

Involving local people in regeneration: Evidence from
the New Deal for Communities Programme

**The New Deal for Communities National Evaluation:
Final report – Volume 2**



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Final report – Volume 2**

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The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government.

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Executive summary

Chapter 1. The New Deal for Communities Programme: Involving local people

The New Deal for Communities (NDC) Programme is one of the most important Area Based Initiatives (ABIs) ever launched in England. Announced in 1998 as part of the Government's National Strategy for Neighbourhood Renewal,¹ the Programme aims to 'reduce the gaps between some of the poorest neighbourhoods and the rest of the country'. From the outset, the NDC Programme has had a strong focus on community engagement. Bids submitted to secure funding were required to demonstrate that residents would be involved in all stages of the regeneration process. The participation of local residents in the NDC Programme is informed by a theory of change which assumes that the multiple deprivations experienced by residents in NDC areas leads to social exclusion and low levels of social capital, resulting in low social esteem, poor community cohesion, distancing of households from mainstream, poor community infrastructure, and higher levels of crime and disorder.² So, a participative approach would help to overcome these problems and make services more responsive to local needs. Partnerships have employed a variety of approaches to engage their communities and their representatives, in all aspects of their activity.

Chapter 2. Resident involvement: policy context, strategies, spend and interventions

The commitment to community involvement in the NDC Programme is part of the Government's wider concern with participation and empowerment. This reflects an assumption that greater resident involvement will result in improvements in local services, extend participation and contribute to the establishment of more cohesive neighbourhoods.

From the outset, NDC partnerships have embedded resident involvement at the heart of their activities, but in varying ways which reflect differences in area characteristics, local community capacity, partnerships' precise policy focus, and in the purpose and objectives of community engagement. NDC partnerships spent a total of £248m on community related interventions between 1999-00 and 2007-08, 18 per cent of total expenditure, excluding management and administration. Almost one fifth went on new or improved community facilities, but a substantial amount was also spent on involving local people and developing the skills and infrastructure of the community.

¹ SEU (1998) Bringing Britain Together: A National Strategy for Neighbourhood Renewal.

² CLG (2005) New Deal for Communities 2001 – 2005: An interim evaluation.

Inevitably all this activity only reaches a minority of the local population: in the last household survey 17 per cent of respondents said they had been involved in NDC activities. Of these, 87 per cent played a participative role, most of them attending events or festivals. Only 14 per cent voted in NDC elections, and just over a quarter (or 4 per cent of all residents) had been involved in *volunteering* for the NDC partnership. In all 39 NDC areas, local programmes have been overseen by partnership boards consisting mainly of local residents (often in the majority), and representatives of relevant service delivery agencies. In most cases local residents are also involved in sub-committees, appraisal panels and theme groups. But in all NDC partnerships, the desire to involve residents has extended beyond involving relatively small numbers of residents in decision making processes. Community forums and events have been important for building contact with wider NDC populations. NDC partnerships have employed a range of interventions to inject capacity into their local communities, including supporting community development and involvement teams; training for resident representatives on NDC boards and providing resources to support the development of groups and individuals via 'community chest' and development grant programmes.

Some of the lessons from the evaluation suggest that a clear strategy needs to be developed early on, underpinned by community development and capacity building. A dedicated community engagement team and a senior community champion are helpful, but the community engagement ethos needs to be embedded in the organisation. Partnerships should work around a core group of properly supported residents, and build connections to existing networks. Finally, a key element of succession planning should be to develop the capacity of community groups to act for and on behalf of their communities.

Chapter 3. The extent of resident involvement

Levels of involvement have been increasing across all NDC areas throughout the lifetime of the Programme, from 16 per cent of those who had heard of their local NDC in 2002, to 22 per cent by 2006. However, there was a marginal reduction between 2006 and 2008. This suggests that resident involvement may peak towards the middle of a regeneration programme, and decline towards the end when resources have been spent and much of the focus moves towards succession and sustainability. However, if we look at results over time for those residents who remained in NDC areas between 2002 and 2008, 44 per cent had been involved in an NDC activity at some point. Overall, levels of local voluntary activity have been going up in NDC areas, though they remain higher across England as a whole than in NDC, or in comparator, areas.

There are important variations in rates of involvement. Older, working age, adults were the most likely to be involved, while younger residents and those over retirement age were less likely; 20 per cent of females had been involved in NDC activities, compared with 14 per cent of males; there was little difference between involvement rates for different ethnic groups. Educational qualifications showed the biggest divide: 13 per cent of those with no formal qualifications had been involved in activities organised by the NDC, compared with 21 per cent of those with NVQ Level 5 or equivalent.

A similar pattern emerges when looking at the characteristics of those who have served as resident representatives on NDC boards. When compared to the characteristics of all NDC residents, those who have served on boards are disproportionately male, over fifty, white, in households without children, employed (if working age) or retired, 'middle class', highly qualified, and long-standing residents of the area. The vast majority have previous experience in community organisations, either in a voluntary, or professional, capacity, or in many cases both.

Chapter 4. The impact of resident involvement

Across most policy themes there are clear examples of how community engagement has made a difference to NDC partnership strategies. For example, in some areas young people have been involved in the development of educational services that affect them. Elsewhere, residents were influential in shaping health interventions, and in one case community involvement in the housing theme was central to the development of the masterplan for the area, and may have been decisive in enabling the scheme to proceed at all. Programme teams value resident involvement because it brings insights into the concerns and needs of the local community.

But there have also been tensions arising from resident involvement, many of which were particularly apparent in the early stages of the Programme. These tensions have not been insurmountable, but they do serve as reminders that resident involvement in regeneration can be a difficult and demanding process, which may bring to the table as many problems as solutions. There have sometimes been divisions amongst residents driven by geographical, and/or ethnic, tensions. It has sometimes been difficult for NDC partnerships to balance the desire to involve local residents with the need to meet milestones and delivery targets. It has also not always been easy to reconcile the priorities of residents with those of professionals.

There remains a question as to whether resident involvement will contribute to the sustainability of interventions and improvements once NDC Programme funding ends. Whilst there are encouraging signs that resident involvement will remain a priority for NDC successor vehicles, longer term analysis would be required to assess the impact of this over time.

One of the most important impacts of resident involvement is the effect it has on those who become involved. Resident representatives on NDC boards identified a variety of specific positive impacts on their own lives, including knowing more people in the area, increased confidence and improved work-related skills. Resident board members, compared with the NDC population as a whole, are more likely to be satisfied with their area, think it had improved in the past two years, and feel part of their local community. And residents who had been involved in NDC-organised activities in the previous two years were more likely to give positive responses than those that had not.

There is also evidence that key social capital indicators have improved in NDC areas, though not more markedly than in other similarly deprived areas or across the nation as a whole. However, since only about a fifth of all residents are involved in any NDC activity over a two year period, it is unlikely that this would produce any big changes to indicators at the area level. There had been an assumption that involving local people would result in stronger and more cohesive communities, but there is also evidence that in some areas local NDC programmes have encountered intra-community divisions and strife.

Chapter 5. Conclusions and key policy implications

Future programmes need clarity about the purpose and scope of resident involvement and to consider questions about local capacity, programme focus and resources, and the changing emphasis of involvement over time, before embarking on strategies to engage local people in regeneration processes. NDC partnerships have succeeded in involving local populations in their activities, but only small numbers have been involved in the formal processes of decision making and resource allocation. There is no evidence from the NDC Programme that there is an untapped 'reserve' of residents wanting to participate.

Resident involvement has brought benefits by shaping interventions and holding services to account, but has also generated questions about governance arrangements and the degree to which residents should be the driving force behind resource allocation, and whether their views should be challenged by professionals more than has been the case in the NDC Programme. It cannot yet be determined how resident involvement will survive in succession arrangements or how it will contribute to sustained improvements for NDC areas.

Participation is associated with improved outcomes for those individual residents in NDC areas who have participated in the NDC Programme, but these individual outcomes have not translated into improved social capital for NDC communities. There is a perception among stakeholders that communities are stronger and more capable as a result of NDC interventions, but this is not borne out by the survey evidence. There is also no evidence that outcome change for NDC areas is associated with resident participation.

Evidence suggests that future regeneration programmes should ensure that a variety of opportunities for participation are offered at a range of levels, accepting the fact that only a minority of residents will engage in formal decision making processes. NDC partnerships have encouraged resident participation across the spectrum, but the pressure to establish governance arrangements with majority resident representation while delivering regeneration programmes has meant that much effort has been concentrated on formal participation processes. Building resident participation into regeneration programmes before delivery takes place, allowing capacity to develop from the 'bottom up', may in the long term help encourage more residents to participate.

There is also a need to ensure that service delivery agencies see resident involvement as key to mainstream activities, rather than being associated with special programmes. NDC partnerships have taken a central role in linking agencies with local communities, and there is concern that mainstream agencies may lack the ability to continue this approach once the NDC Programme is over.

And finally there are issues in relation to resources available to support resident involvement. NDC partnerships have committed substantial resources to supporting community involvement and capacity building and there is a general view amongst stakeholders that this is what is needed in order to involve those hardest to reach communities. However, it is not possible on the basis of evidence available to this evaluation to confirm that this level of resources is required. One implication for future programmes is that there may be a case for a more systematic approach to the evaluation of outcomes arising from different engagement initiatives.

Chapter 1

The New Deal for Communities Programme: Involving local people

Introducing the NDC Programme

- 1.1 The New Deal for Communities (NDC) Programme is one of the most important area-based initiatives (ABIs) ever launched in England. Announced in 1998 as part of the Government's National Strategy for Neighbourhood Renewal,³ the Programme's primary purpose is to 'reduce the gaps between some of the poorest neighbourhoods and the rest of the country'.⁴ Seventeen Round 1 partnerships were announced in 1998 and a further 22 Round 2 schemes a year later. In these 39 areas, which on average accommodate about 9,900 people, local NDC partnerships are implementing approved 10 year delivery plans, each of which has attracted approximately £50m of Government investment.
- 1.2 This Programme is based on a number of key principles:
- NDC partnerships have been established to carry out 10-year strategic programmes designed to transform these deprived neighbourhoods and to improve the lives of those living within them
 - decision making falls within the remit of 39 partnership boards, consisting largely of agency and community representatives
 - communities are 'at the heart of the regeneration of their neighbourhoods'⁵
 - in order to achieve their outcomes, the 39 partnerships have worked closely with other delivery agencies such as the police and Primary Care Trusts (PCTs): the notion of working in partnership with other delivery agencies is central to the Programme
 - partnerships are intended to close the gaps between these areas and the rest of the country in relation to:
 - three place-related outcomes designed to improve NDC areas: incidence and fear of crime, housing and the physical environment (HPE), and community

³ SEU (1998) Bringing Britain Together: A National Strategy for Neighbourhood Renewal.

