposals to achieve eight goals:

- a skills base that can support a world-class economy
- growing competitiveness, productivity and entrepreneurship
- global leadership in developing and realising innovation in science, technology and research
- high-quality places to work and live
- social inclusion and broad participation in the regional economy
- making the most from the development of international gateways and national and regional transport corridors
- a leading information society
- an exemplar in environmental technologies and efficient use of resources.

The anticipated outcomes from neighbourhood investment plan are likely to contribute significantly to each of the RES goals, whether in relation to very localised community developments through to shaping the targets set out in the LAA in order to transform Peterborough's economy.

A review of the current RES may also provide opportunities to ensure that the Neighbourhood Investment Plan is best placed to contribute to agreed goals. As part of the review process the DTI has set out guidance that all RDAs need to follow – many of the core principles behind the Neighbourhood Investment Plan mirror these. For example:

- the review should be underpinned by a sound evidence base and analysis, which demonstrates the need for intervention (this mirrors the data analysis component of the Neighbourhood Investment Plan)
- consistent, aligned with, and complementary to other key regional planning documents, particularly the regional spatial strategy and national policy priorities (there are connections here to the strategic alignment component of the Neighbourhood Investment Plan)
- realistic about public and private levels of investment in the region (the role of the Neighbourhood Investment Plan in identifying need for investment and supporting its realignment via LAAs is relevant here)
- unique, reflecting the characteristics of the region and the need for region-specific action to address key issues (there are connections here to the neighbourhood-based approach to planning which will result in locality-specific service delivery and investment).

A major part of EEDAs delivery in Peterborough is through the Investing in Communities (IiC) programme which aims to achieve holistic regeneration through encouraging and enabling partnership working across the public, private, voluntary and community sectors.

Funding available through the programme will enable a range of strategic interventions to be delivered leading to tangible change and improvement within communities.

At its heart, the LiC programme aims to:

- strengthen the co-ordination of strategic planning and investment in order to improve the impact of public service resources on reducing disadvantage
- provide greater access and opportunity within the labour market
- create the right conditions for enterprise to benefit disadvantaged communities
- address the causes of disadvantage such as low skills and poor access to services.

Alongside the specific interventions outlined in the attached application – e.g. the development of the community and social enterprise centre – the Neighbourhood Investment Plan will play an important role in supporting all sectors to deliver to the overarching aims of the LiC programme.

Additionally the Peterborough Regional Economic Partnership is responsible for contributing to and delivering against the Regional Economic Strategy. The Partnership aims to achieve managed growth, improve prosperity and enhance quality of life for all of Peterborough's communities. The vision that "Peterborough will be an area to which people and businesses will want to relocate, and in which they will wish to remain, owing to the thriving economy and the high quality of life enjoyed in our urban and rural environments"<sup>5</sup> will clearly be contributed to via the Neighbourhood Investment Plan.

## **6.8 Opportunity Peterborough**

Opportunity Peterborough, Peterborough's Urban Regeneration Company, was launched in 2005. Since then the focus has been on building an understanding of the needs of the City and forming meaningful partnerships across sectors to achieve delivery. An Integrated Growth Study has recently been commissioned which will set out the vision for development in Peterborough over the next fifteen years to help meet our growth targets of 25,000 new homes and 20,000 new jobs (net).

Clearly the work of Opportunity Peterborough and more importantly plans for growth in the City need to be fully aligned with the national and regional policy perspective previously discussed against which the Neighbourhood Investment Plan operates. This includes the role of local citizens and elected Members as place shapers, the need to target LAA priorities at the real needs of our neighbourhoods, and the enhanced role that communities should play in managing assets or delivering services.

It is anticipated that further alignment between Opportunity Peterborough's work plan and the principles of Neighbourhood Investment Planning will be achieved over the next few months – critical if growth is to benefit all communities and is to be sustainable.



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<sup>5</sup> Taken from the PREP web site – [www.prep-peterborough.org](http://www.prep-peterborough.org)

## 7. Summary

Peterborough's Neighbourhood Investment Plan is a strong response to:

- changes in national and regional policy, including the emphasis being placed on the future role of the LAA and the role of communities in delivering it
- the challenging socio-economic development and growth agenda that exists for Peterborough.

