NEW DEAL FOR COMMUNITIES NATIONAL EVALUATION

SCOPING PHASE

NDC PARTNERSHIP REPORTS: A SYNTHESIS

CENTRE FOR REGIONAL ECONOMIC AND SOCIAL RESEARCH
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FOREWORD

New Deal for Communities is a key programme of the Government's strategy to tackle multiple deprivation in the most deprived neighbourhoods in England. It forms part of the National Strategy for Neighbourhood Renewal which is being co-ordinated and delivered through the Neighbourhood Renewal Unit. Over £1.9b has been committed to 39 NDC Partnerships, to be spent over a ten year period on tackling issues in five key areas: worklessness; health; education; crime and community safety; and housing and the environment.

The NDC programme is being evaluated by a team of universities and consultancies with expertise in the evaluation of neighbourhood renewal programmes. The team is led by the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University. New Deal for Communities offers a unique opportunity to learn lessons about what works (and what doesn't) in neighbourhood regeneration. By evaluating the programme on a national basis the evaluation team will draw together lessons from all the NDC Partnerships, look for common themes and experiences, and put together a valuable evidence base to inform effective policies for neighbourhood renewal throughout the country.

Between September and December 2001 members of the evaluation team have been engaged in scoping the main stage of the evaluation. Scoping involved a variety of activities, including: finding out what is happening in NDC Partnerships; reviewing delivery plans; and reviewing the evidence base across the five key outcome areas. The purpose of these activities has been to build a comprehensive picture of the nature of the NDC programme at the start of the evaluation and to highlight issues and themes for future evaluation activity.

This report represents one output from scoping activities. It is not an evaluation report, but is intended to provide the evaluation team, the NDC Partnerships, the NRU and other stakeholders with a 'snapshot' analysis of the Programme.

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NDC REPORTS: A SYNTHESIS

INTRODUCTION

- This report synthesises the findings of the 39 partnership scoping reports produced by the National Evaluation team.

- The aim of this report is to identify key characteristics of NDC partnerships and the main issues facing them, in order to inform the main phase of the NDC national evaluation.

- Partnership scoping reports were drawn up in discussion and agreement with NDC partnerships and hence reflect their views.

- The 39 NDC reports consist of a series of templates with commentaries. An analysis of the quantitative data from these templates is presented in a series of charts at the end of this report.

- It should be stressed that because of the time horizons involved, both the 39 Partnership scoping reports and in turn this synthesis are intended to present key issues rather than to reflect any more insightful analysis.

Key Issues for the National Evaluation

- NDC areas vary widely in terms of population, geography, communities, local politics and regional context. However it is possible to identify types of NDC areas.

- Partnerships tend to play down the inter-actions between the NDC locality and the wider urban or sub-regional context. This is an issue which the national evaluation will need to explore through the proposed 'Local Context Analyses', one of which is to be produced for each of the 39 NDCs and subsequently revisited annually.

- There is a need further to explore factors which drive or hinder ABI synergy and to identify why it appears to vary from area to area.

- There are differences of views in relation to the extent to which NDCs are 'community led' or 'community centred. The National Evaluation needs to explore the balance of power between residents and agencies and the policy and practical implications of a community focussed approach.

- The National Evaluation will need to consider the implications and effectiveness of different structures, staffing models and management systems. In particular the evaluation should address the difficulties facing NDC partnerships in reconciling community led approaches on the one hand, with implementing rigorous and effective systems on the other.

- Although partners tend generally to support the concept of mainstreaming, there is as yet only limited evidence of this on the ground. The National Evaluation needs to explore the effectiveness and implications of contrasting approaches to mainstreaming.

- Partnerships generally welcome the National Evaluation and see it as an excellent opportunity through which to disseminate robust evidence on what works and why. However few partnerships would wish to see the evaluation as a mechanism through which to develop 'league tables', and many are concerned about survey fatigue in their locality.

- Racial tension is identified as a problem by more than half of Partnerships. As the NDC programme unfolds all the indications are that BME issues will play an increasing role in Partnership deliberations; in turn the National Evaluation team must ensure that all of its activities are sensitised to BME considerations.

Implications for Policy

- Synergy with other Area Based Initiatives (ABIs) varies widely with some areas making good linkages with certain initiatives and others failing to do so. Sports Action Zones and small Education Action Zones demonstrate the greatest levels of synergy, although these are present in relatively few NDC areas; Employment Zones, Excellence in Cities and Youth Inclusion Programmes demonstrate the least synergy. As is discussed in the recent Local Government white paper, early evidence from the evaluation suggests there is scope for greater synergy across and /or rationalisation of, ABIs.

- NDC partnerships are committed to community involvement and empowerment, although there are differences of view as to whether NDC is a 'community led' or 'community focussed' initiative. Resident Board membership is high at 48.6%; however many resident Board members are having to undergo steep learning curves and burnout is perceived as a problem. There are often tensions in relation to who represents the community, together with apparent divisions within communities; partnerships generally need to broaden community engagement and do more to involve hard to reach groups. The National Evaluation will in due course disseminate evidence with regard to the most effective mechanisms through which to reach and to sustain the interest of harder to reach groups.

- Stakeholders are involved in NDCs to differing extents. There is generally good involvement from local authorities, the Police and the health sector; a more varied involvement from education, employment and the voluntary sector; but more limited involvement from businesses, social services and leisure/youth services. Professionals working in key agencies and departments often have to overcome a certain degree of mistrust from NDC communities.

- NDCs have to strike a difficult balance between building community capacity and inclusive project development systems and structures on the one hand and meeting delivery plan targets on the other. Appraisal systems in particular are often seen as complex and bureaucratic, acting as barrier to community engagement and to project progress in general. This is an issue which will need to be taken on board by both the National Evaluation and the emerging teams of Neighbourhood Renewal Advisers.

- There is only limited evidence of mainstreaming although many NDCs have stakeholder commitment in principle; Barriers to mainstreaming include stakeholder organisational funding constraints, lack of capacity and pressure to meet mainstream targets.

- Few NDC partnerships have given detailed consideration to local evaluation. Whilst this does provide something of a vacuum within which the National Evaluation can operate, it also points to the importance of ensuring that as the evaluation unfolds it should seek to develop and disseminate good practice in relation to local evaluation.

- GORs' involvement, support and advice role varies widely, with correspondingly wide variation in NDCs' perceptions of their usefulness. NDCs are unhappy with the dual monitoring and advice role of GORs and want more technical day to day advice from GORs. There is some unease with DTLR/NRU guidance, and training.

1 CONTEXT

People

The average NDC area population size was 9,957. The smallest NDC area was 5,900, while the largest was 18,059.

The ethnic makeup of NDC areas varied considerably, with BME populations ranging from 0.6% to 74% (based on 1991 census figures). *Figure 1* shows the range of BME populations in NDC areas. Nearly half of all NDC areas have BME populations of less than 5% (the England average in 1991 was 6.2%), while nearly half have significantly higher BME populations than the national average. NDC schemes in London, the West Midlands and Yorkshire and Humberside had the highest BME populations overall, while NDC schemes in the North West, the East and South West had the least. 21 NDC areas had higher BME populations than the average for their local authority area, while 18 had lower BME populations than their local authority average.

Places

With only a few exceptions, NDC schemes were located in cities, with nearly two thirds in inner city areas, and nearly one third in peripheral locations. Nearly two thirds of NDC areas consisted of mainly social housing, and nearly one third had a mix of private and social housing. NDC areas in peripheral locations tended to be dominated by social housing, while inner city areas were often more mixed. Over one third of NDC areas included both residential and industrial uses.   NDC areas frequently had limited shopping facilities and services.

Partnerships were asked about physical environmental factors which helped or hindered their delivery of the NDC programme. The main contextual factors which helped NDC programmes were:

- good transport
- some quality housing
- quality open space
- low density housing.

Considerably more NDC partnerships reported hindering factors, the main ones being:

- poor housing
- low demand for housing
- poor open space
- isolation
- poor transport
- derelict land.

Communities

The majority of NDC partnerships felt their NDC areas consisted of more than one distinct community both in terms of physical neighbourhood and identity. NDC areas often consisted of more than one housing estate - one NDC area had 11 different housing estates -and sometimes communities within NDC areas were separated by physical features such as major roads, or, in one case, a river. Communities within NDC areas sometimes differed in terms of population characteristics (such as ethnic balance) and physical characteristics (such as housing tenure). There were varying levels of coherence between communities in NDC areas, but several NDCs reported problems of territorialism, and in 2 NDCs in particular, community differences had caused serious tensions. In a small number of NDC areas, boundaries had been 'fudged' due to political pressures, pressure from local residents and the need to align boundaries with existing local authority strategies.

NDC areas varied considerably in the numbers of voluntary and community organisations with a presence in their areas, ranging from 1 to 107, with an average of 25. Local voluntary sector organisations existed in the greatest numbers, followed by tenant and resident associations and self help groups.

NDC partnerships were asked about factors which helped and hindered the NDC programme in terms of community networks and community relations. The main factors which helped were:

- existing community networks
- strong community spirit/identity
- community support for NDC.

The main hindering factors were:

- racial tension
- high levels of and fear of crime
- poor relationships with statutory agencies
- limited community networks
- community divisions.

Politics

Three quarters of NDC areas were in labour majority local authority areas, with 10% lib dem, 10% hung, and 5% conservative. The main political factors helping the NDC agenda were:

- support for NDC
- support for community participation
- stability.

The main hindering factors were:

- lack of political consensus

- low voter turnout in NDC areas
- traditional top down 'paternalistic' local authorities.

Regional and Sub-regional context

Social and economic conditions beyond NDC areas, for example the availability of job and education opportunities nearby, will inevitably have an impact on what NDCs are able to achieve and on their approach. While most NDC areas are within local authority areas which are disadvantaged in relation to their region as a whole, there are considerable disparities between English regions.

- London stands out from other regions in terms of inequality: London has one of the highest GDP per head of any region in the EU, but some London boroughs suffer extremely high levels of disadvantage. High localised levels of unemployment sit alongside skills and labour shortages, and housing affordability is a key problem.

- The South East, East and South West all have strong regional economies but with pockets of disadvantage. Housing affordability is a particular problem in the South East, while parts of the East and South West are disadvantaged by geographical isolation.

- Yorkshire and Humberside, the North West and the North East are all facing problems associated with industrial restructuring such as high unemployment, derelict land, low housing demand and slow population growth and in some cases population decline.

- The East and West Midlands present a more mixed picture with some sub-regions facing problems of industrial restructuring but others experiencing growth. In contrast with other regions, manufacturing still plays a key role in the West Midlands economy.

2 RELATIONSHIP TO OTHER AREA BASED INITIATIVES

ABI Track Record

NDC areas varied in the extent to which they had been targeted by previous Area Based Initiatives. Several areas had only limited ABI coverage, but existence of ABIs close by meant they could benefit from local authority and agency experience of regeneration and partnership working, and in some cases, staff credibility where staff had come from other local ABIs. Nearly half of all NDCs had existing good partnership arrangements and past agency experience as a result of other ABIs in the NDC area, or close by. Conversely, in nearly half of NDCs, there was a legacy of community cynicism and low expectations where past ABIs had failed or had a limited impact.

ABI Synergy

Most Delivery Plans referred to linkages with other ABIs, and 2 partnerships identified synergy with other ABIs as a key factor in bringing about change.