⁴ DETR (2001) New Deal for Communities: Financial Guidance.

⁵ ODPM (2004) Transformation and sustainability: future support, management and monitoring of the New Deal for Communities programme, 11.

- and three people-related outcomes intended to improve the lives of residents in the 39 areas: health, education and worklessness.

1.3 This is a well-funded ABI. Between 1999-2000 and 2007-08 some £2.29bn (current prices) was spent on the 39 schemes, £1.56bn from the Programme and the rest from other sources, especially other public funds (£522m). This compares with:

- over the six rounds of Single Regeneration Budget (SRB), it is estimated that £5.8bn of funding supported over 1,000 schemes across England⁶
- between 1992 and 1998 £1.14bn of City Challenge funding was spent by the 31 partnerships⁷
- £1.875bn of Neighbourhood Renewal Funding was spent between 2001 and 2006; the 2004 spend review committed a further £525m for each of the years 2006-07 and 2007-08; this gives a total funding figure of £2.925bn between 2001 and 2008⁸
- at its inception the Working Neighbourhoods Fund (WNF) was to allocate £1.5bn in funding: this is made up of more than £450m in 2008-09, and over £500m in 2009-10 and 2010-11.⁹

2001-2010 National Evaluation

1.4 In 2001 a consortium headed up by the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University was commissioned to undertake the 2001-2005 Phase 1 of a Programme-wide evaluation. In 2006 CRESR secured the 2006-2010 Phase 2 of the national evaluation working with a similar, albeit smaller, consortium.¹⁰

⁶ Impact of RDA spending – national report – volume 1- main report 2009 (p. 60) www.yorkshire-forward.com/about/our-performance/impact-of-rda-spending

⁷ DETR (2000) City Challenge – Final National Evaluation www.communities.gov.uk/archived/general-content/citiesandregions/citychallengefinal/

⁸ CLG (2008) Impacts and Outcomes of the Neighbourhood Renewal Fund (para 1.12) www.communities.gov.uk/publications/communities/nrfimpactsoutcomes

⁹ CLG/DWP (2007) The Working Neighbourhoods Fund (para 38) www.communities.gov.uk/publications/communities/workingneighbourhoods

¹⁰ Consortium members are: Cambridge Economic Associates, European Institute for Urban Affairs at Liverpool John Moores University, Geoff Fordham Associates, Ipsos MORI, Local Government Centre at the University of Warwick, School of Health and Related Research at the University of Sheffield, Social Disadvantage Research Centre at the University of Oxford, Shared Intelligence, and SQW.

- 1.5 The first phase of the evaluation produced some 90 reports which can be accessed via the national evaluation team's website.¹¹ In Phase 1, the evaluation team undertook locality-based work in all 39 NDC areas. However, in Phase 2 qualitative research was carried out in a smaller number of case study NDC areas,¹² evidence from which has informed reports on each of the Programme's six outcomes, as well other themes such as population mobility.
- 1.6 Phase 2 also differs from Phase 1 in relation to final reporting. The first phase of the evaluation culminated in a single 2005 Interim Evaluation.¹³ A different approach has been adopted for final reflections on 2001-2010 evaluation evidence as a whole, of which this report is part. In order to concentrate on the Programme's key characteristics and achievements, the decision has been made to publish a suite of seven final reports.
- 1.7 The rationale for these seven final reports is as follows:
- Volume 1, ***The New Deal for Communities Programme: Achieving a neighbourhood focus for regeneration***, explores the institutional model underpinning the Programme based on the creation of semi-autonomous partnerships, designed to achieve 10 year transformational strategies working in co-operation with existing delivery agencies such as the police and PCTs.
 - Volume 2, this report, ***Involving local people in regeneration: Evidence from the New Deal for Communities Programme***, examines the rationale, operation and consequences of the Programme's aim of placing the community 'at its heart'.
 - Volume 3, ***Making deprived areas better places to live: Evidence from the New Deal for Communities Programme***, considers the nature, operation and successes of NDC interventions designed to improve these 39 places.
 - Volume 4, ***Improving outcomes for people in deprived neighbourhoods: Evidence from the New Deal for Communities Programme***, considers the nature, operation and successes of NDC interventions designed to improve outcomes for local residents living in the 39 NDC areas.
 - Volume 5, ***Exploring and explaining change in regeneration schemes: Evidence from the New Deal for Communities Programme***, identifies factors which help explain why some areas, and some individuals, have seen better outcomes than have others.

¹¹ <http://extra.shu.ac.uk/ndc/>

¹² The NDC areas from which most case study evidence has been drawn are Bradford, Knowsley, Lambeth, Newcastle, Newham, and Walsall. For an overview of regeneration activity in these six NDC areas see: CLG (2008) Challenges, Interventions and Change: An overview of Neighbourhood Renewal in Six New Deal for Communities areas.

¹³ NRU/ODPM (2005) New Deal for Communities 2001-2005 An Interim Evaluation: Research Report 17. www.neighbourhood.gov.uk/publications.asp?did=1625

- Volume 6, ***The New Deal for Communities Programme: assessing impact and VFM***, uses all of the evidence available to the evaluation in order to identify the impact of, and cost-benefits arising from, the NDC Programme.
 - Volume 7, ***The New Deal for Communities experience: A final assessment***, considers the degree to which the Programme has achieved its original objectives and the implications of this evidence for policy.
- 1.8 Full details of data sources available to, and methodological protocols adopted by, the national evaluation are contained in a forthcoming Technical Report.¹⁴
- 1.9 The evaluation is based on the collation and analysis of an extensive array of change data of both a quantitative, but also a qualitative, nature. For this report two sources of data are especially important:
- four household surveys carried out in all 39 areas by Ipsos MORI in 2002, 2004, 2006 and 2008; overviews of main findings for the periods 2002-2006¹⁵ and 2002-2008¹⁶ have previously been published
 - qualitative and case study work in a number of NDC areas.
- 1.10 Change in NDC areas has been benchmarked against that occurring nationally, regionally, within parent local authorities, and against similarly deprived comparator areas.
- 1.11 Because the NDC Programme has, perhaps more than any other ABI, placed such emphasis on involving local people in regeneration, the NDC evaluation offers a particularly rich evidence base through which to address issues associated with the participation and empowerment of local residents. This report looks in detail at the mechanisms which NDC partnerships have employed to involve local people in the design, delivery, evaluation and governance of NDC programmes. It reviews strategies, interventions and outcomes of involvement. It also looks at the experiences of a key group of residents: those that have been involved as resident representatives on NDC boards. This report draws on other outputs published as part of the NDC evaluation which have looked at issues related to community engagement. In particular:

¹⁴ CLG (forthcoming) New Deal for Communities Evaluation: Technical Report.

¹⁵ CLG (2007) New Deal for Communities National Evaluation: An Overview of Change Data: 2006. www.neighbourhood.gov.uk/publications.asp?did=1898

¹⁶ CLG (2009) An Overview of Cross-sectional Change Data: 2002-2008: evidence from the New Deal for Communities Programme.

- case studies of resident involvement carried out in a number of NDC areas, and published in three CLG reports: *Community engagement; Some lessons from the New Deal for Communities Programme*;¹⁷ *Improving outcomes? Engaging local communities in the NDC Programme*;¹⁸ and *Neighbourhood governance? Making NDC elections a significant event for partnerships and communities*?¹⁹
- the results of a survey of resident representatives on NDC boards: *Running a regeneration programme; the experiences of resident representatives on the boards of New Deal for Communities Partnerships*²⁰
- a series of interviews carried out in summer 2009 to gather the views of regeneration practitioners who have played key roles in the delivery of the NDC Programme: *What works in neighbourhood-level regeneration? The views of key stakeholders in the New Deal for Communities Programme*²¹

Involving local people: a rationale

- 1.12 From the outset, the NDC Programme has had a strong focus on community engagement. Bids submitted to secure funding for NDC partnerships were required to demonstrate that residents would be involved in all stages of the regeneration process, from identifying NDC areas to selecting projects and overseeing the use of NDC resources. The Government promised to reject bids or withhold funding from those partnerships that did not propose to sustain good-quality participation throughout the life of the Programme.²²
- 1.13 The participation of local residents in the NDC Programme is informed by a theory of change which assumes that the multiple deprivations experienced by residents in NDC areas will in turn lead to social exclusion and low levels of social capital, resulting in low social esteem, poor community cohesion, distancing of households from mainstream, poor community infrastructure, and higher levels of crime and disorder.²³ The rationale for community involvement is that a participative approach would help to overcome these problems and make services more responsive to local needs. It was also anticipated that by involving local residents in decision making, NDC partnerships would help to ensure the sustainability of benefits and interventions once Programme funding came to an end.

¹⁷ CLG (2008) *Community Engagement: some lessons from the New Deal for Communities Programme*.

¹⁸ CLG (2009) *Improving outcomes? Engaging local communities in the NDC programme: Some lessons from the New Deal for Communities Programme*.

¹⁹ CLG (2009) *Neighbourhood Governance: making NDC elections a significant event for partnerships and communities?*

²⁰ CLG (2010) *Running a regeneration programme; the experiences of resident representatives on the boards of New Deal for Communities Partnerships*.

²¹ CLG (2010) *What works in neighbourhood-level regeneration? The views of key stakeholders in the New Deal for Communities Programme*.

²² Dargan, L. (2009) *Participation and Local Urban Regeneration: The Case of The New Deal for Communities (NDC) in the UK, Regional Studies*, 43:2, 305 – 317.

²³ Communities and Local Government (2005) *New Deal for Communities 2001 – 2005: An interim evaluation*.