The Neighbourhood Investment Plan will enable the LSP to be more responsive to need, based on access to better quality data and information, and on the outcomes of community planning and engagement processes. It will help ensure that we are ready for the new Comprehensive Area Assessment process through the provision of shared risk management and joined-up solutions, and it will help us to ensure that the most appropriate targets are set in the new LAA and that there is a culture of transparency and accountability in delivering to them.

Finally, the Neighbourhood Investment Plan will enable us to shape policy, 'bend' mainstream spend at neighbourhood level, and to access new resources through the production of prioritised community plans.



## **APPENDIX 1: Community Action Plan Generic Template**

### **Part 1 - Background information on the Community**

- Data
- The People
- The area
- History
- Services provided

### **Part 2 - Consultation on the needs of the Community**

- Consultation Methods
- Key issues arising from the consultation
- SWOT analysis

### **Part 3 - Vision and mission statement**

- Aims and Objectives
- Measuring Progress

### **Part 4 - Activities and Projects**

- Summary of current work and any work done in the past
- Planned projects and activities

### **Part 5 - Community Partnership Structure and Management**

- Structure of the Partnership
- Accountability
- Ongoing Consultation
- Delivery
- Implementation Plan
- Risk Assessment

### **Part 6 - Action Plan**

### **Part 7 - Linkages with other priorities/strategies**

### **Part 8 - Monitoring, Review and Evaluation**

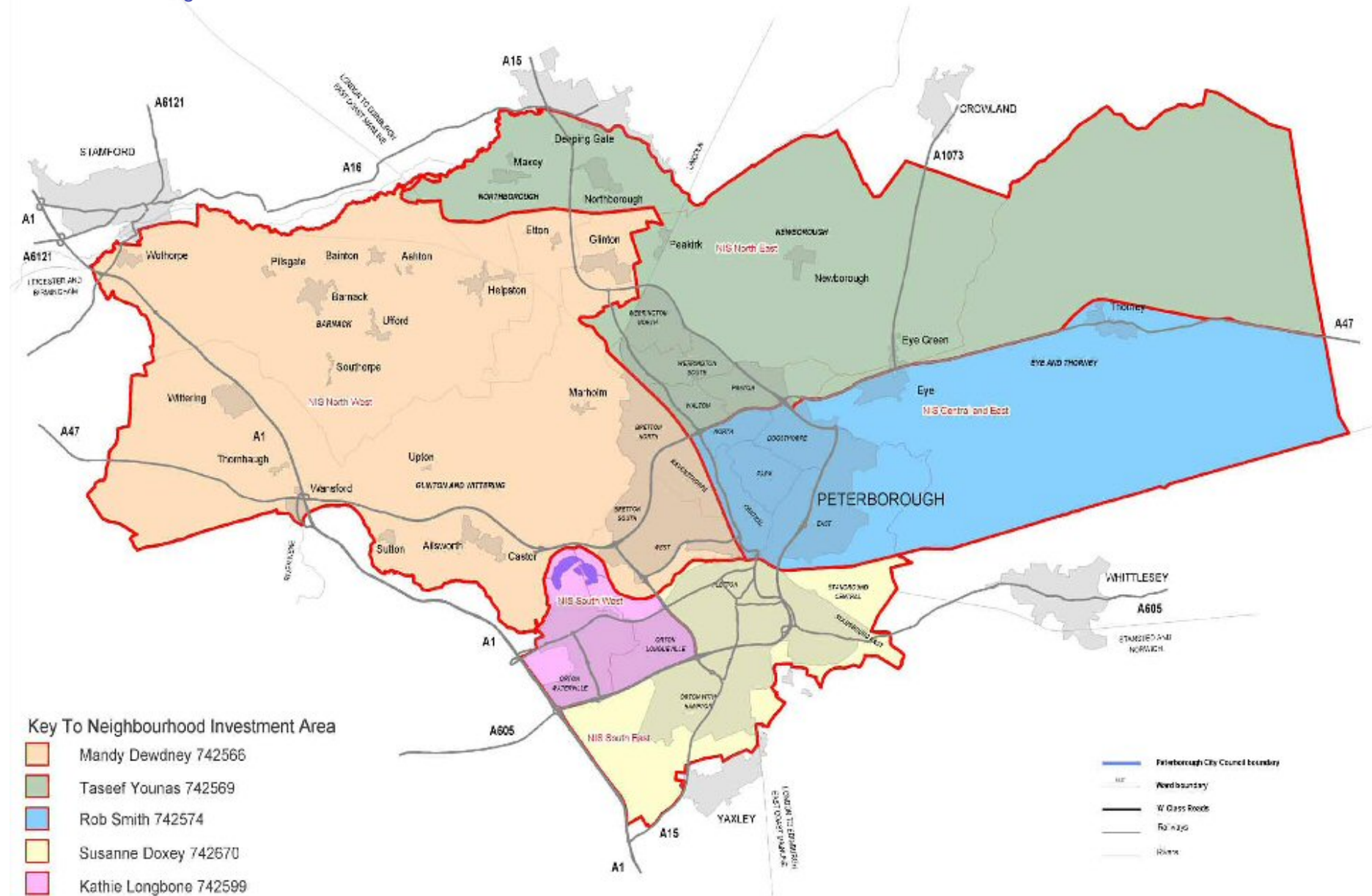
### **Part 9 - Sustainability/Forward Strategy**