Partnerships were asked about other ABIs currently operating in the NDC area. They were asked about geographic fit with NDC schemes as well as synergy with NDC schemes in terms of strategy, funding, projects and evaluation. Analysis of partnership responses is shown in *Figures 2-7*

There were 10 national ABIs which mainly featured in NDC areas:

- Single Regeneration Budget - SRB
- Health Action Zone - HAZ
- Education Action Zone - EAZ
- Employment Zone - EZ
- Excellence in Cities - EiC
- Sure Start
- European Union Funded ABIs - EU
- Small Education Action Zones - SEAZ
- Sports Action Zones - SAZ
- Youth Inclusion Projects - YIP

- *Figure 2* indicates the percentage of NDCs with these ABIs operating in the NDC area. SRB and HAZ were the most frequently occurring ABIs. These were followed by EAZ, EA, EiC and Sure Start, with relatively few SEAZ, SAZ and YIP schemes.
- *Figure 3* shows how different ABIs fit geographically with NDC. The most frequently occurring 'fit' was for NDC areas to be wholly within the boundaries of other ABIs. NDC areas were also partially within a significant number of SRB, EAZ, EZ, Sure Start, EU and SEAZ schemes. Relatively few (20% or less) NDC areas had ABIs wholly within their boundaries, and no EZ, EU funded and SAZ schemes fitted wholly within NDC areas. Only a small number of NDC areas were co-terminous with other ABIs. The only ABIs which had co-terminous boundaries with NDC areas to any extent were Sure Start, SAZ and YIP (although

as shown in Chart 1 all three of these ABIs feature in relatively small numbers in NDC areas).

- *Figure 4* shows an average 'synergy score' per ABI. ABIs were given 1 point for whether they demonstrated evidence of synergy with each NDC in each of the areas of strategy, funding, projects and evaluation, with a maximum score of 4. The points were totalled and then divided by the number of each particular ABI to derive an average 'synergy score'. SEAZ and SAZ demonstrate the greatest average synergy with NDC, although again, these were present in NDC areas in relatively small numbers. SRB, HAZ, EAZ, Sure Start and EU ABIs all demonstrate similar average levels of synergy, with EiC, YIP and EZs demonstrating the least.

- Some individual NDCs had considerable synergy with SRB schemes. In some cases:
  - NDC was seen as a 'logical successor' to SRB schemes
  - NDCs were able to use SRB systems initially to implement 'quick win' projects and to adapt them for longer term use
  - NDCs were able to build on community capacity and structures established by SRB schemes.

- However in 2 NDC areas, there was a sense of being 'anti-SRB' due to past failure, particularly to involve the local community

- Individual NDCs varied considerably in the extent to which they had been able to make linkages with EAZ and HAZ schemes, with some making good linkages and others failing to do so. Links with EAZ were sometimes hampered where there was no secondary school in the NDC area.

- *Figure 5* shows the extent to which NDC schemes demonstrate synergy across all the ABIs operating in their areas. The total number of synergy points for each ABI (again in terms of strategy, funding, projects and evaluation) was divided by the number of ABIs in the NDC area, again with a maximum score of 4 per NDC scheme. The chart shows the number of NDCs which scored in a particular range, broken down by all partnerships, Pathfinders and Round II. Pathfinder partnerships demonstrate significantly greater overall synergy with other ABIs than Round II. This perhaps suggests that greater synergy is achieved over time.

- *Figure 6* shows the average scores per area of synergy i.e. in terms of strategy, funding, projects and evaluation and *figure 7* shows percentage scores per area of synergy broken down by particular ABIs. There was most evidence of synergy between NDCs and other ABIs in terms of strategy, with 80% of ABIs demonstrating synergy in this area, followed by projects and funding, with least evidence of synergy in terms of evaluation. To some extent, this reflects the early progress of many NDC partnerships in terms of implementing projects, and particularly in terms of considering evaluation, and again, this suggests that NDC ABI synergy may be increased over time. In fact many NDCs said they were planning to improve synergy with other ABIs.

- Synergy with ABIs was brought about in several ways including:
  - co-location of offices
  - regular meetings and close staff working
  - facilitation by the local authority through liaison officers, meetings and regeneration structures.

- In some NDC schemes synergy was helped by wider regeneration strategies at neighbourhood, local authority or even sub-regional level which had brought together a range of ABIs and interventions. Emerging Local Strategic Partnerships were also seen as having the potential to enable synergy in some areas. However in one NDC area, there was widespread opposition to the city wide regeneration strategy.

- Barriers to ABI synergy were the complexity and difficulty of keeping track of ABIs where there were a large number of them in the NDC area and in one NDC area it was felt there was competition between ABIs.

- Some NDC partnerships felt that NDC funding meant that the NDC area would 'go to the bottom of the list' for funding for future ABIs.

3   DELIVERY PLANS

Assessment of Delivery Plans

Delivery plans were assessed as 'weak', 'average' and 'strong' against 12 different criteria in discussions with partnerships. *Figures 8-10* show the percentage of partnerships given 'weak', 'average' and 'strong' assessments under each question for all partnerships, Pathfinders and Round II partnerships. Overall, most Delivery Plans fell into the average and good assessments, with 14% of Delivery Plans falling into the weakest assessments, 47% in the average and 39% in the strongest.

All Delivery Plans were strongest on:

- domain diversity
- relationship of the baseline to the delivery plan
- relationship to wider context
- clarity of milestones and outcomes
- being forward looking/strategic.

Delivery Plans were weakest on:

- techniques for identifying mainstream funding
- option appraisal
- risk analysis.

Overall, pathfinders showed a similar profile of answers to all partnerships, with slightly more responses in weak categories (18%) and slightly fewer in strong categories (35%).

Areas of strength and weakness were similar, but pathfinders showed fewer 'strong' assessments than did Round II partnerships in relation to:

- quality of baseline
- use of evidence to inform the delivery plan

and more 'weak' assessments than Round II partnerships on:

- clarity of milestones
- risk assessment.

Round II delivery plans were generally stronger than Pathfinders, with an average of 11% of delivery plans falling into weakest categories as opposed to 18% of pathfinders; and 43% in strongest categories as opposed to 35% of Pathfinders. This might suggest that Round II partnerships were able to build on lessons learned from Pathfinder delivery plans. Round II delivery plans were particularly stronger than Pathfinders on:

- quality of baseline
- use of evidence to inform the delivery plan

- clarity of milestones and outcomes.

Round II partnerships showed particularly less weakness than Pathfinders on:

- risk analysis
- quality of the baseline (with no Round II partnerships in the weakest category).

Baseline information

- Delivery Plans used a wide range of information, with on average, 16 different sources of information being used, ranging from 4 to 32.

- Most NDC partnerships used census information and some had also used other demographic information.

- Most NDCs had carried out household surveys and several had carried out business surveys.

- Numbers of information sources used were fairly evenly distributed across all domains.

Particular problems with baseline information were:

- the lack of NDC area specific data;

- Census data was out of date, particularly a problem for estimating BME populations as these were often changing quickly;

- educational data tended to be available for schools but not individual pupils, which was problematic when children from NDC areas attended several different local schools;

- doubts in some areas about the reliability of baseline household surveys, due in some cases to small sample sizes, poorly framed questions or poor response rates.

Some partnerships were concerned about predicted population changes during the life of the NDC programme particularly where incomers to the NDC area were likely to be non-English speakers or have lower attainment levels and the impact this would have on NDC outcomes.

Future Plans for Information

Several NDC partnerships intended to revise, revisit or fill in gaps in baseline data and were planning different ways of doing this. Several were intending to carry out further surveys to revisit the baseline and several were also looking at domain specific surveys for example, stock condition surveys where major housing improvements were planned. Some NDCs were intending to use information from other surveys being carried out locally.

Other future plans for information included:

- community profiling, or similar exercises
- using GIS
- focus groups
- improved mainstream service provider information.

Changes to delivery plans

Several partnerships, particularly Pathfinders had moved away from their original delivery plan. Changes included:

- most commonly, plans to revise the delivery plan in response to revised baseline information;
- changes to outcomes including clarification, clearer links with the baseline and reducing the number of outcomes and/or themes to improve the manageability of the programme;
- taking a more strategic approach;
- new themes or emphasis to reflect emerging community concerns as a result of ongoing consultation;
- some partnerships now considered that delivery plans were too ambitious, particularly where less funding had been awarded than had been bid for.

Theories of Change

The research team looked at whether delivery plans were guided by any theories of change, i.e. did the programme set out in the Delivery Plan demonstrate any consistent ideas or views about what would enable change to be brought about in New Deal areas. Theories of change were often implicit rather than explicit, and tended not to be particularly well developed.

Most commonly, NDC partnerships based their theories of change around community involvement and empowerment, in particular building social capital and community capacity to create a culture of self help and self sufficiency, and to raise community self esteem, aspirations and confidence. These were seen as important for achieving sustainability. Community self-esteem was in some cases linked with improving educational attainment and skills to increase employability and aspirations.

Several NDCs also felt it was important to target young people, as they were *'the future'* of the area and in order to intervene early in the *'cycle of deprivation'*.

Several NDCs emphasised a strategic, holistic and cross cutting approach.   In particular, the aimed to bring about cultural change in service providers to enable mainstreaming and sometimes linked this with neighbourhood management.

Some NDCs saw physical improvements as being a key driver for change. London NDCs were the only NDCs to identify housing improvements as a driver for change, although some NDCs outside London felt making the area generally more attractive would lead to change.

Other theories of change included:

- creating links with areas outside the NDC area
- building on the strengths of the area
- multiple interventions.

4 PARTNERSHIP BOARDS, STRUCTURES AND STAFF

Membership

Several partnerships were in the process of restructuring often as part of incorporation and/or about to hold community elections, so the balance of representation is likely to change. Average Board size was 23 members, with the largest at 30 and the smallest at 12.

By far the biggest group represented on Boards was residents, with average resident board representation at 48.6%; the greatest being 65.2% and the least 33.3%. 18 Boards in total have a resident majority. 10 out of 17 Pathfinder NDCs had a resident majority, while only 8 out of 22 Round II NDCs had a resident majority. The average percentage of resident board members in Pathfinder partnerships is 53% while the average percentage for Round II is 47.6%. This may partly be accounted for by the fact that some Round II structures were still interim and partnerships were intending to increase resident representation following community elections. Where elections had been held, in a few NDCs, turnout had been higher than for local elections, giving resident directors a strong mandate.

The next biggest group represented was 'others' at an average of 13.22%. 'Others' included:

- faith groups
- housing associations
- representatives of excluded groups, for example, BME, youth etc (several partnerships felt they had been successful in achieving an ethnically representative board, but the representation of BME women often continued to be a problem)
- other ABIs and local regeneration partnerships
- local schools, colleges and universities.

This was followed by total local authority representation which averaged 12.3%. Of local authority representation, councillors were the biggest group at 8.28%. Other sectors were represented in much smaller numbers. Average business representation was 6.02%. Several partnerships commented that they had found it difficult to secure business representation. Average voluntary sector representation was 4.94%, health 4.5%, employment 3.99% and Police 3.89%. There seemed to be some uncertainty over whether the Police could be directors of companies and some therefore played an advisory role where the partnership had company status.

Board Operation

There were concerns in several partnerships that Board members, particularly resident members, were on a 'steep learning curve' and were having to develop competencies and capacity very quickly. In some partnerships Board members seemed to be unsure about their precise role and unsure about the division of responsibilities between the executive staff team and the Board.

In some cases it was felt that the Board were too concerned with operational detail, were reluctant to delegate decision making and found it difficult to take a strategic

and long term view. This was perhaps a result of inexperience and uncertainty over roles. It was also felt that pressure to deliver projects (from both communities and the Government) impeded a strategic approach.

Burnout, or fear of burnout, was a problem, again particularly for community board members. In many partnerships there seemed to be a 'huge burden' of meetings and 'high expectations' of board members' time commitment. It could be that burnout is also exacerbated by a concern with operational detail that could be dealt with at a lower level, and the need to develop competencies quickly.

There seemed to be a degree of conflict on some boards, between residents and stakeholders, between residents and staff and sometimes between different board 'factions', which are discussed in more detail in the next section on stakeholders. In particular, it was suggested that Board inexperience had led to tensions between Board members and staff.

Support and Training

Many Boards had organised or were planning to organise training and away days to build expertise and partnerships, but this required a further time commitment from Board members. In some cases, ongoing Board support was provided by voluntary sector and regeneration agencies.

In addition, some NDCs thought community board members should be paid, to reflect the level of work that they were undertaking.