1.14 Throughout the Programme, there has been emphasis on involving residents in wide variety of activities (discussed in more detail in Chapter 2). Key activities have included:

- informing residents through newsletters, websites, radio stations, videos etc, and involving residents in their production
- developing forums and other structures as a basis for representation
- places for representatives and volunteers in NDC partnership structures; on the board, and in theme groups and task groups
- encouraging residents to represent NDC areas (and often the wider community) in other networks and partnerships (Urban Regeneration Companies, district-wide community networks, Local Strategic Partnerships)
- involving local people in presenting the work of NDC partnerships: in workshops sharing good practice, and to visitors including those from other regeneration partnerships and ministers
- developing related strategies focusing on themes such as equalities and cohesion
- providing the opportunity for residents to work more closely with a wider range of agency representatives in thematic or neighbourhood based groups
- liaising with other organisations to promote community engagement and encourage a more joined up approach
- developing resident-managed projects such as community allotments and gardens
- developing new facilities that provide local meeting and activity spaces and scope for local management of assets
- involving residents in delivery of projects, for instance through peer education approaches to address issues around health, education and substance misuse.

The structure of this report

1.15 The remaining sections of this report are structured as follows:

- Chapter 2 reviews the policy context informing NDC partnerships' approaches to community engagement and outlines strategies, resources and interventions employed across the Programme

- Chapter 3 looks at who has been involved in NDC activities, and how; the extent to which NDC partnerships have succeeded in engaging 'harder to reach' groups (notably those from black and minority ethnic communities and younger people); and compares this to experience in other deprived communities and nationally
- Chapter 4 assesses the impact of involvement by drawing together evidence which addresses the effects of resident involvement on NDC partnerships, on those who have participated, and on NDC areas
- Chapter 5 outlines key policy implications arising from the research.

Chapter 2

Resident involvement: policy context, strategies, spend and interventions

- 2.1 This chapter provides a brief overview of the national policy context relating to community involvement, as it informs approaches taken by New Deal for Communities (NDC) partnerships. It then goes on to discuss the formation of community engagement strategies within NDC partnerships, and outlines the interventions that have been supported. Finally, evidence is reviewed in relation to what has helped, and hindered, NDC partnerships in seeking to engage residents in regeneration.

Community involvement: the national policy context

- 2.2 The commitment to community involvement in the NDC Programme is a part of a wider concern with participation and empowerment, which has been central to the Government's approach to the regeneration of deprived communities, as articulated initially in the National Strategy for Neighbourhood Renewal.²⁴
- 2.3 Over the period in which the NDC Programme has been implemented, policy on community empowerment has developed considerably, informed, in part, by the experiences of NDC partnerships. Most recently, the Government's objectives for community empowerment have extended into all areas of service delivery. Commitments have been set out in, amongst other policy documents, the local government white paper *Strong and prosperous communities*,²⁵ and in *Communities in control: real people, real power*.²⁶ These documents set out the framework for a range of policy tools which aim to increase public participation in the design and delivery of local services. Amongst the proposals outlined in these documents were increasing opportunities for communities to take on the management and ownership of local assets and facilities such as under-used community centres or empty schools; encouraging local charters between communities and service providers which set out what local people can expect from their services; and the possibility of a new provision for local communities to apply for devolved or delegated budgets to fund local projects.

²⁴ SEU (1998) *Bringing Britain Together: A National Strategy for Neighbourhood Renewal*.

²⁵ CLG (2006) *Strong and prosperous communities: The Local Government White paper*.

²⁶ CLG (2008) *Communities in control: real people, real power*.

- 2.4 These proposals are premised on the assumption that greater resident involvement will result in improvements in the responsiveness and effectiveness of local services, extend civic and democratic participation and contribute to the establishment of more cohesive neighbourhoods and sustainable communities. The review of evidence in relation to empowering communities to influence local decision making, published recently by Communities and Local Government (CLG),²⁷ identifies citizen governance (which includes community representation on partnerships, boards and forums with the capacity to influence public services and policy), as a key mechanism through which to empower both those directly participating and also the wider community to help shape decision making.
- 2.5 The new duty on local government (from April 2009) to promote local democracy and to involve local people in decision making,²⁸ is indicative of the drive to promote the implementation of this agenda at the local level. In regeneration too, the Government's framework anticipates a key role for local democratic leadership in ensuring that communities 'play a strong role in shaping the interventions, plans and strategies that capture priorities and drive investment'²⁹ (p. 11). The participation agenda is also designed to encompass those not hitherto involved: 'effective regeneration relies absolutely on the active participation and engagement of local people and communities, and not just on the articulate and organised, but on the broad majority of residents and groups traditionally excluded from consultation exercises'.³⁰

NDC Neighbourhoods and community involvement

- 2.6 In common with other deprived communities, NDC areas experienced a range of issues with regard to the involvement of local people in civic and democratic processes. To give a flavour of how this played out across the 39 NDC neighbourhoods as a whole in 2002:
- 35 per cent of NDC residents felt part of their community, compared with 51 per cent nationally
 - 23 per cent felt they could influence decisions that affect the local area, compared with 26 per cent nationally
 - 12 per cent had been involved in a local organisation on a voluntary basis in the past three years, compared with 21 per cent nationally
 - 41 per cent trusted the local council, compared with 53 per cent nationally.

²⁷ CLG (2009) Empowering communities to influence local decision making: A systematic review of the evidence.

²⁸ Local Government and Public Involvement in Health Act 2007

²⁹ CLG (2008) Transforming places, changing lives: a framework for regeneration.

³⁰ CLG (2008) Unlocking the Talent of Our Communities.

2.7 But it is important to stress that different NDC partnerships faced different barriers, shaped in part by the physical, social and economic profiles of the neighbourhoods in which they were working. Pen portraits of all NDC areas are included in the Technical Report accompanying these volumes,³¹ to be published later in 2010, but to give a flavour of how this played out in a selection of NDC areas:

- the **Knowsley** NDC area is a predominantly residential, working class neighbourhood, which, before the local NDC programme, consisted of almost 80 per cent social rented accommodation. It has not had to cope with the rapid influx of migrants into private rented accommodation that other NDC areas have experienced, and its population remains predominantly white, relatively young and with a relatively high proportion of single person and lone parent households. As one local resident said, the NDC consists of '*...long-established communities, communities that were long-established even before they moved to Huyton – because they were strong communities that came as a whole from another area to here. A strong community spirit was maintained.*' Between 1991 and 2001, the NDC area's population fell 17 per cent (from around 11,500 to 9,500). A core of organised community activity preceded the establishment of the NDC Programme, in part because of the European Objective 1 'Pathways Partnerships', which had been operating in the area since 1994.
- the **Lambeth** NDC area is home to some 7,100 residents in around 3,200 households. It is a very diverse neighbourhood, with a mixture of residents that have lived in the area for a long time alongside newer arrivals. Approximately 65 per cent of residents are from black and minority ethnic backgrounds, and there is a high proportion of young people. Before the creation of the NDC Programme, community activity tended to be fairly sporadic, though the neighbourhood was chosen as an NDC area partly in the belief that there was sufficient existing social capital for the new partnership to get off the ground fairly quickly. The NDC partnership estimates that Lambeth has an annual turnover of approximately 30 per cent of the population. A number of groups have proved more difficult to engage, including those from Portuguese, Latin American, and Somali communities. There is also a 'closed community' of illegal immigrants with whom it is almost impossible to engage, according to NDC staff.
- the **Newcastle** NDC area sits to the west of the city centre in an area originally developed as dense terraced housing for the armaments factories and ship yards on the banks of the Tyne. It consists of neighbourhoods with distinct identities, with little mixing across the area as a whole. The population is relatively young: more than 20 per cent of residents are under 16 years of age and two-thirds are of working age. Nearly one third of these are unemployed, on benefit or

³¹ CLG (forthcoming) New Deal for Communities Evaluation: Technical Report.

in the lowest grade jobs. The area is ethnically diverse: the Asian/Asian British population is the largest non-white group in the NDC area accounting for almost 20 per cent of the population. There is evidence of significant population turnover in the area together with changing demographics. In 2006 42 per cent of residents wanted to leave the area and 43 per cent had lived in their current residence for less than three years. The infrastructure of representative community groups across the area is fragmented and unevenly developed. The area's previous regeneration history has left a legacy of mistrust in relation to regeneration programmes.

- the **Newham** NDC area is located in East London along the western boundary of the London Borough of Newham, and is bordered by Stratford to the north, Canning Town and the Royal Docks to the south and an industrial area and the river Lea to the west. It has a population of some 9,600 people in 3,900 households and is racially diverse: almost 50 per cent of the population is non-white. It also accommodates a young population: in 2001 over a quarter of the population were under 16, with almost 20 per cent aged nine years and younger. It also has a high proportion of lone parents with dependent children. The area has had little previous regeneration history as it sits on the edge of area previously covered by the London Docklands Development Company, and therefore missed out on the investment and regeneration experience offered by that initiative. Although one interviewee suggested that there were variations in the experience of communities in different parts of the area, compared with many NDC areas, there was relatively little community infrastructure when the local NDC partnership was established.
- the **Sheffield** NDC area lies to the north east of the city centre. It has a population of just over 8,800 people in around 4,000 households. The population has a number of distinctive characteristics: it is relatively young, with a high proportion of single person households, a high proportion of lone parent households, and a large and mixed ethnic population. It is also changing as the steelworks that used to have a strong connection with the area have closed. There has been considerable demolition and, as the area has repopulated, it has developed more of a multicultural mix. Although there is an established voluntary and community sector in the area, it has lacked investment historically and has operated largely in isolation from city-wide networks and forums. Interviewees characterised the voluntary and community sector locally as relatively weak, comprised predominantly of faith-based and ethnic organisations, and operating in 'silos' with little collaboration, or co-operation, between agencies.

- some 11,700 people live in the **Walsall** NDC area, in about 4,600 households. Unlike many other NDC neighbourhoods the area includes a higher than average number of residents aged over 75 years. The population is largely white, and very stable: almost 80 per cent have lived there for more than five years, and 40 per cent have lived there for more than 20 years. There are lower proportions of lone parent, and single person, households than the NDC average, and 53 per cent of residents live as married or cohabiting couples, compared with the NDC average of 38 per cent. There were some community and neighbourhood associations operating before the local NDC programme was launched.