APPENDIX 2: Outline Delivery Plan – 2007/08

ID	Task Name	2008													
		Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
1	<b>GOVERNANCE</b>	[Gantt bar: Mar to Sep]													
2	Launch NI Strategic Partnership	[Gantt bar: Apr to Jun]													
3	Launch NI Programme Board	[Gantt bar: Sep to Oct]													
4	<b>NEIGHBOURHOODS</b>	[Gantt bar: Mar to Apr]													
5	<i>Working towards all components of the Community Action Plan:</i>	[Gantt bar: Mar to Apr]													
6	<b>North East</b>	[Gantt bar: Sep to Dec]													
7	Paston (via Energy for Paston)	[Gantt bar: Sep to Dec]													
8	Werrington (via Neighbourhood Council)	[Gantt bar: Oct to Dec]													
9	<b>North West</b>	[Gantt bar: Mar to Apr]													
10	Bretton (via Bretton 2010)	[Gantt bar: May to Dec]													
11	Westwood and Ravensthorpe (via WRDT)	[Gantt bar: Sep to Dec]													
12	Ginton (via Parish Council)	[Gantt bar: Oct to Dec]													
13	<b>Central and East</b>	[Gantt bar: Mar to Apr]													
14	Inner Central Ward	[Gantt bar: Sep to Dec]													
15	Millfield and New England (via MANERP)	[Gantt bar: Mar to Apr]													
16	Greater Dogsthorpe (via GDP)	[Gantt bar: Mar to Apr]													
17	Eye (via Parish Council)	[Gantt bar: Sep to Dec]													
18	Thorney (via Parish Council)	[Gantt bar: Aug to Dec]													
19	<b>South East</b>	[Gantt bar: Sep to Dec]													
20	Full South East area (via new South East Community Partnership)	[Gantt bar: Sep to Dec]													
21	<b>South West</b>	[Gantt bar: Sep to Dec]													
22	<b>Full South West area (via new South West Community Partnership)</b>	[Gantt bar: Sep to Dec]													
23	Phase 1 - Service Provider engagement	[Gantt bar: Sep to Dec]													
24	Phase 2 - Community Planning	[Gantt bar: Jan to Feb]													
25	<b>Other interventions:</b>	[Gantt bar: Mar to Apr]													
26	<b>North East</b>	[Gantt bar: Mar to Apr]													
27	Walton and Gunthorpe - develop new community partnership structure	[Gantt bar: Jan to Feb]													
28	Villages - confirm NIP approach through Parish Councils	[Gantt bar: Mar to Apr]													
29	<b>North West</b>	[Gantt bar: Mar to Apr]													
30	West Town - develop new community partnership structure	[Gantt bar: Mar to Apr]													
31	Longthorpe/Netherton - develop new community partnership structure	[Gantt bar: Mar to Apr]													
32	Establish combined community partnership for Brett, W/R and West Town	[Gantt bar: Mar to Apr]													
33	Villages - confirm NIP approach through Parish Councils	[Gantt bar: Mar to Apr]													
34	<b>Central and East</b>	[Gantt bar: Jan to Feb]													
35	Parnwell and East - develop new community partnership structure	[Gantt bar: Jan to Feb]													
36	<b>THEMATIC PRIORITIES:</b>	[Gantt bar: Mar to Apr]													
37	Support development of a rural strategy linked to NIP	[Gantt bar: Mar to Apr]													
38	Deliver Quirk Review Pilot (asset transfer)	[Gantt bar: Sep to Dec]													
39	Contribute to and influence the Community Strategy refresh	[Gantt bar: May to Dec]													
40	Contribute to and influence the new LAA 2008/09	[Gantt bar: Sep to Dec]													
41	Embed the Compact into NIP and LSP work	[Gantt bar: Mar to Apr]													