Legal Status

Of the 39 Partnerships, 15 had legal status or were in the process of gaining legal status, most being Companies Limited by Guarantee. Of these, 3 were also Community Development Trusts, and 2 had charitable status. 11 Pathfinder partnerships had legal status, and only 4 Round II partnerships had legal status. Most partnerships had gained legal status in 2001, with 3 gaining legal status in 2000, and one in 1999 although the company formed then was now dormant.

Of the currently unincorporated partnerships, several were in the process of gaining legal status. Two were happy with their current status and progress and had no immediate plans for change, while others were still considering options.

The main impetus for gaining legal status seemed to be to establish operational independence from accountable bodies, particularly for the partnership to employ staff, receive income and in some cases, to own assets. In one or two cases, the impetus for independence was due to tensions with the accountable body. Some partnerships also felt that they needed to gain legal status in order to clarify the role and responsibilities of board members and so that the community felt more in control of the partnership. However in some cases incorporation had led to problems, for example with TUPE regulations, and a couple of partnerships felt that they had been poorly advised on the implications of incorporation and perhaps had been encouraged to incorporate before being ready to do so.

Accountable Bodies

With two exceptions, all NDC Partnerships had their local authority as an accountable body. Of the exceptions, one was using the local voluntary sector council, but negotiating for a local Housing Action Trust to take on the role, and the other was using a local Registered Social Landlord.

Structures

NDCs used a wide range of structures, but generally they had in place thematic groups below board level to develop programmes and sometimes projects. NDCs also used forums often to facilitate partner involvement, in particular community interest groups.

Some NDCs had spent a lot of time evolving the right structures and in some cases these were still being developed, or were under review.

Staffing

(i)   Employment models

Many NDC partnerships were in the process of recruiting key staff and building up staff teams. There were a variety of models of staff employment and wide variations in numbers of staff employed.

- Some NDCs were employing staff to deliver projects and had taken on large staff numbers.

- Several NDCs were using secondees or local authority staff; or had recruited staff who were then employed usually by the accountable body but sometimes by voluntary sector organisations.

- Some also employed staff directly who were then based with other organisations.

- Some NDCs were using consultants or regeneration agencies to deliver either the whole programme, or aspects of the programme such as project management.

- Some NDCs were making particular efforts to recruit local residents to staff teams, but this sometimes clashed with the need to get experienced staff in place quickly.

(ii)   Recruitment and workload issues

In many NDCs it was felt that staff had a heavy workload because of the need to implement structures and systems, as well as support inexperienced Boards, and that often staffing levels were inadequate. Conversely, where NDC partnerships had recruited a sizeable staff team in advance of implementing projects, this had often generated community dissatisfaction that NDC monies had been spent on staff rather than on implementing the programme. Several NDCs, particularly in London, had found difficulties recruiting and retaining staff with appropriate levels of experience

and had had to recruit interim staff or use external agencies to develop and deliver programmes.   Building a staff team was cited as a major hurdle by several partnerships. One NDC partnership had had four directors since the delivery plan had been approved. This was often seen as a significant factor in delaying progress, and had lead to problems of loss of momentum and continuity. This was exacerbated where the staff team who produced the delivery plan had been disbanded and a new team recruited. In some cases, this contributed to a lack of ownership of the delivery plan.

5   STAKEHOLDER INVOLVEMENT

Levels of Stakeholder Involvement

Most NDC partnerships felt they had secured good stakeholder involvement and commitment, although the agencies involved and the level at which they were involved varied from NDC to NDC. The commitment of key stakeholders was seen as an important success in the early stages of several partnerships.

A few NDCs were less happy with the level of stakeholder involvement in their partnerships. In some cases it was felt stakeholder involvement was down to 'interested individuals' rather than the agency as a whole; or that stakeholder involvement was not at a sufficiently senior level. Varying levels of commitment from different stakeholders was cited as a key hurdle to partnership building by several NDC partnerships. In some cases stakeholder organisational change and lack of resources acted as barriers to stakeholder involvement.

As well as Board level involvement, the main way in which stakeholders were involved was through thematic groups and some NDCs also had stakeholder forums or structures. Several NDCs were implementing Service Level Agreements with stakeholders, although these were generally at an early stage, and several were also looking at neighbourhood management.

Partnerships were asked which stakeholders were involved as Partnership Signatories and as Board Members. They were also asked to grade stakeholder involvement in strategic planning and local operations (i.e. projects) on a scale of 1-5. *figure 11* shows the percentage of NDC partnerships with individual stakeholders as partnership signatories and Board members. Stakeholder involvement at this level was relatively high, with only social services and leisure/youth involved in less than 50% of partnerships. Stakeholders with the greatest level of involvement as both signatories and board members were residents, health and police. Stakeholder involvement was generally greater as partnership signatories than Board members, particularly for education, housing, social services, regeneration, employment and leisure/youth.

Figure 12 shows that on a score of 1-5, residents, police, housing and regeneration showed the greatest involvement in both strategic planning and projects. The reason regeneration stakeholders were represented less at partnership signatory and board member level is possibly because regeneration interests were generally represented via the local authority, which may be represented at board and signatory level by other departments or local members. Interestingly the voluntary sector, housing, employment and leisure/youth showed greater involvement in planning than projects, but this could reflect the pace of project delivery: many partnerships may have been further advanced with strategic planning than projects.

Residents

While residents were involved in all aspects of all partnerships, as shown in charts 12 and 13, the extent to which they were involved varied between partnerships, and in a few NDCs it was suggested that professionals tended to initiate and run projects. Many NDCs also reported variable resident involvement in different domains/themes,

although again this varied between NDCs. Sometimes involvement in crime theme groups was hampered by mistrust of the police, while in other NDCs, there was considerable interest in dealing with crime. On the whole, it seemed to be harder to engage residents in education and worklessness domains. Some partnerships suggested that this was due to education and worklessness being perceived as longer term rather than pressing issues, and some suggested that this reflected the limited aspirations of NDC communities.

In some NDC partnerships there were particular tensions between residents and agencies. In many cases there was a mistrust of professionals and agencies due to past ABI failure or perceptions that the area had been 'neglected' by service providers. This was often coupled with the community wanting to 'go it alone'. As a result, some NDC resident stakeholders saw agencies as 'necessary but unwelcome'. In some cases, professionals were 'nervous' about their role in relation to the community and were reluctant to voice their opinions for fear of being seen as taking control. It was commented that where agencies had stepped back to allow residents to take control, they were accused of a lack of commitment, whereas if they became more involved, they were accused of 'hijacking' the NDC. In some cases community-agency relationships were seen to be improving over time.

An important issue here is whether NDC is defined as a 'community led' or 'community centred' initiative. Some partnerships had a clear community led ethos, whereas others emphasised the parity of residents and agencies. There were some comments that the interpretation of NDC as a community led initiative had in some cases raised unrealistic expectations among community members, had 'endorsed suspicion' of paid professionals (and sometimes paid staff) and had resulted in the disengagement of professionals from NDC. There were concerns that this resulted in a 'community knows best' ethos, where professionals were not heard and their expertise overlooked, which worked against evidence based and strategic approaches. Some partnerships suggested that multi-agency, community centred, partnership working was a more realistic approach than community led partnerships.

There were also problems and tensions in some cases over who represented the community, particularly between local councillors, voluntary sector organisations and residents.

Local authorities

Where tensions existed between residents and agencies, local authorities were often the focus of these. In nearly a third of NDCs, there were poor relationships between the community and the local authority. There seemed to be particular fears that local authorities would drive the NDC process rather than residents, and in some NDCs there was a tendency for local authority dominance. However, even where there had been initial difficulties, local authority-community relationships often seemed to be improving. Some local authorities were particularly commended as committed and supportive, as well as willing to learn from past mistakes.

The extent to which local authority departments were involved in NDC varied considerably. While some departments such as regeneration/economic development and housing were often seen as particularly involved and influential, there were

complaints about bureaucracy and a lack of partnership spirit in other sections of local authorities.

Housing redevelopment proposals were often central to NDC. Political sensitivities, community opposition to local authority proposals for housing stock transfer, or local authority opposition to NDC proposals for stock transfer hampered relationships with housing providers in some areas were often a key influence on relations with the local authority as a whole.

There seemed to be little engagement in NDC from social services, leisure and youth services, with some exceptions, even where local authority engagement was generally good. Many NDCs were keen for greater youth service involvement as they were prioritising youth projects and activities.

Health

Health stakeholders were frequently active NDC partners at both a strategic and operational level, and were often seen as willing to make significant changes to service design and delivery. Health professionals generally seemed to recognise the potential benefits of NDC. Where there were difficulties engaging health professionals this was often due to internal reorganisation, or different systems and priorities. In some, but not all, cases, partnerships had found it difficult to engage local GPs.

Police

The Police were widely seen as committed partners, with a particular incentive to engage with NDC because of their neighbourhood focus. In some cases, the Police were involved more at an operational than a strategic level and they sometimes had to overcome a level of community mistrust, which made it difficult for them to engage the community on crime and community safety issues. There seemed to be limited probation engagement, sometimes attributed to probation services being over-stretched.

Education

Education involvement seemed to vary widely. Many NDCs had successfully engaged local schools and colleges, but had had less success with LEAs. The transition from TECs to LSCs also seems to have hampered educational involvement in some cases.

Voluntary Sector

In some cases the voluntary sector played a key role in NDC, particularly in community capacity building, but often the voluntary sector was underrepresented in NDCs. This was sometimes down to a lack of voluntary sector infrastructure in the NDC area, and a lack of capacity among voluntary sector agencies to become involved and to submit projects. In some cases there were tensions with voluntary sector organisations, for example where there was resentment over the large amount

of resources available for NDC or sometimes there were differences of view between voluntary sector organisations and residents over who represented the community.

Business

Business involvement seemed to be particularly problematic. While business involvement at signatory and board level was relatively high, business involvement in strategic planning and local operations was very low. Many NDCs felt they had failed to engage business stakeholders, particularly larger employers. The main difficulty seemed to be a lack of businesses in NDC areas generally, and the fact that the businesses that were located in NDC areas tended to be small scale and lack the capacity to engage in NDC. There also seemed to be a lack of business representative structures in many NDC areas, or where these did exist, they had limited capacity for NDC involvement. NDCs were trying to overcome these problems by setting up business forums, although these were often at an early stage and had not yet achieved any particular success. One NDC had successfully engaged small businesses in a debate about public transport which was seen as relevant to them, while another was engaging in one to one contact to get involvement from a large employer.

Employment

Involvement of employment stakeholders was also problematic, although some partnerships had good relationships with the Benefits Agency, Employment Service and Inland Revenue. The Benefits Agency in particular seems to have seconded several staff to NDC schemes. Fragmentation and lack of joined up working between ES, LSCs and colleges had made engaging employment stakeholders difficult for some NDCs, while NDCs also had to deal with community mistrust of employment agencies.

6 COMMUNITY ENGAGEMENT

Community engagement was a key priority for most NDC partnerships, and effective community engagement was seen as essential to the success of NDC. Community engagement was an important element of many NDC 'theories of change'; and building community capacity and self reliance was seen as a means of ensuring NDC sustainability.

Methods

Partnerships were asked to indicate the methods they had used to engage members of the community in different NDC activity streams. *Figure 13* shows the numbers of NDC partnerships using specific methods for different activities. The chart gives an indication of which methods are most used by partnerships and the extent to which different methods had been used for particular activity streams, although the figures do not provide any indication of intensity of activity. Most NDCs had employed a wide range of methods to involve the community.

The most widely used methods were:

- theme groups
- leaflets and newsletters
- community work/outreach
- public meetings
- workshops
- surveys.

The least used methods were:

- citizens juries
- websites
- video
- elections
- planning for real
- community audits.

The activity streams where there seemed to be the greatest level of community engagement activity (i.e. in terms of number of NDCs using particular methods in that activity stream) were:

- delivery planning
- programme level strategy
- the five domains - with housing showing the most activity (perhaps because of established tenant participation structures) and education the least.

Areas where there seemed to be least activity were:

- evaluation
- BME groups

- project appraisal.

There seemed to be a fairly consistent pattern of distribution of methods over activities, with no one activity standing out where certain methods were used more than others.