Community Involvement: NDC partnerships' strategic approaches

- 2.8 The national agenda outlined above (2.2) complements what NDC partnerships have been trying to achieve. From the outset, they have sought to embed resident involvement as a central component within all of their activities. But strategies for resident involvement have varied, influenced by local circumstances and by the priorities of the NDC partnerships. A key finding from this evaluation is that strategies for resident involvement cannot be taken off the shelf: there has not been an approach based on 'one size fits all'.
- 2.9 Research in a number of case study NDC partnerships,³² identified factors considered in developing a strategic approach.
- 2.10 A first task is to undertake an area profile, in order to address the ways in which the local area (community and neighbourhood) influences the environment for participation and the likely local receptiveness of new initiatives. Relevant factors are likely to include the intensity and persistence of deprivation; community cohesion; levels of stability or transience amongst local populations; mix of tenure; and previous experience of regeneration.
- 2.11 There is also a need to consider community capacity, in particular the strength and resilience of the local voluntary and community sector and past experience of community involvement. Some NDC partnerships have been working with well-established community and voluntary sectors, where there has been an established history of resident participation. But others have, not. For instance, evidence from interviews with key stakeholders³³ contrasts the experience in the Manchester NDC area:

³² CLG (2008) Community Engagement: some lessons from the New Deal for Communities Programme.

³³ CLG (2010) What works in neighbourhood-level regeneration? The views of key stakeholders in the New Deal for Communities Programme.

'I think the starting point in East Manchester was a community that had never really been engaged before, consulted before, even informed to be honest and there was a high degree of scepticism, massive degree of anger, frustration and there was little trust. There were no real structures in place around resident engagement, we had 11 recognised resident groups in the area at the outset and we built it up to at one point 60 odd in terms of the work that we'd done. So you're starting almost from a position that whatever you do can only make things better and there's a, I wouldn't say it's a fully open door, but as long as you get it right the circumstances are absolutely ripe for making a fundamental change and fully engaging residents'.

With that in Walsall:

'there was a fairly mature community representative body in place, one of our neighbourhood committees which covered this area, so we weren't dealing necessarily with people who were entirely not used to the sort of thing we were talking about; so they came in with a bit of an advantage in that sense and I think that advantage has stayed throughout the programme'.

- 2.12 There is evidence too that in some NDC areas lack of capacity within local communities contributed in the early stages of the Programme to problems and conflict amongst local residents. An observer in one NDC area commented:

'a feature of a lot of NDC areas is that the community activism and the community infrastructure is very weak and inexperienced; so you have a lot of community activists attracted to New Deal who didn't have a proven track record in running a reasonably sophisticated community organisation, let alone running a regeneration programme'.

- 2.13 In many NDC areas low skill levels, an underdeveloped voluntary and community sector and limited stocks of social capital necessitated significant capacity building in order for NDC partnerships to engage NDC residents in their work. This work encompassed skill development, along with the provision of finances, staff resources and community facilities. NDC approaches to capacity building are discussed in more detail in section 2.45.

- 2.14 In this context, the focus adopted by each partnership can be an important determinant in helping to define the overall approach. Relevant factors can include whether it is necessary to deal with people's personal concerns (such as proposals for demolition of their home); whether issues can be mediated through groups and representatives; how far decision making and timetabling is dependent on other players; and whether there is an opportunity to co-locate and/or share engagement structures and mechanisms (for example the co-location of the Beacons New Deal for Communities Partnership and the New East Manchester Urban Regeneration Company in Manchester).

Hartlepool

Resident involvement in area remodelling project

Hartlepool NDC Partnership sought to deliver a Community Housing Plan (CHP) which was formulated over a period of two years through an intensive process of consultation with local residents. The CHP set out plans for the acquisition and demolition of 478 residential properties; the construction of 172 new homes; the creation of two community parks and a new play area; the improvement of 792 existing homes; the improvement of business premises; and improvements to the streetscape through landscaping and environmental works.

The project succeeded in engaging 1,430 residents in a masterplanning exercise, which withstood a public enquiry. The intensive consultation process delivered a high level of community support for the project which was sustained despite numerous delays. Independent scrutiny of the plan through the Area Assessment process also served to enhance its resilience and deliverability, by ensuring alignment to the strategic planning context, seeking and reaching its endorsement by all key partners, and testing resilience through public enquiry.

- 2.15 But it has also been important to consider questions around the purpose of community engagement and to establish realistic expectations about what can be achieved. The same study³⁴ found that although NDC partnerships had implemented a wide range of approaches to promoting resident involvement, the purpose and anticipated outcomes of activities were not always clear. However, some NDC partnerships such as Walsall have provided a statement of objectives outlining the purpose of community engagement.

³⁴ CLG (2008) Community Engagement: some lessons from the New Deal for Communities Programme.

Walsall

Objectives of community engagement

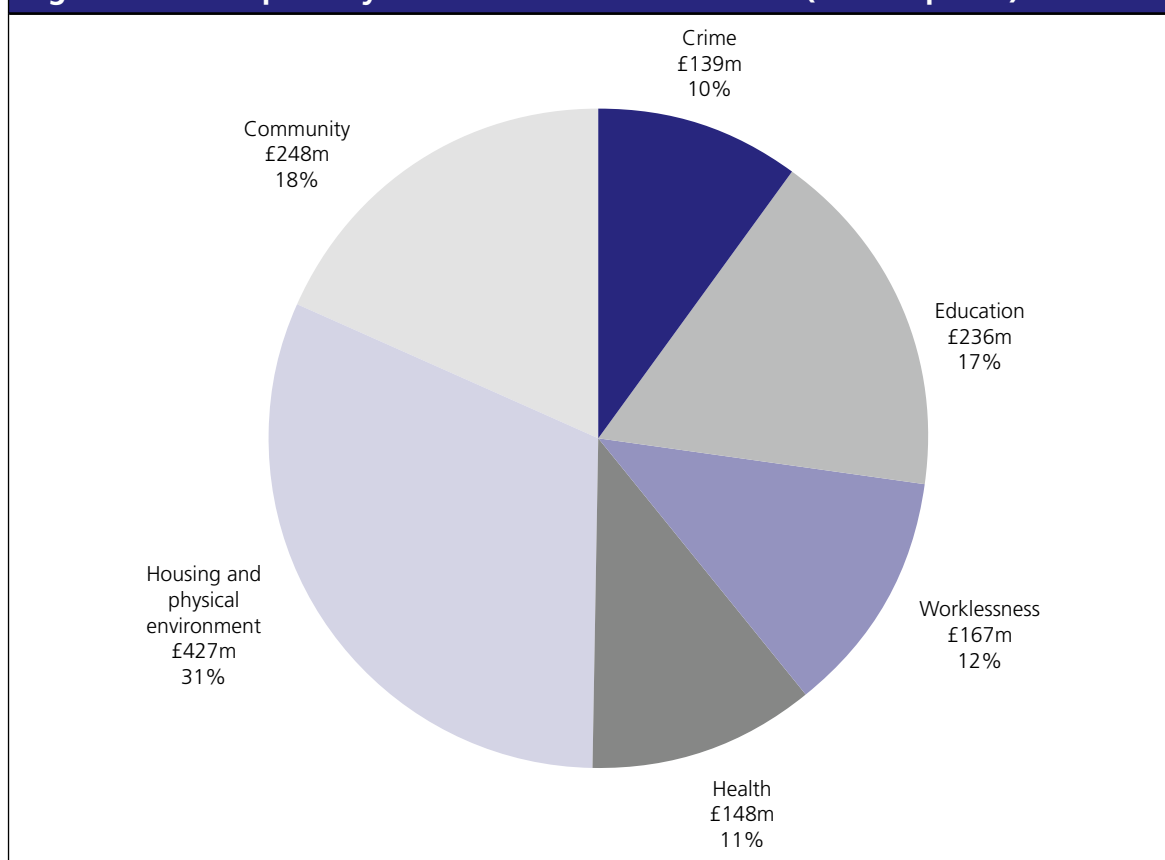
- to increase the confidence and capacity of residents and groups to participate actively in their community through structures that are supported and maintained
- to build the capacity of community-led service providers to plan and deliver activities and programmes to meet local needs
- to engage with the voluntary and community sector organisations that are based outside of the New Deal area in Walsall, and those that are national providers in order that they may invest their expertise and resources to provide a more diverse range of support services for the community
- raise awareness of the New Deal for Communities Programme in order to enable a greater number of residents to become involved in the regeneration of the New Deal area
- to enable young people individually and collectively to have a greater say in decisions that affect their community.

2.16 At Programme level, some early ambiguities led in some NDC partnerships to confusion and disagreement between residents and NDC staff about what could, and should, be achieved through resident participation, particularly in formal governance structures. These issues are explored more fully in Volume 1 of the final evaluation reports³⁵ and over time these issues have, in most cases, been resolved. But as one commentator has observed: *'the Strategy for Neighbourhood Renewal suggests that NDC work with communities is understood primarily in terms of community organising and planning at the non-radical end of the spectrum'*.³⁶

2.17 There is too the question of resources. NDC partnerships spent a total of £248m (current prices) on community-related interventions between 1999-00 and 2007-08: 18 per cent of total NDC expenditure across the six outcome areas, excluding that spent on management and administration (Figure 2.1). Only one outcome, housing and the physical environment, accounted for a greater proportion of NDC partnership spend during this period.

³⁵ CLG (2010) The New Deal for Communities Programme: Achieving a neighbourhood focus for regeneration. The NDC national evaluation final report volume 1.

³⁶ Dinham, A. (2007) Raising expectations or dashing hopes? Well-being and participation in disadvantaged areas. *Community Development Journal*, Vol 42.

Figure 2.1: NDC spend by outcome: 1999-00 to 2007-08 (current prices)

Source: CEA, System K

Note: Management and administration spend is excluded

2.18 A further £47m of community-related funding was levered in from other public, private and voluntary sources: 19p for every £1 spent by NDC partnerships. Two-thirds of this additional funding came from the public sector. Compared with other outcome areas, this degree of leverage is modest. The other five attracted at least 40p per pound of NDC spend, with worklessness interventions securing as much as 86p of additional funding for each NDC pound.

2.19 Table 2.1 shows the 10 categories accounting for most NDC community spend between 1999-00 and 2007-08. Together these make up 78 per cent of all NDC spend on the community. Almost one fifth (£46m) was allocated to the provision of new or improved community facilities, typically building or renovating community centres for use by NDC residents and local voluntary and community sector organisations. In Bradford, for instance, a Community Facilities Fund involved the development of three neighbourhood centres and capital allocations to 17 local voluntary sector groups for the provision of new and improved facilities.

2.20 A substantial amount was also spent on involving local people and developing the skills and infrastructure of the community: £32m on general capacity

building; £19m on communications, marketing and raising awareness; and £9m on capacity building relating to the governance of NDC partnerships.