### APPENDIX 3: Neighbourhood Investment Boundaries



**APPENDIX 4: Strategic Growth and Development Division: Senior Management Structure**



## APPENDIX 5: Neighbourhood Investment Strategic Partnership Terms of Reference

### 1. Purpose

To provide strategic leadership and direction to the Neighbourhood Investment Programme in Peterborough.

### 2. Aims and Objectives

The Neighbourhood Investment Strategic Partnership (NISP) aims to ensure the effective development and delivery of the Neighbourhood Investment Programme in order to achieve the following:

- Close the gaps that exist between our most deprived and least deprived communities
- Ensure that all of our residents benefit from the growth of Peterborough
- Ensure that all potential stakeholders have opportunities to benefit from the development of a locality-based approach to planning and investment
- Empower communities, the public, private and not-for-profit sectors to contribute to the neighbourhood investment approach
- Ensure effective, meaningful and fully joined-up partnership working between NISP members
- Ensure that future governance arrangements are appropriate in order to sustain the neighbourhood investment approach and to maximise new opportunities for investment or planning.

### 3. Activities

The NISP will:

- Provide the strategic direction and leadership required for the development and delivery of the Neighbourhood Investment Programme
- Report on progress to the Greater Peterborough Partnership Executive Group, Board and other Partnerships as required
- Engage with other strategic partnerships to ensure co-ordinated responses to shared issues
- Inform the wider stakeholders of development of regeneration and renewal programmes for Peterborough based on Neighbourhood Investment Programme principles
- Inform the wider stakeholders of development of growth plans for Peterborough based on Neighbourhood Investment Programme principles
- Agree joint priorities and targets across Partnership members towards the achievement of the aims and objectives set out above
- Ensure that stakeholders described above are given appropriate opportunities to engage in the Neighbourhood Investment Programme and their contributions are valued and respected
- Champion and oversee the development of appropriate governance arrangements in the future to ensure that maximum opportunities are taken to attract additional resources
- Communicate and engage with wider stakeholders to influence the development of the Neighbourhood Investment Programme.

### 4. Partnership Structure

The NISP is part of Greater Peterborough's Local Strategic Partnership structure and reports directly to the Greater Peterborough Partnership (GPP) Board.

The Chair of the NISP will sit on the GPP Board and GPP Executive Group.

The NISP may be supported by sub-groups that may be developed from time to time that will oversee specific areas of strategy and implementation. The Chairs of these sub-groups will sit on the NISP.

The structure, terms of reference, membership and activity of any sub-groups will be agreed in advance and reviewed annually by the NISP.

## **5. Membership**

The NISP will operate via a core of members although will engage and communicate with a wider group of stakeholders.

Members should be of sufficient seniority to give agreement to commit resources and actions on behalf of their organisations.

The core members of the NISP will be:

- Cabinet Member for Housing, Regeneration and Economic Development, Peterborough City Council
- Assistant Chief Executive, Peterborough City Council (1)
- Opportunity Peterborough (1)
- Peterborough Primary Care Trust (1)
- Cambridgeshire Constabulary (1)
- Cross Keys Homes (1)
- Peterborough Environment City trust (1)
- Peterborough Learning Partnership (1)
- Peterborough Council for Voluntary Service (1)
- Voluntary and Community Sector representatives (2)
- Peterborough Association of Local Councils (1)
- Chairs of NISP sub-groups.

The NISP will meet at least four times per year. Agendas and working documents will be issued at least one working week in advance of the meetings. Minutes will be produced and circulated within ten working days of each meeting.

## **6. Accountability**

The NISP will report to the GPP Board and GPP Executive Group.

The NISP will be chaired by the Cabinet Member for Housing, Regeneration and Economic Development, Peterborough City Council.

The NISP will review its structure, membership and activities annually and present any subsequent proposals to the GPP Board.

The NISP will hold at least one stakeholder event per year, at which it will involve the wider stakeholder group in strategic planning and development.



**APPENDIX 6: Greater Peterborough Partnership (LSP) Governance Structure**