Methods which NDCs had found particularly successful included:

- 'community chest' small grants programmes, which played an important role in raising awareness of NDC, building networks and developing capacity and skills;

- personal contact and 'word of mouth';

- participatory appraisal was used by one NDC, which had found it extremely valuable.

Community development staff were often seen as invaluable in engaging communities. Many NDCs had community development teams in place or were planning to recruit community development workers. One NDC had recruited local residents to work on community engagement and this was seen as providing an effective link with the community, while in another NDC, some community members felt that the fact that community development workers were not local would hinder their ability to engage the community, although this did not seem to be an issue for most NDCs. Several NDCs had community development strategies in place or were in the process of developing them.

Driving and Hindering Factors

Driving factors for community engagement were existing community and voluntary networks - over half of NDCs had these, but in many NDCs these were unevenly distributed across the community. A strong sense of community and identity were also driving factors in over a third of NDCs. On the other hand, a significant number of NDCs had limited community networks in their areas, which meant they were building community engagement from a low base. These NDCs often saw capacity and community network building, as well as building community confidence, as crucial to NDC success. Another considerable barrier was overcoming cynicism and apathy, often as a result of previous failed ABIs and overcoming difficult relations and mistrust of the local authority and other agencies. Overcoming community mistrust was identified as a major hurdle for a significant number of NDC partnerships.

Other hindering factors were community divisions, again in around one third of partnerships. This was often a factor where the NDC area consisted of distinct and often different communities and partnerships had to work hard to combat territorialism and help resident representatives to understand that they represented the whole community and not just their particular constituency. In a small number of NDCs, antagonistic factions within the community were causing significant problems for the scheme.

High population turnover and instability also worked against effective community engagement in a significant number of NDCs, as did limited community facilities.

Broadening Engagement

Many NDCs felt they had achieved reasonable success in engaging the community and establishing growing community networks, particularly where there had been a low base of community involvement. However, NDCs consistently were finding it difficult to engage the wider community beyond a core of activists. Often NDCs had been happy to engage a relatively small number of residents in the development stages, particularly because of time constraints, but were looking to widen and deepen community involvement. Where only a few residents were involved, there were particular concerns about volunteer burnout unless this was addressed. Often NDCs had successfully engaged residents at board level and within formal structures, but it was now a question of developing structures and methods to widen participation and to enable residents to get involved at the level they chose to be involved at.

Sustaining involvement was also seen as a key challenge for many NDC partnerships. Several had achieved a high level of engagement and interest in the delivery planning period, but were now finding it hard to maintain interest and attract new volunteers.

As well as widening levels of engagement, some NDCs were interested in addressing volunteer burnout and attracting new volunteers with rewards or incentives. One NDC was looking at offering certified training, while others were interested in paying expenses and allowances. Some were particularly concerned with how flexibility in benefits might be obtained so as to avoid volunteer incentives resulting in loss of benefits.

Many NDCs made the point that considerable time was required to enable meaningful engagement, particularly where there were limited existing networks. However this had to be balanced both against pressure from the Government to meet delivery plan targets, and also against pressure from the community for tangible and visible projects. An initial lack of visible projects was seen as a particular problem in maintaining community interest once the delivery plan had been approved. Often it was felt that cynical communities were waiting to see results before they were prepared to get involved. 'Quick win' high visibility projects had been found by some NDCs to be invaluable in engaging the community. Examples of 'quick win' projects included environmental clean ups, crime projects and community projects such as 'community chests'.

Hard to reach groups

Central to widening community engagement is involving 'hard to reach' groups. NDC partnerships generally recognised the need to engage 'hard to reach' groups and around half of all NDC partnerships saw this as a major hurdle. Discussion and definition of hard to reach groups illustrates the diversity of communities covered by the NDC initiative. For example: some NDCs found it hard to engage men, while others found it hard to engage women; some found some BME communities harder to involve than others; some found it hard to engage people under retirement age, while

others saw older people as a hard to reach group. In one NDC it was commented that the whole community seemed to be 'hard to reach'.

Widely used approaches across all hard to reach groups included:

- focus groups, networks and forums
- co-optee board places
- strategies for hard to reach groups
- support/outreach workers
- events and activities
- newsletters
- anti-discrimination strategies
- diversity training.

(i)   BME

Most NDCs had addressed the issue of reaching BME communities to some extent. In areas with significant BME communities, some BME groups were harder to reach than others. These were generally more recently arrived communities, particularly refugees and asylum seekers, where language or racial tensions (often due to a recent large influx of asylum seekers) created barriers. While asylum seekers were present in nearly half of all NDC areas, relatively few NDCs had made concerted attempts to reach them. Small or fragmented BME groups were hard to reach, and often 'hidden' within the larger community. Areas with very diverse ethnic or newly established communities often faced difficulties with languages, and some NDCs had made attempts to overcome this through translated written materials and translation equipment at meetings.

Racial tension was a significant issue, with over half of all NDCs reporting this as a problem, which meant that NDCs had to approach BME issues with considerable sensitivity. One NDC expressed concern that their approach of explicitly directing funding at BME groups could give rise to tension and that more subtle approaches should be found. Reaching BME groups seemed to be a particular issue in areas that had traditionally been seen as 'white', often in contrast to the sub-region as a whole. Often the BME population in these areas was increasing rapidly, but because of historical perceptions of the population makeup of the area, perhaps compounded by a lack of up to date population data, there was uncertainty on the part of partnerships over the needs of BME groups, which was often compounded by racial tensions in the community.

(ii)   Youth

Most NDCs were particularly keen to engage young people often because NDC areas had particularly high youth populations. In addition, young people were seen as 'the future' and therefore central to sustainability efforts and were also frequently seen as the main source of problems in the area. NDCs reported varying levels of success in engaging young people. Some NDCs had been successful in engaging young people in events and activities such as football teams and residential weekends, but had found it harder to engage young people in formal structures and meetings. Definitions of

'young' varied considerably, with some NDCs struggling to engage people under retirement age and NDCs were often unsure how to engage younger householders.

(iii)   Gender

NDCs varied in their views on gender. Some NDCs had struggled to engage women on an equal basis, while others found women to be more active than men, possibly as a result of historical tradition. BME women, for cultural reasons, and single mothers, because of time constraints, were seen as particularly difficult to engage. Generally NDCs found it harder to involve men, particularly white, young, single men and often seemed unsure how to engage them.

(iv)   Disabilities

There had been relatively limited attempts to involve people with disabilities, despite the fact that there were often relatively high numbers of these people in the area concerned. Many NDCs were aware of the fact that people with disabilities had so far been overlooked. Some NDCs had set up groups or networks, and very few said they offered information in special needs formats, or ran meetings that catered for special needs.

(v)   Older People

Little seemed to have been done to involve older people, although in many NDCs they were a significant proportion of the population. In many cases, while the active elderly were heavily involved in NDC, it seemed little had been done for less active and more frail elderly people.

(vi)   Travellers

Some NDCs had traveller populations, and had found them difficult to engage. One had employed community development workers with links to the traveller community to try to overcome this.

Communication and the Media

Relatively few NDCs had communications or PR strategies in place, despite the fact that some NDCs had experienced problems of negative reporting from local press. Some NDCs also felt that they weren't as good at publicising their successes as they should have been.

7 SYSTEMS, PROGRESS AND PRIORITIES

Partnership Priorities

Figures 14-17 aim to summarise where partnerships overall are prioritising their concerns and energies. The numbers show the score given by greatest number of partnerships for all partnerships, Pathfinders and Round II.

The tables shows that all partnerships are currently giving greatest priority to partnership building and community involvement, followed by financial management and mainstreaming, with least priority given to local evaluation. It was often felt that partnership building and community involvement were the greatest priorities at this early stage in the NDC programme, along with implementing projects, and that local evaluation and mainstreaming tended to be secondary concerns. Partnerships are generally taking a longer term approach, although, as might be expected, fewer partnerships said results had been achieved than said plans were being made and actions being taken.

Pathfinder partnerships show a similar pattern to all partnerships, however it is interesting to note that Pathfinder Boards rate mainstreaming and local evaluation as having less importance than do Round II partnerships. Pathfinders were taking a longer term approach, had made more progress with financial management and had achieved more results than Round II partnerships.

Domain Coverage and Progress

Partnerships were asked about project progress in all domain areas. *Figures 18-20* show the percentage of partnerships reporting progress under eight different stages and across all domains for all partnerships, Pathfinders and Round II partnership. As the charts demonstrate, there was fairly consistent progress across all domains.

All partnerships covered all domains, with the exception of one partnership which did not have a housing domain. 69% of NDCs also had additional domains or themes. The most common additional domains were around the themes of community development, empowerment and capacity building. Some NDCs had 'young people' as an additional theme, as well as 'tackling racism' and 'racial disadvantage'. Other less common themes included culture, leisure, transport, neighbourhood management and community safety.

Over 50% of partnerships had projects up and running across all domains with the exception of worklessness, where just under 50% of partnerships had projects up and running. Of the 69% of partnerships with additional domains, over 50% had projects up and running. The domain where greatest progress had been made in terms of outcomes was crime, whereas health projects had made least progress in terms of outputs and outcomes.

As might be expected, Pathfinder partnerships showed a greater level of progress than Round II partnerships, with again, fairly consistent progress across all domains. All Pathfinders had appraised projects in all the domains that they had identified in their delivery plans, and there was also a high rate of Pathfinders with projects approved.

In terms of outputs, least progress had been made on worklessness projects. Health had achieved least in terms of outcomes and crime projects had made the most progress in terms of outcomes and outputs.

Round II partnerships showed considerably less progress in terms of outcomes and outputs, as might be expected. No crime projects had achieved outcomes or outputs, which was perhaps surprising given the progress of pathfinder crime projects. Education and housing projects had made the most progress. Around 50% of partnerships had appraised projects across all domains.

Systems and Progress

Figures 21-23 summarise partnership progress and difficulties with project implementation, management and evaluation. The tables show the percentage of partnerships falling under 'still working at it', 'OK' and 'performing well' categories for appraisal systems, progress, PCM, local evaluation and Management Information Systems. Pathfinders and Round II partnerships demonstrate a similar profile of responses, with, as might be expected, greater progress from Pathfinder partnerships.

(i)   Appraisal

Most partnerships were at a relatively early stage with appraisal systems. A variety of different systems were in place, but generally appraisals were carried out by a sub-committee or panel, and recommendations made to the Board. In several NDCs, appraisal systems had been developed with the help of external organisations such as the local authority, consultants and voluntary sector organisations. Some NDCs were using Project Cycle Management, or were considering using this, for appraising projects.

The tables show that relatively few partnerships were experiencing serious difficulties with appraisal systems, although most were experiencing some delays in the appraisal process.

There did seem to be particular problems with developing systems which were rigorous and transparent yet not over-bureaucratic. There were frequent complaints that appraisal systems were complex and slow and in appropriate, in particular, for smaller projects. Bureaucratic appraisal systems were particularly seen as a barrier to community and voluntary groups submitting proposals and also led to frustration from partners and the community over the time taken to approve projects. There were suggestions that the emphasis on NDC as a community-led programme sat uneasily with the rigorous methodology on which NRU guidance was based. Several NDCs were having to rethink and modify their appraisal systems.

One NDC had developed a simplified appraisal system which had been approved by the DTLR, and another had developed a streamlined appraisal process for projects that needed to be implemented quickly.

Several NDCs had offered training or were developing training and 'user friendly' guides and information packs for board members and residents and those developing projects. NDCs were often keen to involve residents in the appraisal process, but the

time needed for training was adding to delays in implementing projects. On the other hand, where residents were not involved initially in appraisal procedures so that projects could be appraised quickly, there were suspicions about agency '*stitch ups*'.

NDCs varied in the extent to which projects had been turned down, although in any case, most NDCs had approved few projects due to the early stage they were at. Several had deferred projects for further work rather than refuse them outright. Some commented that scrutiny throughout the project development process meant projects were rarely turned down.