Table 2.1: NDC community spend, by category: 10 categories accounting for most spend: 1999-00 to 2007-08 (current prices)

Category	Amount of NDC community spend (£ 1000's)	Percentage of all NDC community spend
New/improved use/access to community facility	45,774	18
Capacity building general	32,072	13
Community Development Workers/Officers	26,764	11
Reports/research/studies/professional fees	18,898	8
Promotion/communications/marketing/raising public awareness	18,873	8
Community Chest – general/youth	18,444	7
Youth support/services provision	10,244	4
Capacity building NDC governance	9,318	4
Land/asset acquisition/demolitions/stock transfer ³⁷	7,162	3
Other NDC posts	6,561	3

Source: CEA, System K

Note: Some categories fit into more than one outcome area; this table displays only expenditure identified as relating to the community outcome and therefore not necessarily total spend for each category

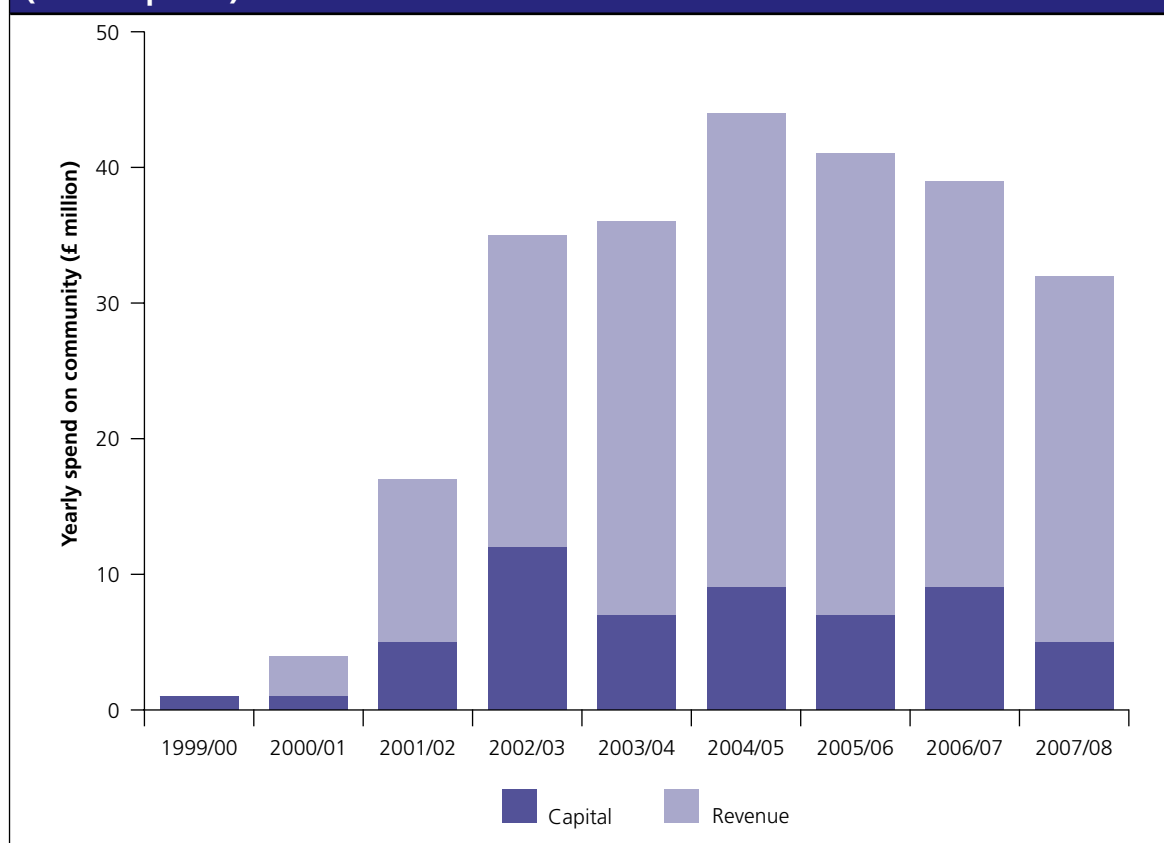
2.21 Investment by NDC partnerships has been used to support the range of initiatives discussed in sections 2.30 to 2.45. The approach taken by NDC partnerships has been resource intensive, supporting outreach and 'on the ground' projects to engage local residents in these neighbourhoods. These sorts of interventions are widely seen by NDC partnerships as valuable in engaging groups traditionally seen as 'hard to reach'. But this scale of investment may have been driven in part because of the availability of resources. NDC partnerships have had substantial resources with which to support resident involvement and those resources have been used. It cannot be said with any confidence that alternative, and less resource intensive, interventions would have achieved different results. There has, perhaps unsurprisingly, been less deadweight and displacement in the community theme than in others across the Programme:³⁸ much of this work would not have happened without the existence of the NDC Programme. Spend has too been overwhelmingly revenue-based.

³⁷ This is spend identified by NDC Partnerships as being community-related. It mostly relates to the acquisition of land and buildings for the development of community and neighbourhood facilities.

³⁸ CLG (2009) The NDC Programme: Outputs and expenditure over the period 1999-2007.

2.22 And finally, the experience of NDC partnerships is that there is a need for strategies for resident involvement to evolve, and for approaches to change over time, according to the emphasis of the Programme. It is interesting to note that annual NDC community spend increased from £700,000 in 1999-00 to peak at £44m in 2004-05, before falling away towards the end of the Programme (Figure 2.2).

Figure 2.2: NDC community spend: capital and revenue: 1999-00 to 2007-08 (current prices)



Source: CEA, System K

2.23 Evidence from case study work suggests that strategies for resident involvement need to be revised over the lifetime of the Programme, to take into account factors such as new information about resident needs, the stage that the local programme has reached, the advent of new groups in the area, progress made, and future challenges. As the Programme has developed, there has been progression to a more evidence-based approach, especially when appropriate staff have been recruited and interventions evaluated. Changes in approach have, for example, included:

- developing a wider range of engagement mechanisms, including the involvement of residents in policy theme areas
- undertaking more intensive targeting of groups or sections of the population

- developing a local infrastructure, such as forums, to enable groups to work together
- using and supporting local infrastructure organisations that can provide ongoing community development and training and support for community groups
- developing projects with residents in the lead in planning and delivery
- working with mainstream agency partners to establish closer links with residents.

2.24 However, maintaining community interest in the Programme has been an ongoing task. Tensions involved in maintaining involvement over time have been highlighted by an observer of progress in the Manchester NDC area:

'I think the height of community engagement in East Manchester was years 3, 4 and 5. I think it's incredibly difficult if not impossible to sustain that forever because people are getting involved because they've got issues and problems and problems get solved... (But also) people move out of the area and get replaced by people who've not engaged before, people fall out with us or with each other, decide they're not interested any more or that they've got a life after all.'

2.25 That community involvement in the activities of NDC partnerships has continued to increase over the lifetime of the Programme (Figure 3.1), is a reflection of the commitment and resources which NDC partnerships have dedicated to supporting resident participation in the regeneration process.

How have local people been involved?

2.26 Data from the four waves of the household survey provides evidence with regard to the engagement of residents with their local NDC partnership. At each wave of the survey, all respondents who had heard of their local NDC partnership were asked if they had been involved in any NDC-organised activities in the last two years (see Figure 3.1). In 2008 22 per cent of this subset, or 17 per cent of all respondents, said they had been involved in such activities. To put this in context, nationally 22 per cent said they had been involved in local organisations on a voluntary basis in the three years up to 2008.³⁹

2.27 A further question, only included in the 2008 household survey, explores the different ways in which residents have been involved (Figure 2.3). Of all those who said they had been involved in some way, 87 per cent played a *participative* role. This equates to 15 per cent of all NDC residents. For instance:

³⁹ Source: Ipsos MORI Public Affairs Monitor 2008

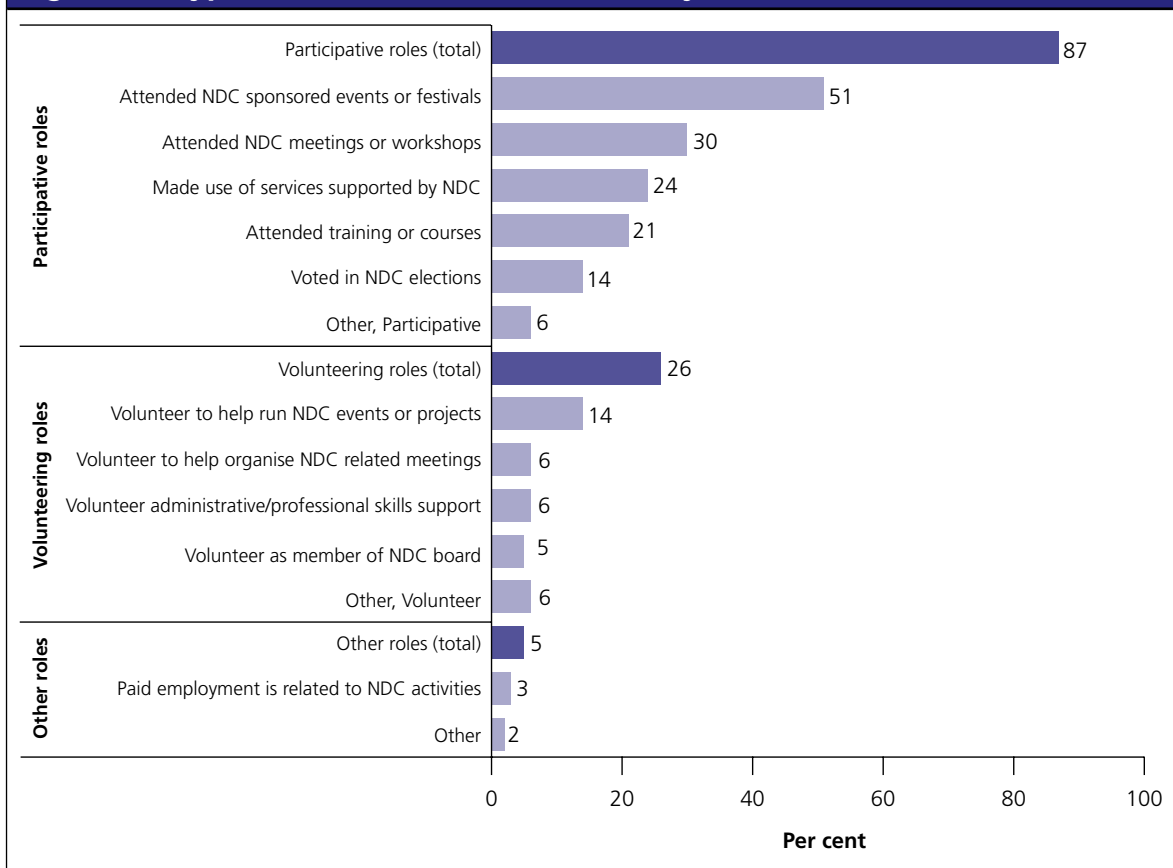
- over half (51 per cent) attended NDC events or festivals
- 30 per cent attended meetings or workshops
- 24 per cent used NDC-supported services
- 21 per cent took part in training
- 14 per cent voted in NDC elections.