(ii)   Progress Against Delivery Plans

The figures shows that most partnerships were making reasonable progress against Delivery Plans, with 40% achieving 20% or less underspend. However, partnerships were relatively evenly spread across all responses and nearly one quarter were demonstrating 60% plus under spend. A considerably higher percentage of Pathfinder than Round II partnerships were 30-50% under spend or under target against their delivery plans, and only slightly more were performing well in this area. Relatively few Round II Partnerships were in the middle category, with similar numbers performing well (20% or less underspend) as demonstrating 60% plus underspend.

Most partnerships were experiencing some delays in progress. Often delays had been caused by the time taken to get the right systems in place. It was felt by one NDC in particular that it was difficult to develop systems that were accessible and inclusive, met the needs of Government and the accountable body, and could be operated smoothly and speedily. Bureaucratic appraisal systems (described above) in particular were seen as a major cause of delay in progress.

Building community capacity, particularly to ensure resident led principles were embedded from the start, had also taken NDCs longer than they had anticipated. However, most partnerships felt that allowing time to implement systems and carry out consultation was important before projects were implemented. Relatively few NDCs had gone for 'quick win' projects - of those which had, some felt these had been invaluable in building community confidence, while others felt they had been less successful.

Another frequently cited reason for delays in progress was problems in building staff teams, due to the changeover of staff after delivery plan approval, and recruitment difficulties. Lack of project development expertise from staff, agencies and residents had also caused delays as had over-optimistic delivery plan projections. External factors were causing some delays, for example where local authorities were due to make a decision on stock transfer, or where external agencies had not met their commitments to NDC.

(iii)   PCM

A considerable number of partnerships were considering or were using Project Cycle Management, with only 16% not having considered this. Round II and Pathfinders showed similar levels of progress with PCM. Several NDCs had undergone PCM training. There seemed to be a fair level of interest in PCM and it was felt that it was,

or could be, a useful tool, by some NDCs. However there were some concerns that it was 'unwieldy' and time consuming. NDCs were also uncertain how it fitted with the current DTLR appraisal system.

(iv)   Evaluation

Evaluation seemed to be relatively underdeveloped with 66% of partnerships having carried out little or no evaluation and only 8% with systematic and well resourced evaluation. No Round II partnerships had evaluation systems in place. Relatively few NDCs had specific plans in place for evaluation, although some had employed evaluation staff, had set up evaluation structures or had commissioned or were intending to commission consultants to carry out evaluation. Some partnerships were developing indicators. On the whole, however, evaluation had not been considered in any depth, and some partnerships had put evaluation plans on hold pending clarification of the national evaluation.

(v)   Management Information Systems

Progress on Management Information Systems was fairly evenly spread across all categories. A considerable number of partnerships were experiencing delays in progress due to difficulties with Management Information Systems, and only 24% had MIS systems which were operating well. Pathfinders were considerably more advanced than Round II partnerships in developing MIS systems.

Several partnerships felt they had benefited from their accountable body expertise on financial management in particular, although on the other hand, several reported that difficulties with their accountable bodies had been a major hurdle in establishing financial management systems. Financial management in particular had frequently been held up by staff recruitment problems and had been hampered by the problem of Board members not understanding financial management issues.

(vi)   Risk Management Systems

Some NDCs had incorporated risk management into project development and appraisal processes, but in many cases NDC partnerships had no risk management process, or it was still under development.

Mainstreaming

(i)   Extent of Mainstreaming Activity

Partnerships were asked about the extent to which mainstream stakeholders were bending their projects to deliver their local NDC agenda in terms of NDC specific projects, using the delivery plan to inform their activities, projects linking across domains, innovative ways of working and projects contributing to community participation.

• Many NDC partnerships felt it was too early to comment on mainstreaming progress. Several had senior stakeholder commitment to mainstreaming, but had yet to see evidence on the ground.

- Some NDCs were beginning to see results from some stakeholders.
- Only a few claimed to have had significant mainstreaming success.

Crime stakeholders demonstrated the greatest level of mainstream bend to the NDC agenda, which is perhaps consistent with the relatively high level of progress made on crime projects. The Police seemed to be particularly proactive in mainstreaming, with several examples of extra police officers or changes to policing practices such as realigning beats to NDC areas. Education and Health showed the next greatest level of mainstream bend, although there was greater evidence of Education rather than Health mainstream bend in Round II. Health providers seemed open to changing practices in service delivery, particularly through proposals for multi-purpose health centres; although these tended to be at an early stage in development. Housing and Worklessness stakeholders showed the least level of mainstream bend, although the Benefits Agency in particular had committed several secondees to NDC.

In terms of mainstreaming activity, the greatest number of partnerships said there were NDC specific stakeholder projects, followed by activities informed by delivery plans and linked projects across domains. There were fewest responses showing innovative ways of working and projects contributing to community participation, although these may be things that require time, and this is perhaps supported by the fact that there are far fewer Round II partnerships responses than Pathfinder to these questions. Generally, Pathfinders demonstrated greater stakeholder mainstream bend, as might be expected.

In a few NDCs, reductions in mainstream funding and substitution of NDC funding for mainstream funding had been attempted. In some NDCs there were suspicions or anecdotal evidence that this had happened. However lack of detailed data on mainstream service spend meant that NDC partnerships were often unable to substantiate this. Residents in particular were keen to ensure that substitution was not attempted. Some NDCs had ensured that project appraisal systems looked at whether proposed projects attempted substitution.

(ii)   Priority and Approach

NDC partnerships tended to vary in the priority they gave to mainstreaming. As discussed earlier, there was a tendency for partnerships to emphasise project development and delivery over mainstreaming, perhaps due to pressure for partnerships to spend. In some cases staff gave greater priority to mainstream bend than did the Board, particularly resident directors and this may reflect the desire of some partnership boards to 'go it alone', rather than engage mainstream service providers, concentrating on NDC funded projects to deliver change.

NDC partnerships also varied in their approach to mainstreaming. Several NDCs were using or planning to use neighbourhood management as a vehicle for encouraging mainstream bend, while others were using service level agreements. Others were using a more 'bottom up' collaborative, operational approach.

(iii)   Barriers to Mainstreaming

Several NDCs commented that mainstreaming seemed to be the most ambitious and difficult aspect of NDC and there seemed to be some key barriers to achieving this.

- A major hurdle to mainstreaming seemed to be stakeholder resistance to cultural change and organisational bureaucracy. Some NDCs commented that agencies saw little benefit to themselves in bending their priorities to NDC.
- It was commented that NDC often had 'limited clout' in dealing with organisations which covered a larger operational area.
- Several NDCs commented on the political or corporate unacceptability of prioritising NDC areas over other areas which may be equally deprived but lack special funding. This was particularly a problem for local authorities and was also a problem where organisations faced budgetary constraints and prioritising NDC areas would result in cuts in other areas.
- It was also felt that government pressure on mainstream service providers to meet performance targets worked against 'joining up' services, working in partnership and bending mainstream spend.
- Another problem seemed to be the lack of stakeholder organisational capacity to develop bespoke and flexible service delivery.
- In some cases, mainstreaming was seen as being down to the willingness of individuals within stakeholder organisations and it had been difficult to obtain corporate commitment.

8   SUPPORT AND GUIDANCE

Figures 24-26 show how NDC partnerships perceived the programme support available from GORs, DTLR/NRU and consultants, broken down by all partnerships, Pathfinders and Round II partnerships. On the whole, most support and guidance seems to have been viewed as helpful or very helpful.

Government Offices for the Regions

Overall, GOR support for the delivery planning process was seen by the greatest percentage of NDC partnerships as very helpful, while project development and appraisal and other support were mostly seen as helpful. The area where GORs were seen as least helpful was on project development and appraisal. Pathfinders were generally more positive about GOR support, with a higher percentage of 'very helpful' assessments in all three categories of GOR support.

Views about GORs varied widely between individual partnerships, and seemed to reflect a wide variation in approach between different GORs and even different officers within the same GORs. Some officers seemed to be heavily involved in NDCs, for example, attending board meetings, and even as non-voting board members, while others had a more hands off approach. Praise for GOR support from some NDC partnerships contrasted with complaints from others that GORs were *'passive'* and *'remote'*.

In several NDCs, GORs had played a useful mediation role, smoothing out tensions between different partners, and a few NDCs praised their GORs for representing their concerns to the centre. At the same time there were complaints that GORs had hampered innovation through a lack of creativity and focus on bureaucracy. NDCs also felt there was a conflict between the dual monitoring and support roles played by GORs and there were concerns about inconsistency between different GOR interpretations of the criteria for end year review 'gradings'.

A particular area where NDCs wanted greater support was on day to day issues such as financial management, contracts, health and safety and personnel. NDCs were also keen for GORs to facilitate more regional networking opportunities with other NDCs.

DTLR/NRU

The DTLR/NRU were seen as mainly helpful, with a relatively low percentage of 'very helpfuls'. However, a significant percentage of partnerships rated their guidance and training as 'not helpful'. Pathfinders were more unhappy with DTLR/NRU training, while Round II partnerships were less happy with DTLR/NRU guidance

Again, NDCs had different views on NRU guidance. Some found it clear and user friendly, while others complained that it was too vague, too long and too difficult to understand, especially for residents. Guidance on project development and appraisal was particularly criticised as complex, bureaucratic, not user friendly and not lending itself to a community based approach. One NDC complained about a swift change from project appraisal guidance to project cycle management.

There was a general lack of satisfaction with NRU training. Although it was often seen as a useful opportunity for networking, there were complaints about short notice and poor timing for training events, and several NDCs described training events as 'patronising' and irrelevant. Some NDCs in the North and the Midlands felt there was too little training in their regions.

There were also complaints about a lack of consistency of advice, particularly between NRU and GORs and between officers at different levels. NDCs also had concerns about contradictions between what was seen as an increasingly interventionist approach from the NRU and an emphasis on monitoring, which it was felt ran counter to taking risks and trust implicit in the ethos of a community led programme.

NDC partnerships had some complaints about the Government as a whole, in particular that it had failed to deliver the freedoms and flexibilities needed to implement NDC. It was also suggested that government departments were compartmentalised and fragmented and that the government was preaching but not practising 'joined up' working. It was suggested that too much emphasis on early NDC spend was at odds with capacity building in communities.

Consultants

Experience of consultants varied widely with some seen as poor, and others seen as extremely valuable, but overall they were seen as helpful, particularly in 'other' activities. Consultants had been employed for a wide range of activities, which included developing strategies and visions, advice on incorporation, delivery planning, developing systems and carrying out surveys and feasibility studies. Pathfinders were more positive about consultants on community involvement, while no Round II partnerships found consultants 'not helpful' on 'other' activities.

9 THE NATIONAL EVALUATION: WHAT NDC PARTNERSHIPS WANTED AND PARTNERSHIP CONCERNS

Partnerships were asked what they wanted from the National Evaluation and what their main concerns were about it. Each partnership ranked a series of headings and figures 27 and 28 show the number of partnerships which gave top ranking to each heading.

Several partnerships were supportive of the National Evaluation and were keen to take part in it and only one partnership openly expressed cynicism about it.

Information, New Ideas and Benchmarking

The greatest number of partnerships gave top ranking to gaining information about other NDCs. Some partnerships felt there should be more networking between NDCs, and saw the National Evaluation as providing an opportunity for partnerships to find out more about each other, '*cross fertilise*' ideas and share experiences.

A large number of partnerships were keen for the National Evaluation to disseminate quality information on good practice as well as evidence about what worked and what didn't and under what conditions. There was also considerable interest in the Evaluation generating new ideas and encouraging innovation.

Relatively few partnerships specifically wanted to compare themselves with other partnerships. Furthermore, partnerships had particular concerns about benchmarking because of the difficulty of taking into account the different circumstances under which NDC partnerships were operating. It was also felt that benchmarking implies unhelpful competition between NDCs and partnerships were particularly concerned that the Evaluation should not result in 'league tables' of NDCs.

Local Evaluation

Although relatively few partnerships gave a high ranking to wanting the National Evaluation to reduce or replace local evaluation or to carry out surveys on their behalf, several partnerships felt that synergy between local and national evaluation would either enhance local evaluation activities or allow for some reduction of local evaluation activities. Partnerships were keen for the National Evaluation to provide guidance and support to local evaluation activities.

Partnerships were also concerned about the timing of national and local evaluation. Some partnerships, had put their local evaluation on hold pending clarification of the National Evaluation framework and were concerned that delays in agreeing this might hinder the development of their local evaluation. Others questioned how the National Evaluation would fit with the Government's requirement for baseline revision in years 3, 6 and 10, and whether National Evaluation information would be available in time to inform these.

Influencing the National Evaluation Agenda

Although relatively few partnerships ranked it as most important, several partnerships placed some importance on being able to influence the national evaluation agenda. Some partnerships wanted to be actively involved in setting the agenda of the national evaluation at a local level.

Partnerships were particularly keen to influence the national regeneration agenda, and said that the National Evaluation should 'carry key messages' about the 'real experience' of NDC back to the Government.

Mainstreaming agenda

Some partnerships felt that the National Evaluation could be helpful in addressing mainstreaming difficulties by:

- disseminating good practice on mainstreaming, in particular, new ways of engaging agencies and modifying services;
- identifying barriers;
- influencing the government to put greater pressure on mainstream service providers.

Partnership Relationship with National Evaluation

Partnerships expressed different views as to the type of relationship they wanted to have with the National Evaluation. Several partnerships were keen for ongoing feedback, advice and guidance from the National Evaluation. Partnerships particularly wanted any feedback to be constructive, and some suggested national evaluators should play the role of 'critical friends'. One partnership emphasised the need for mutual trust and good communication.

Methodology

Several partnerships raised concerns about methodological issues, in particular, how partnerships would be measured. Specific concerns were that the National Evaluation should:

- use criteria that values the outcomes that local residents want;
- use qualitative methodology as well as quantitative 'not just bean counting';
- assess beneficiaries including out-movers;
- assess impacts as well as outcomes;
- provide a clear picture of change over time, including how NDC areas relate to the areas that surround them

Surveys

Survey fatigue was the greatest concern with the National Evaluation, although only one partnership was opposed to the National Evaluation carrying out a household survey. Partnerships felt this could be helped by:

- rationalising and timing survey work in consultation with each NDC partnership;
- good communication;
- synergy with other national evaluations;
- payment for respondents along with consideration of how to make respondents feel part of the process and that their views will be listened to;

In addition, some partnerships felt that national evaluation surveys should use local residents as interviewers.

Resources and Timing

Another important concern for partnerships was the general time and resource burden of the National Evaluation on staff and residents. One partnership commented that the evaluation would be more welcomed if it was seen as making a contribution to the partnership.

Some partnerships were concerned about the timing of the Evaluation generally. Some were concerned that they shouldn't be evaluated too early, i.e. before they had started to implement projects. Others were concerned that evaluation activity fitted with their own timescales, and one suggested that an annual evaluation cycle would give them time to plan and prepare for the National Evaluation.

Use to which information will be put

Partnerships were particularly concerned about how the Evaluation might be used politically. One suggested that the government might 'spin' findings and hinder effective learning from the process, and another that the Evaluation would be used to inform an 'inflexible' template for NDC activity. One partnership stressed the importance of transparency, clarity and making information publicly available in the Evaluation process to avoid concerns about 'hidden agendas'.

Dealing with difference

Partnerships were keen to emphasise the different local circumstances under which NDCs operated and were concerned about how the National Evaluation would address and 'disentangle' specific local circumstances. There was concern that the National Evaluation would result in centrally imposed inflexibility or give rise to 'broad brush' strategies.

Other

- Feedback produced by the Evaluation should be suitable for a range of audiences including residents.
- The evaluation should build on other good evaluation practice, in particular HAZ evaluation.
- There needed to be clearer definition of roles for the national evaluation, ISAs etc.

Figure 1 - BME population range in NDC areas

No. of NDC areas

% BME population

Figure 2 - % NDCs with ABIs

SRB   HAZ   EAZ   EZ   EiC   SureSt   EU   SEAZ   SAZ   YIP
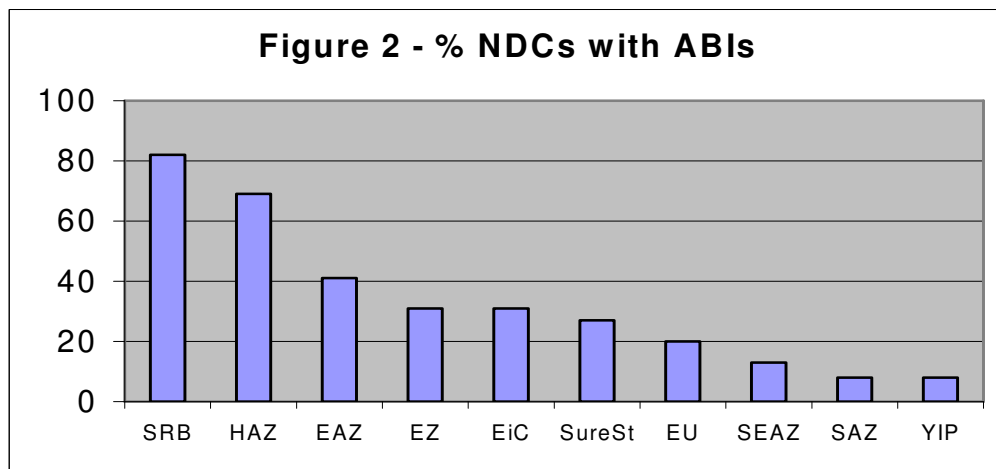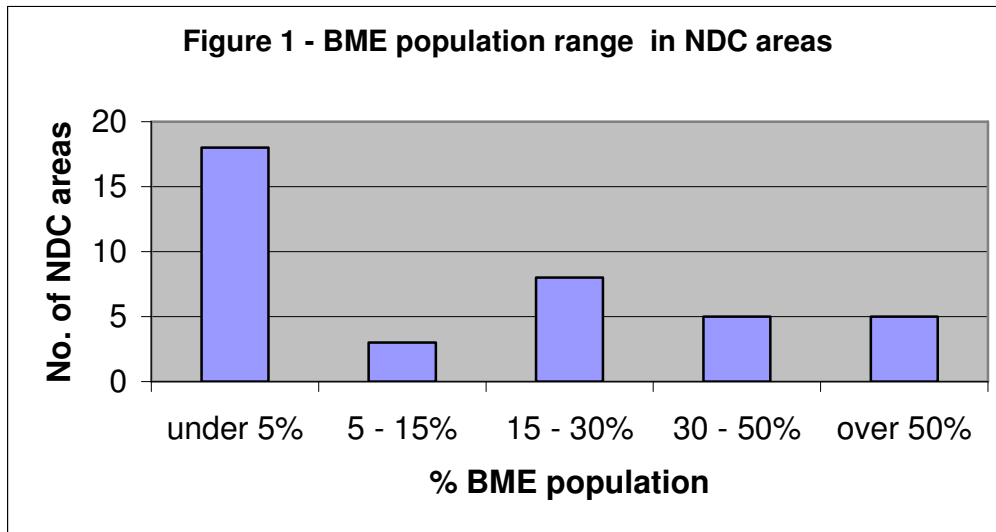
Figure 3 - ABI geographical fit

Legend:
- NDC wholly within ABI
- ABI partially within NDC
- ABI covers same area as NDC
- ABI wholly within NDC area

Categories: SRB, HAZ, EAZ, EZ, EiC, SureSt, EU, SEAZ, SAZ, YIP

Figure 4 Average 'Synergy Score' per ABI
(max score = 4)

Figure 5 NDC average 'synergy score'
(max = 4)

Figure 6 Average ABI synergy by strategy, funding, projects & evaluation
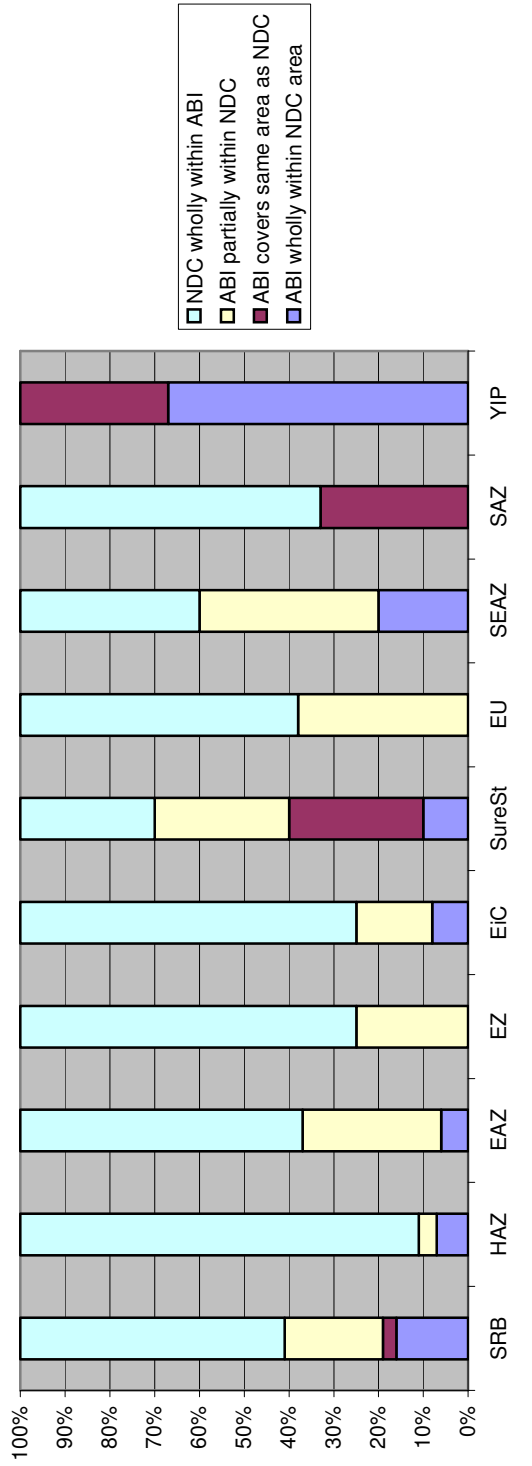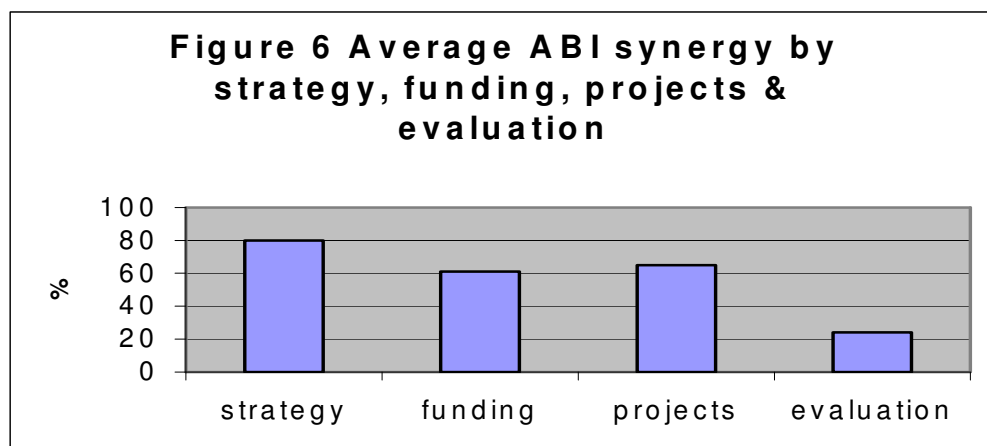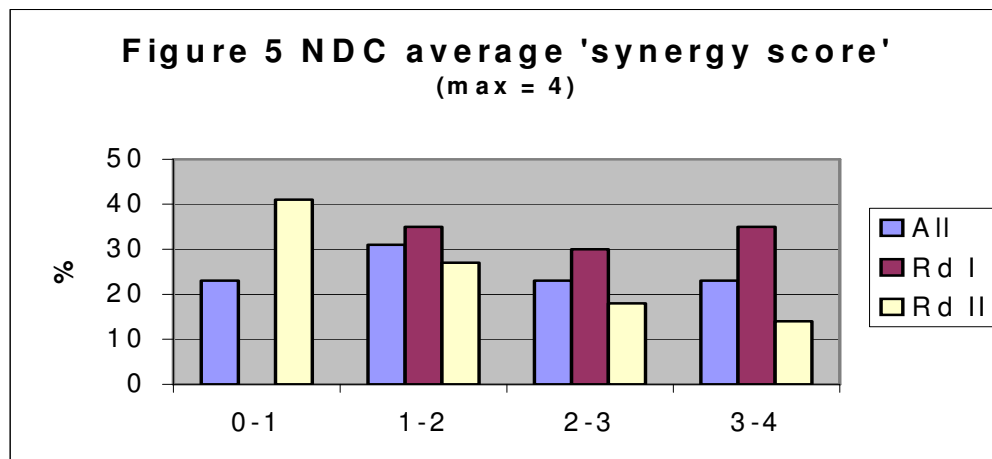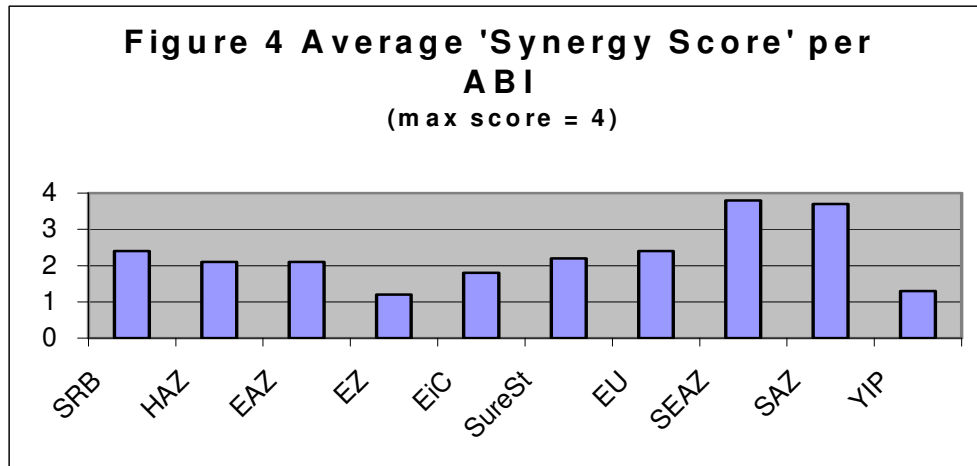
Figure 7				
Type of ABI	% of ABIs demonstrating synergy with NDC across:			
	strategy	funding	projects	evaluation
SRB	84	62	72	19
HAZ	81	48	56	22
EAZ	75	50	62	25
EZ	50	25	33	8
EiC	67	50	42	17
SEAZ	100	100	100	40
SureStart	90	50	60	20
SAZ	100	100	100	67
YIP	67	67	67	0
EU	88	62	62	25
Average %	80	61	65	24