2.28 On the other hand just over a quarter (26 per cent of those involved in some way, or 4 per cent of all residents) said they had been involved in volunteering for the NDC partnership. This included:

- 14 per cent helping to run NDC events or projects
- 6 per cent organising NDC-related meetings
- 6 per cent providing administrative or professional support
- 5 per cent volunteering as a member of an NDC board.

2.29 Three per cent of those taking part in activities organised by their local NDC partnership did so as part of their paid employment.

Figure 2.3: Types of involvement in NDC activity: 2008



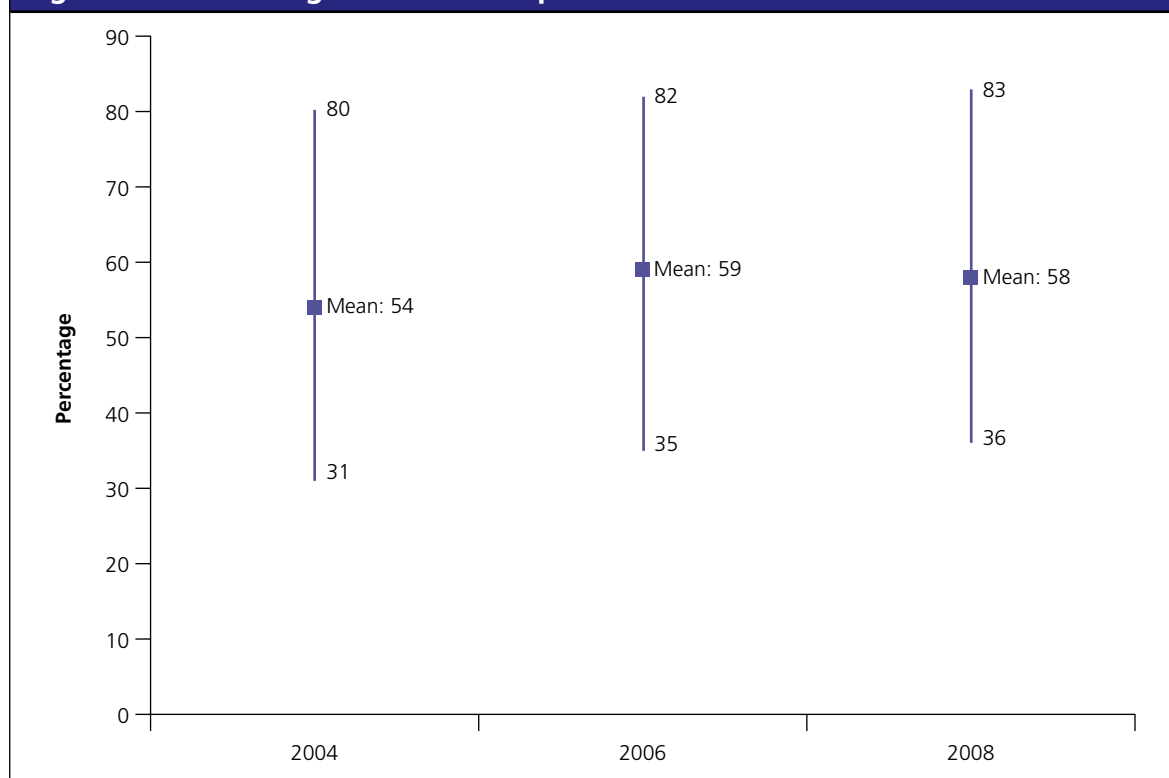
Source: Ipsos MORI NDC Household Survey

Base: All involved in activities organised by their local NDC in the last two years

Resident representation on NDC partnership boards and committees

2.30 Volume 1⁴⁰ of this final suite of reports discusses NDC partnership governance arrangements in detail. However, in all 39 NDC areas, local programmes have been overseen by partnership boards comprising mainly of local residents and representatives from relevant service delivery agencies. For many NDC partnerships, the desire to place residents at the heart of the regeneration process has resulted in majority resident representation on partnership boards. In 2008 the proportion of NDC board members living within their NDC area ranged from 36 per cent to 83 per cent (Figure 2.4), with residents constituting a majority on 26 partnership boards. Twenty-five boards had a chair who was a resident of the NDC neighbourhood.⁴¹ As is discussed in more detail in Volume 5⁴² (2.19) of the final reports, there are associations between outcomes and the numbers of residents on NDC boards, and in particular there is a significant positive correlation between the number of residents on NDC boards and the proportion of residents thinking the area has improved.

Figure 2.4: Percentage of resident representatives on NDC boards 2004-2008



Source: 2008 NDC Partnership Survey, 2006 NDC Partnership Survey and 2004/5 Tem
Base: 2004, 2006: All; 2008: 37

⁴⁰ CLG (2010) The New Deal for Communities Programme: Achieving a neighbourhood focus for regeneration.

⁴¹ CLG (2009) The 2008 Partnership Survey: evidence from the New Deal for Communities Programme.

⁴² CLG (2010) Exploring and explaining change in regeneration schemes: Evidence from the NDC Programme.

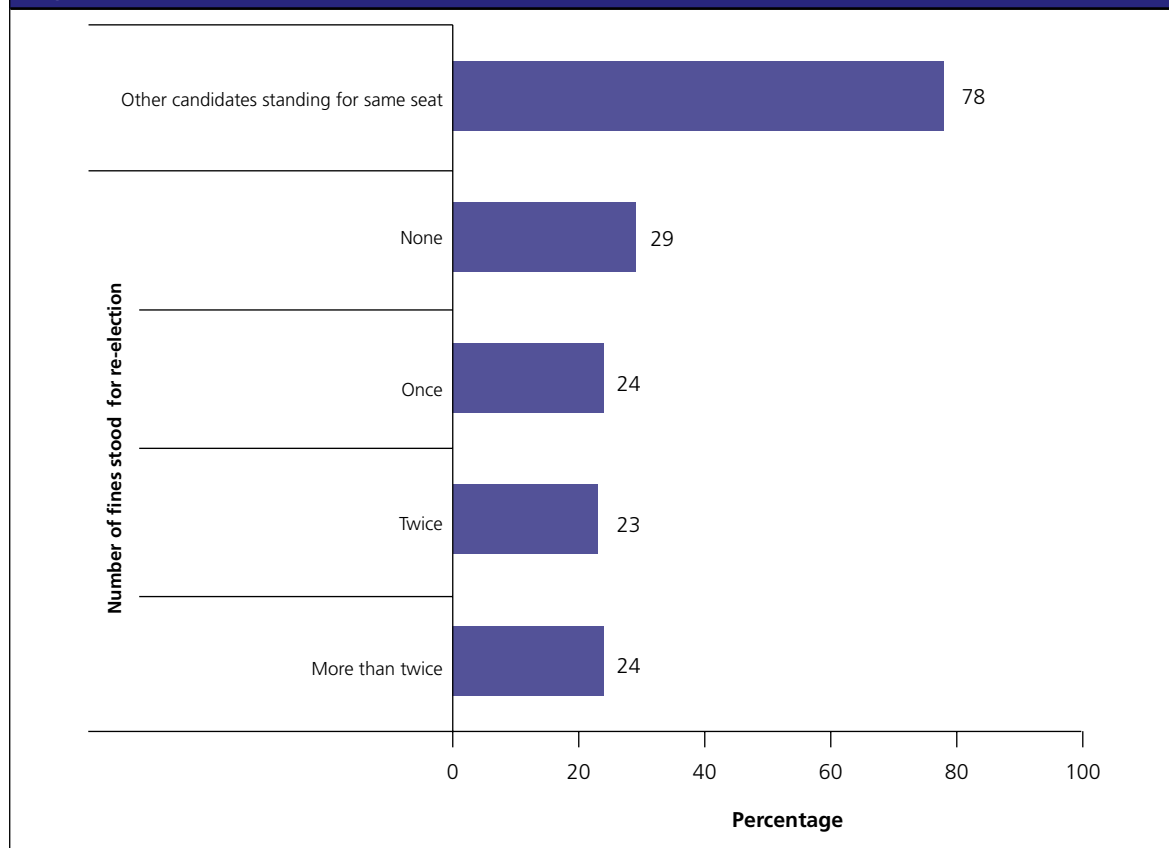
- 2.31 Many resident representatives have been elected to partnership boards. In a survey of resident representatives on boards⁴³ 83 per cent of respondents had been elected to their position. Of these, 78 per cent (or 65 per cent of the total sample) had faced a contested election where other candidates were standing for the same seat (Figure 2.5).
- 2.32 Local elections can be a way of ensuring democratic representation on partnership boards, and can provide a route for ensuring resident representatives have a mandate to represent the interests of local residents. But, although turnouts have varied across elections, they have generally proved to be low: between 2006 and 2008 across all NDC elections the average turnout was 23 per cent, ranging from 4 to 52 per cent.⁴⁴
- 2.33 A combination of local factors help explain turnouts for NDC elections:⁴⁵
- the effectiveness and commitment of NDC partnerships in organising elections
 - the quality of local candidates
 - the reach of candidates into different communities
 - the coherency of the NDC as a constituency for political mobilisation.
- 2.34 In relation to the last factor, it has been difficult for some partnerships to garner resident involvement in areas which are not natural neighbourhoods.⁴⁶ NDC partnerships were expected to develop cohesive communities in areas that in many cases could not properly be described as communities at all. NDC boundaries have in some cases been arbitrary and may reflect localities with which residents cannot identify. The implications arising from the geography of NDC areas are discussed in more detail in Volume 1 of these reports. But one obvious implication for resident involvement is that it may be more effective to implement programmes in geographies with which local people can identify.

⁴³ CLG (2010) Running a regeneration programme; the experiences of resident representatives on the boards of New Deal for Communities Partnerships.

⁴⁴ CLG (2009) The 2008 Partnership Survey: Evidence from the New Deal for Communities Programme.

⁴⁵ CLG (2009) Neighbourhood Governance: making NDC elections a significant event for partnerships and communities?

⁴⁶ CLG (2010) The New Deal for Communities Programme: Achieving a neighbourhood focus for regeneration. The NDC national evaluation final report volume 1.

Figure 2.5: NDC Elections

Source: NDC Resident Board Member Survey 2009

Base: All who stood for election to the board (251)

- 2.35 Elections for resident representatives on NDC boards have a number of advantages including demonstrable accountability, a way of increasing board members' sense of legitimacy, and a mechanism for attracting new resident board members. But NDC partnerships have also found elections to be costly and time-consuming. There can also be a loss of experience which in itself can slow down delivery processes as new board members receive their induction and become used to new ways of working. Perhaps because of this, a minority of resident representatives on partnership boards are not appointed via open elections. Of resident representatives responding to the survey who had not been elected, 28 per cent simply volunteered for the role, 26 per cent were nominated by a theme group or existing board member, and 24 per cent were representing a local organisation, such as a Tenants', or Residents', Association.
- 2.36 Below the strategic function of NDC boards, most partnerships have implemented structures for identifying and appraising interventions. Sub-committees and appraisal panels also usually include resident board members who undertake a range of functions. In the Knowsley NDC area, for instance, resident board directors are in the majority in all the partnership's formal structures.

Knowsley

Resident involvement in NDC partnership structures

Resident board directors are involved in all of the NDC partnership's committees:

- the Approvals Committee is made up of 11 of the 12 resident directors, a strategic partner director and a council director; a resident director and the strategic partner director jointly chair the committee
- the Finance Committee is chaired by a strategic partner director and also has a council director and five resident directors as members
- the Human Resources Committee is chaired by the NDC board Chair and has five resident directors.

Theme groups

2.37 In the early stages of the Programme, all partnerships implemented some kind of theme group structure, partly as a mechanism for engaging the wider community in decision making processes. The names, function and membership of these structures have varied across the 39 NDC partnerships. However, many have been open to all NDC residents, and meetings have generally been held in venues accessible to the wider community. In broad terms these thematic 'task' groups have served a number of functions:

- as forums for identifying issues and interventions
- as mechanisms for enabling community members to engage with NDC partnerships and service providers around issues of concern
- as structures for reviewing progress on particular NDC themes
- in some cases, as incubators for resident representatives who then go on to serve on NDC partnership boards.

2.38 Levels of resident involvement in these thematic groups have varied, across NDC areas and between different outcomes, but have generally been low. Some outcomes, such as housing, have attracted greater numbers of residents, particularly where partnerships are planning to carry out redevelopment programmes. But in other outcomes it has proved hard to engage local people. It has proved especially difficult to engage local residents in worklessness issues,⁴⁷ perhaps because projects affect limited numbers of residents and there has been a lack of identification between residents and the business community.

⁴⁷ CLG (2009) Understanding and tackling worklessness, volume 2: neighbourhood level problems.

2.39 As local programmes mature, and expenditure is committed, the theme group structure has been revised in many NDC partnerships. This has often involved pulling together a number of themes (so that there are fewer meetings and events for residents to attend), restructuring the focus of events so that meetings are less formal, and focusing on issues that are priorities to residents (as opposed to broad thematic programmes of work). In Sheffield, for instance, the NDC partnership reorganised its theme groups into Priority Areas, and focused meetings on single issues, identified by local residents. In Newham, theme groups were replaced by five service user groups which provided a forum for local people to engage with service providers around neighbourhood management issues. And in Lambeth, theme groups were replaced by a sub-committee reviewing the performance of NDC interventions. This process has in some cases reduced the range of opportunities available to local residents through which directly to influence the work of NDC partnerships.

2.40 The commitment to engage the wider community in NDC processes has been shared across all partnerships. But challenges inherent to involving residents in more formal structures should not be underestimated. As one observer commented:

'...the challenge of getting significant numbers of residents involved in decision making, it would be very easy to gloss over that and pretend there have been very very high levels of participation in decision making. It's not quite like that, it has been quite a challenge. It's been relatively easy to engage large numbers of residents at a variety of levels in terms of informing, participating, contributing to decisions and so on and we've always been reasonably successful in populating our board, but the actual mechanics of decision making thematically has been a big challenge.'

2.41 Data outlined in Figure 3.1 identifies the proportion of residents involved in activities run, or supported by NDC partnerships. Seventeen per cent of all NDC residents had been involved in such activities in 2008. Of these, 87 per cent (or 15 per cent of all NDC residents) had participated in an NDC activity, and only 30 per cent of this subset had attended NDC partnership meetings or workshops. The evaluation has not explored the motivations for participation, or non-participation amongst this wider group of residents. However, one question here is whether there is a widespread willingness, or desire, amongst local residents to participate in the formal processes of regeneration. This would remain the case no matter how hard NDC partnerships tried to be inclusive in their approach.

Community forums and events

- 2.42 It is perhaps for this reason that in all NDC partnerships the desire to involve residents has extended beyond involving relatively small numbers of residents in decision making processes. Community forums and events have been important for building contact with wider NDC populations, and for encouraging the development of social capital and cohesion by bringing together disparate groups and communities. Some forums have addressed the needs of specific groups. In the Walsall NDC area, for instance, forums include those for young people, the elderly, and Gypsies and Travellers. Other partnerships have brought together a range of community groups across the whole area.
- 2.43 These initiatives undoubtedly attract a wider participation than the more formal structures of NDC partnerships. Household survey data shows that over 50 per cent of those who indicated that they had participated in an NDC activity had attended NDC sponsored events or festivals. The true figure is likely to be higher as it can be assumed that not all residents who attend these events will necessarily link them to the NDC partnership. These initiatives are designed to share information and to provide partnerships with an opportunity to inform residents about their work. There is no evidence base through which to assess how far resident participation in these events influences local programmes or translates into other NDC activities.

Communications

- 2.44 NDC partnerships have supported a wide range of communication activities with a view to keeping residents informed about their activities and achievements.⁴⁸ Initiatives have included regular newsletters, community radio stations, information shops, distribution of leaflets and postcards, promotions and roadshows. The significance of these activities is exemplified in the Newcastle NDC Partnership's communications strategy: 'positive communications are of central importance to the success of Newcastle New Deal for Communities. Our vision – to include all local people in bringing about lasting change – can only be fully realised if we give residents the chance to keep in touch with our work and see the improvements to the area as they take shape.'⁴⁹

⁴⁸ CLG (2008) Communications: some lessons from the NDC Programme www.communities.gov.uk/publications/communities/ndccommunications.

⁴⁹ Ibid.

Capacity building

- 2.45 Engaging residents in regeneration requires not only structures for involvement to be in place, but also developing skills and confidence levels to enable residents to participate in decision making. NDC partnerships have employed a range of interventions to inject capacity into their local communities, including supporting community development and involvement teams; training for resident representatives on NDC boards and other community members; and providing resources to support the development of groups and individuals via 'community chests' and development grant programmes.

Walsall

Staff and board member training programme

1. Induction training covering:
 - How the Code of Conduct works and people's duties and responsibilities
 - Behaviour and conduct at meetings
 - Understanding public sector procedures
 - Awareness of local issues
2. Equal opportunities/diversity
3. Finance training
4. Evaluation and appraisal
5. Negotiation skills
6. Chairing meeting skills
7. Problem solving/decision making
8. Assertiveness skills/confronting issues
9. Interpersonal skills
10. Dealing with aggression and violence
11. Running consultation/community engagement exercises
12. Facilitation skills
13. Leadership skills

- 2.46 The next chapter looks at the extent to which these activities have succeeded in involving residents in the regeneration process, and assesses which sections of the community are more likely to become engaged in the process of regeneration.

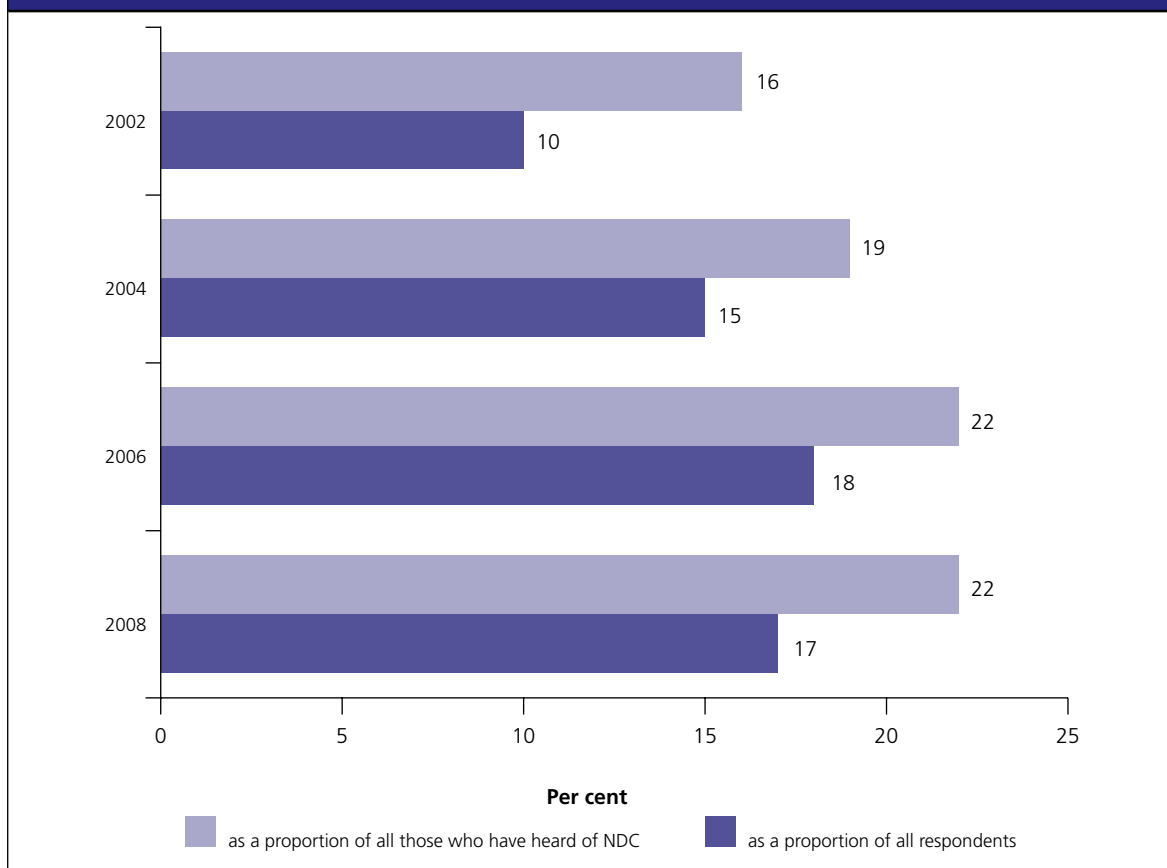
Chapter 3

The extent of community involvement

- 3.1 This chapter assesses the extent to which NDC partnerships have succeeded in placing local residents 'at the heart of the regeneration process' by considering evidence in relation to the nature of involvement in NDC activities and events. Evidence is laid out which provides details in relation to the involvement of particular socio-economic groups. The chapter concludes by discussing 'what works' in involving local people in regeneration programmes.