Figure 8: Delivery Planning - All Partnerships			
Criteria	Assessment		
1. Quality of baseline	Drawn largely from non NDC specific, secondary sources	Some data specific to NDC area; most of DTLR indicators covered	Extensive, quality, NDC based surveys; satisfies all DTLR Guidance
% Score	10	46	44
2. Relationship of baseline to DP. Does BL inform DP?	limited e.g. late BL, no impact on options, programs etc	influenced some strategic thinking and/or programs	close, relationship leading to identifiable impact on programs etc.
% Score	5	44	51
3a. Main stream funding	No data on mainstream funding	Some data on mainstream funding	Comprehensive data on mainstream funding
% Score	5	64	31
3b. If there is information on main stream funding	Pro rata data used	Techniques other than pro rata used to identify main stream funding for some agencies	Specific NDC techniques used to identify mainstream funding across most agencies
% Score	36	56	8
4. Relationship to wider social/economic/ institutional context including other local initiatives/ ABIs	little mention of wider context and its implications for NDC area	some references e.g. to key conurbation-wide social/ economic problems and policies; reference to some other ABIs	Reference to wider s-e context and to other issues/initiatives; possibly efforts to develop synergies with other ABIs etc
% Score	10	31	59
5. Domain Diversity	outcomes almost exclusively defined according to original 4 areas (i.e. less housing and physical environment)	5 domains clearly traced through; evidence of thinking around other possible domains	5 domains and justified development of other domain areas - Quality of Life, Transport, Young People
% Score	8	23	69

6.Use of evidence to inform DP	no indication that evidence used to inform aspects of the DP	some indication e.g. in specific domains-that evidence used to inform strategic thinking, projects etc	clear indication that evidence base informs most or all aspects of the DP
% Score	2	54	44
7. Option Appraisal	no explicit evidence of option appraisal	some evidence of option appraisal considered	substantial evidence of option appraisal
% Score	26	51	23
8. Clarity of milestones and outcomes	often unclear or, undefined, some essentially outputs	reasonable definition of most outcomes	clear, concise outcomes and milestones across all domain areas
% Score	10	39	51
9. Plausibility of outcomes *generic overview as domain teams will undertake domain specific assessments	relationships limited/non-existent amongst problems, projects, milestones, outcomes; clear evidence of unrealistic/inappropriate outcomes	at least some domains attempt linkages across problems to outcomes ; some unrealistic outcomes	close inter-relationships from BL to problems to outcomes; evidence based; challenging-but realistic-outcomes
% Score	3	64	33
10. Risk Analysis	no evidence in DP of issue of, techniques for, risk analysis	some consideration e.g. identification of riskier projects, indication of risk analysis techniques/ procedures	all projects subject to some form of risk analysis policies in place to deal with 'failing' projects ;
% Score	41	51	8
11. Forward looking and Strategic	no development of strategy- as opposed to projects- over 1-3 years	some attempt to develop a 3 year strategy- linking vision to programs and projects-	clear 3 year strategy linking program to projects, milestones etc; perhaps some consideration of 4-10 year program
% Score	13	37	50

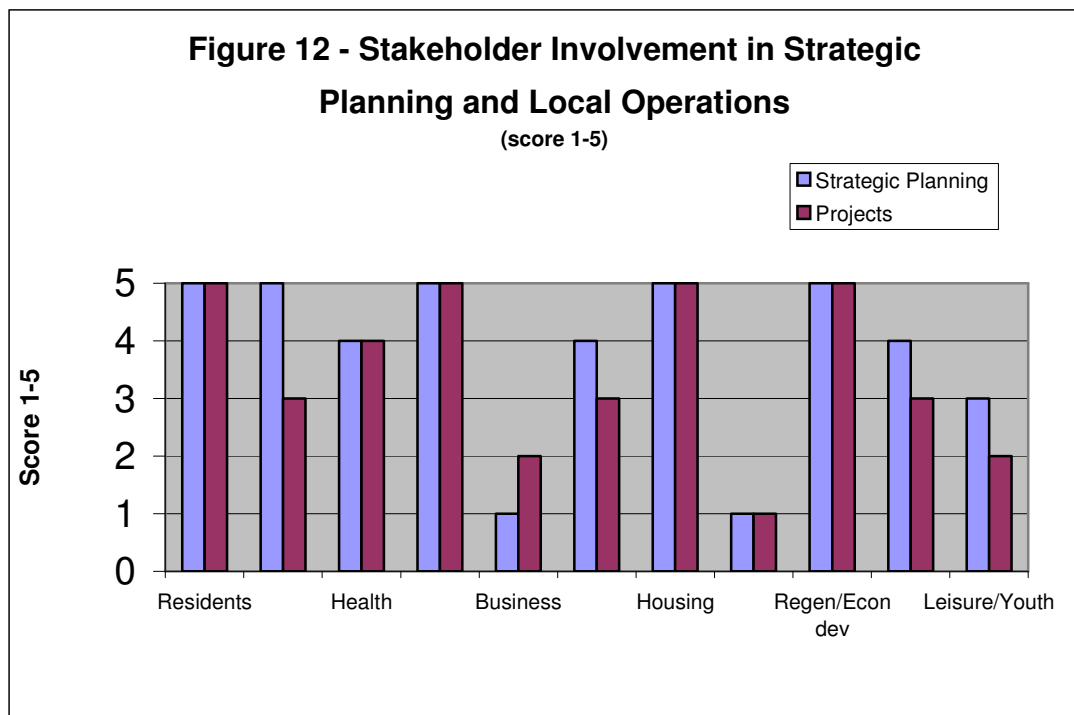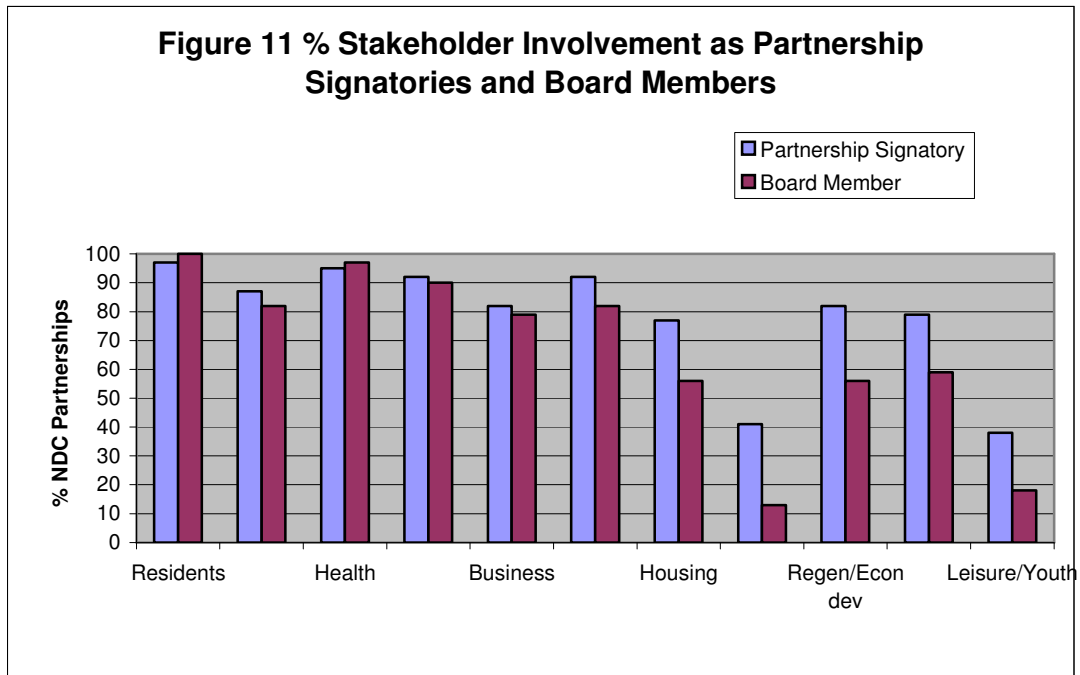| Figure 9: Delivery Planning - Pathfinders		
Criteria	**Assessment**		
1. Quality of baseline	Drawn largely from non NDC specific, secondary sources	Some data specific to NDC area; most of DTLR indicators covered	Extensive, quality, NDC based surveys; satisfies all DTLR Guidance
% Score	23	53	24
2. Relationship of baseline to DP. Does BL inform DP?	limited e.g. late BL, no impact on options, programs etc	influenced some strategic thinking and/or programs	close, relationship leading to identifiable impact on programs etc.
% Score	6	47	47
3a. Main stream funding	No data on mainstream funding	Some data on mainstream funding	Comprehensive data on mainstream funding
% Score	6	65	29
3b. If there is information on main stream funding	Pro rata data used	Techniques other than pro rata used to identify main stream funding for some agencies	Specific NDC techniques used to identify mainstream funding across most agencies
% Score	33	60	7
4. Relationship to wider social/economic/ institutional context including other local initiatives/ ABIs	little mention of wider context and its implications for NDC area	some references e.g. to key conurbation-wide social/ economic problems and policies; reference to some other ABIs	Reference to wider s-e context and to other issues/initiatives; possibly efforts to develop synergies with other ABIs etc
% Score	12	23	65
5. Domain Diversity	outcomes almost exclusively defined according to original 4 areas (i.e. less housing and physical environment)	5 domains clearly traced through; evidence of thinking around other possible domains	5 domains and justified development of other domain areas - Quality of Life, Transport, Young People
% Score	12	17	71
6.Use of evidence to inform DP	no indication that evidence used to inform aspects of the DP	some indication e.g. in specific domains-that evidence used to inform strategic thinking, projects etc	clear indication that evidence base informs most or all aspects of the DP
% Score	6	65	29
7. Option Appraisal	no explicit evidence of option appraisal	some evidence of option appraisal considered	substantial evidence of option appraisal
% Score	29	47	24
8. Clarity of milestones and outcomes	often unclear or, undefined, some essentially outputs	reasonable definition of most outcomes	clear, concise outcomes and milestones across all domain areas
% Score	18	41	41

9. Plausibility of outcomes *generic overview as domain teams will undertake domain specific assessments	relationships limited/non-existent amongst problems, projects, milestones, outcomes; clear evidence of unrealistic/inappropriate outcomes	at least some domains attempt linkages across problems to outcomes ; some unrealistic outcomes	close inter-relationships from BL to problems to outcomes; evidence based; challenging-but realistic-outcomes
% Score	0	65	35
10. Risk Analysis	no evidence in DP of issue of, techniques for, risk analysis	some consideration e.g. identification of riskier projects, indication of risk analysis techniques/ procedures	all projects subject to some form of risk analysis policies in place to deal with 'failing' projects ;
% Score	59	35	6
11. Forward looking and Strategic	no development of strategy- as opposed to projects- over 1-3 years	some attempt to develop a 3 year strategy- linking vision to programs and projects-	clear 3 year strategy linking program to projects, milestones etc; perhaps some consideration of 4-10 year program
% Score	12	41	47

Figure 10: Planning Rd II			
Criteria	Assessment		
1. Quality of baseline	Drawn largely from non NDC specific, secondary sources	Some data specific to NDC area; most of DTLR indicators covered	Extensive, quality, NDC based surveys; satisfies all DTLR Guidance
% Score	0	41	59
2. Relationship of baseline to DP. Does BL inform DP?	limited e.g. late BL, no impact on options, programs etc	influenced some strategic thinking and/or programs	close, relationship leading to identifiable impact on programs etc.
% Score	4	41	55
3a. Main stream funding	No data on mainstream funding	Some data on mainstream funding	Comprehensive data on mainstream funding
% Score	4	64	32
3b. If there is information on main stream funding	Pro rata data used	Techniques other than pro rata used to identify main stream funding for some agencies	Specific NDC techniques used to identify mainstream funding across most agencies
% Score	38	52	10
4. Relationship to wider social/economic/ institutional context including other local initiatives/ ABIs	little mention of wider context and its implications for NDC area	some references e.g. to key conurbation-wide social/ economic problems and policies; reference to some other ABIs	Reference to wider s-e context and to other issues/initiatives; possibly efforts to develop synergies with other ABIs etc
% Score	9	36	55

5. Domain Diversity	outcomes almost exclusively defined according to original 4 areas (i.e. less housing and physical environment)	5 domains clearly traced through; evidence of thinking around other possible domains	5 domains and justified development of other domain areas - Quality of Life, Transport, Young People
% Score	5	27	68
6.Use of evidence to inform DP	no indication that evidence used to inform aspects of the DP	some indication e.g. in specific domains-that evidence used to inform strategic thinking, projects etc	clear indication that evidence base informs most or all aspects of the DP
% Score	0	45	55
7. Option Appraisal	no explicit evidence of option appraisal	some evidence of option appraisal considered	substantial evidence of option appraisal
% Score	23	54	23
8. Clarity of milestones and outcomes	often unclear or, undefined, some essentially outputs	reasonable definition of most outcomes	clear, concise outcomes and milestones across all domain areas
% Score	5	36	59
9. Plausibility of outcomes *generic overview as domain teams will undertake domain specific assessments	relationships limited/non-existent amongst problems, projects, milestones, outcomes; clear evidence of unrealistic/inappropriate outcomes	at least some domains attempt linkages across problems to outcomes ; some unrealistic outcomes	close inter-relationships from BL to problems to outcomes; evidence based; challenging-but realistic-outcomes
% Score	4	64	32
10. Risk Analysis	no evidence in DP of issue of, techniques for, risk analysis	some consideration e.g. identification of riskier projects, indication of risk analysis techniques/ procedures	all projects subject to some form of risk analysis policies in place to deal with 'failing' projects ;
% Score	27	64	9
11. Forward looking and Strategic	no development of strategy- as opposed to projects- over 1-3 years	some attempt to develop a 3 year strategy- linking vision to programs and projects-	clear 3 year strategy linking program to projects, milestones etc; perhaps some consideration of 4-10 year program
% Score	14	33	53

Figure 11 % Stakeholder Involvement as Partnership Signatories and Board Members

Figure 12 - Stakeholder Involvement in Strategic Planning and Local Operations (score 1-5)

New Deal for Communities: the national evaluation

Figure 13

Methods used to engage community	NDC activity streams												Future Plans
	Delivery Plan	Programme level strategy	Crime/Community safety	Education	Health	Housing/ Built Environment	Worklessness	Other	Project selection and appraisal	Evaluation	BME Groups	Other	
Door to door leafleting/ newsletter	32	27	29	25	27	30	26	21	11	3	12	8	6
Use of local media	26	23	21	22	21	24	20	17	9	3	10	6	5
Video	12	4	8	6	7	7	5	6	1	1	2	4	2
Web site	8	8	6	6	6	6	6	5	3	2	2	1	5
Exhibitions/ Community Bus	29	24	21	22	23	26	23	17	11	3	7	5	4
Household surveys	36	18	20	18	20	25	22	14	9	4	14	3	5
Public meetings	35	26	25	18	20	26	17	18	14	3	14	8	6
Workshops	32	22	22	18	23	22	18	13	18	5	12	4	5
Planning for Real	12	9	8	7	8	16	7	4	4	0	1	1	4
Citizen's Jury	5	6	4	4	3	5	3	3	3	1	3	1	1
Theme Groups	27	23	30	30	32	31	30	24	21	5	11	6	5
Community elections	11	18	5	5	5	5	5	3	5	1	6	0	6
Events/Fairs	32	25	20	16	17	19	15	14	8	1	7	7	4
Community audit	19	12	10	8	8	10	8	8	4	2	6	3	5
Training and devpt	16	21	11	12	13	15	13	11	23	7	8	1	5
Technical advice	14	12	8	9	8	13	10	5	17	4	5	1	4
Community work/outreach	27	22	22	20	22	24	21	20	15	6	18	9	7
Funding -e.g. community chest	16	16	14	13	14	11	11	14	8	3	8	9	5

Figure 14 Stakeholder Project Agenda Profile					
Domain	1. Are there NDC specific project/s?	2. Are activities informed by DP?	3. Do projects link across domains?	4. Any innovative ways of working?	5. Have projects contributed to community participation?
% Partnerships responding with 'yes'					
All Partnerships					
Crime	95	92	87	64	59
Education	90	85	74	51	49
Health	87	85	77	54	46
Housing	80	77	69	46	59
Workl'ess	85	90	77	41	31
Pathfinders					
Crime	100	100	94	88	82
Education	100	88	76	76	76
Health	94	94	88	76	76
Housing	88	88	70	47	82
Workl'ess	94	100	82	59	41
Round II					
Crime	91	86	81	45	41
Education	81	81	73	32	27
Health	81	77	68	36	23
Housing	73	68	68	45	41
Workl'ess	77	81	73	27	23

Figure 15 Partnership Scorecard - all partnerships					
Aspects	A Partnership Building	B Community Involvement	C Financial management	D Main streaming	E. Local Evaluation
The Board rates each aspect as having the following priority: Low - enter 1 Medium - enter 2 High - enter 3	3	3	3	3	2
To progress each aspect of the program 1. no plans are being developed 2. plans are in development 3. plans are in place	3	3	2	2	2
To progress each aspect of the program 1. no actions have been taken to date 2. Some actions have been taken 3. Substantial actions have been taken	3	3	2	2	1

Have any results for each aspect of the program been achieved? 1. none so far 2. some 3. many	2	2	2	2	1
Does the approach to developing each aspect look as far as the 1. short term (1/2yrs) 2. medium term (3-5yrs) 3. longer term (5+yrs)	3	3	3	3	3

Figure 16 Partnership Scorecard - Pathfinders					
Aspects	A Partnership Building	B Community Involvement	C Financial management	D Main streaming	E. Local Evaluation
The Board rates each aspect as having the following priority: Low - enter 1 Medium - enter 2 High - enter 3	3	3	3	2	1
To progress each aspect of the program 1. no plans are being developed 2. plans are in development 3. plans are in place	3	3	3	2	2
To progress each aspect of the program 1. no actions have been taken to date 2. Some actions have been taken 3. Substantial actions have been taken	3	3	3	2	1
Have any results for each aspect of the program been achieved? 1. none so far 2. some 3. many	3	3	2	2	1
Does the approach to developing each aspect look as far as the 1. short term (1/2yrs) 2. medium term (3-5yrs) 3. longer term (5+yrs)	3	3	3	2	3

Figure 17 Partnership Scorecard- Round II					
Aspects	A Partnership Building	B Community Involvement	C Financial management	D Main streaming	E. Local Evaluation
The Board rates each aspect as having the following priority: Low - enter 1 Medium - enter 2 High - enter 3	3	3	3	3	2
To progress each aspect of the program 1. no plans are being developed 2. plans are in development 3. plans are in place	2	2/3	2	2	2
To progress each aspect of the program 1. no actions have been taken to date 2. Some actions have been taken 3. Substantial actions have been taken	2	3	2	2	1
Have any results for each aspect of the program been achieved? 1. none so far 2. some 3. many	2	2	2	1	1
Does the approach to developing each aspect look as far as the 1. short term (1/2yrs) 2. medium term (3-5yrs) 3. longer term (5+yrs)	2/3	3	2	1/3	1

Figure 18 Domain Coverage and Project Progress All Partnerships - %		Crime	Education	Health	Housing & Physical Environment	Workless ness	Other strategic themes e.g. transport
8	Project outcomes reported	13	8	3	10	8	5
7	Project Outputs reported	33	41	33	41	36	31
6	Projects up and running	59	56	54	56	49	41
5	Projects approved	64	61	64	67	67	46
4	Projects appraised*	72	72	69	77	72	51
3	Project proposals received	92	92	90	87	90	61
2	Base line data accessed	100	97	100	95	100	69
1	Identified as a strategic theme in delivery plan	100	100	100	97	100	69

Figure 19 Domain Coverage and Project Progress Pathfinders - %		Crime	Education	Health	Housing & Physical Environment	Workless ness	Other strategic themes e.g. transport
8	Project outcomes reported	29	12	6	18	18	6
7	Project Outputs reported	76	71	71	71	65	59
6	Projects up and running	94	82	88	76	76	71
5	Projects approved	94	94	88	88	94	76
4	Projects appraised*	100	100	94	94	94	82
3	Project proposals received	100	100	100	94	100	82
2	Base line data accessed	100	100	100	94	100	82
1	Identified as a strategic theme in delivery plan	100	100	100	94	100	82

Figure 20 Domain Coverage and Project Progress Round II - %		Crime	Education	Health	Housing & Physical Environment	Workless ness	Other strategic themes e.g. transport
8	Project outcomes reported	0	4	0	4	0	4
7	Project Outputs reported	0	18	4	18	14	9
6	Projects up and running	32	36	27	41	27	18
5	Projects approved	41	36	45	50	45	23
4	Projects appraised*	50	50	50	64	54	27
3	Project proposals received	86	86	81	81	81	45
2	Base line data accessed	100	95	100	95	100	59
1	Identified as a strategic theme in delivery plan	100	100	100	100	100	59