Resident participation in NDC activities

- 3.2 Data from the household survey suggests that 17 per cent of all NDC residents had been involved across a range of activities in 2008 (Figure 3.1).
- 3.3 Between 2002 and 2008 **levels of involvement** increased across all NDC areas (Figure 3.1). In 2002, 16 per cent of those who had heard of their local NDC partnership had taken part in some way in an NDC activity over the previous two years. By 2004 this proportion had increased by three percentage points and by 2006 it had increased again by the same amount. There was then a marginal reduction between 2006 and 2008. A similar pattern can be seen when looking at the proportion of all NDC residents involved in NDC activities. This is consistent with evidence discussed earlier (2.24) which suggests that resident involvement may peak towards the middle of a regeneration programme, when structures for participation have had time to become established and when there is most activity in terms of delivery. Resident involvement is likely to dwindle thereafter, when resources have been allocated and more emphasis is placed on issues of succession and sustainability.

Figure 3.1: Percentage involved in NDC activities in the last two years: 2002, 2004, 2006 and 2008

Source: Ipsos MORI NDC Household Survey
 Base: As indicated

3.4 Cross-sectional (or area-based) household survey data gives a snapshot of resident participation at particular points in time. Because the household survey revisits the same addresses at each wave, data also allows us to look at the experiences of individuals who stayed in NDC areas over time: the longitudinal panel. Table 3.1 shows the percentage of the 3,554 longitudinal respondents who were involved in the activities of their local NDC partnership at each wave (2002, 2004, 2006 and 2008), and in total across all four waves. Fully 44 per cent of those residents who stayed in one of these areas were involved in an NDC activity at some point between 2002 and 2008. This suggests that NDC partnerships engaged a higher proportion of those residents who stayed in NDC neighbourhoods for the six year period between 2002 and 2008 than is indicated by the snapshot figure of all NDC residents in 2008. This is perhaps to be expected. Residents who stayed in these areas will have been exposed to the activities of their local partnership for a longer period of time. Equally so, residents who stayed in NDC areas may also have felt they had more to gain from participation in NDC activities than was true for those living there for shorter periods.

Table 3.1: Percentage of longitudinal respondents that have been involved in their local NDC

	Involved in NDC (per cent)
Wave 1	15
Wave 2	22
Wave 3	24
Wave 4	22
Any Wave	44

Source: NDC longitudinal survey wave 1-2-3-4 panel
Base: all respondents (3,554)

3.5 While there are no direct benchmarks against which to measure involvement in NDC activities, it is possible to make comparisons with similarly deprived comparator areas and also with the national average with regard to a broader, but related, question. Respondents to both the NDC-, and comparator-, areas household surveys were asked whether or not they had been involved in any local organisation on a voluntary basis over the last three years. A comparable question was also asked in two national surveys: the General Household Survey in 2000 and the Ipsos MORI Public Affairs Monitor in 2008. Results show that (Figure 3.2):

- in 2008, 14 per cent of NDC residents had had some voluntary involvement in local organisations in the preceding three years; this was a two percentage point increase on 2002
- this same increase was true for comparator area residents, 12 per cent of whom had been involved in local organisations in the three years prior to the 2002 survey and 14 per cent in the three years prior to 2008
- nationally the increase was less marked, only one percentage point between 2000 and 2008
- however, levels of local voluntary activity remained much higher across England as a whole than in the NDC, or the comparator, areas: in 2008 the national figure stood at 22 per cent.⁵⁰

⁵⁰ Evidence of the relationships between levels of deprivation and volunteering suggests that both formal and informal volunteering tend to be higher in more affluent communities. See Williams, C. (2003) Cultivating voluntary action in deprived neighbourhoods: a fourth sector approach, Institute for Volunteering Research.

3.6 Table 3.2 compares rates of involvement in NDC-organised activities **across socio-demographic groups**. Rates here are presented as a proportion of all respondents in each category, as opposed to just those who have heard of the NDC. In summary:

- older working age adults were the most likely to be involved; this is particularly marked for volunteering roles; younger residents and those over retirement age, are less likely to engage
- 20 per cent of females had been involved in NDC activities, compared with 14 per cent of males
- there was little difference between involvement rates for different ethnic groups, ranging from 16 per cent for Asian residents to 18 per cent for black residents
- there was no discernable difference between those in employment and those not in employment with respect to overall rates of involvement in NDC activities; however, a slightly higher proportion of employed residents were involved in volunteering roles (5 per cent, compared with 4 per cent for those not in employment)
- educational qualifications showed the biggest divide: 13 per cent of those with no formal qualifications had been involved in activities organised by the NDC, compared with 21 per cent of those with NVQ Level 5 or equivalent; 7 per cent of this most highly educated group had held a volunteering role: over three times the proportion of those without qualifications.

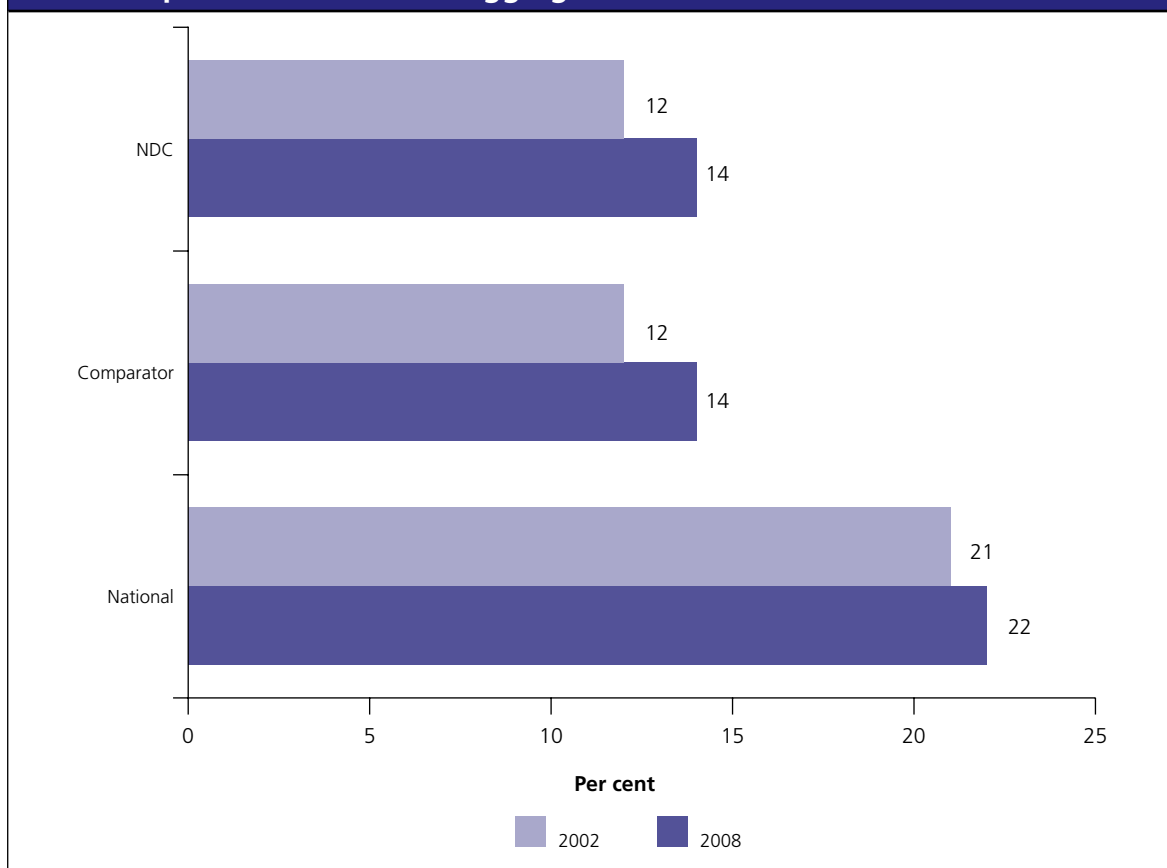
Table 3.2: Percentage involved in NDC activities in the last two years, by socio-demographic characteristics: 2008

	Percentage involved in NDC activities in the last two years, 2008		
	Any roles	Volunteering	Participative
Age			
16 to 24	14	4	12
25 to 49	18	4	16
50 to 59/64	19	6	16
60/65+	14	4	12
Sex			
Male	14	4	12
Female	20	5	18
Ethnicity			
White	17	4	15
Asian	16	3	14
Black	18	5	16
Employment status			
In employment	17	5	15
Not in employment	17	4	15
Educational qualifications			
NVQ level 1 or below	18	5	15
NVQ level 2 or equivalent	20	5	18
NVQ level 3 or equivalent	19	6	16
NVQ level 4 or equivalent	20	6	18
NVQ level 5 or equivalent	21	7	18
No qualifications	13	2	11
Total	17	4	15

Source: Ipsos MORI NDC Household Survey

Base: All respondents in each category

Figure 3.2: Percentage involved in local organisations in the last three years: NDC, comparator and national aggregates: 2002 and 2008



Source: Ipsos MORI NDC and Comparator Household Surveys; General Household Survey 2000; Ipsos MORI Public Affairs Monitor 2008

Base: All respondents

3.7 It is also possible to look in more detail at the characteristics of a particular group of residents: those who have served as resident representatives on NDC boards. A telephone survey of 301 past, and current, resident representatives on NDC boards was conducted in summer 2009. The full results are published in a separate report,⁵¹ but some findings are of particular interest here. When compared to the characteristics of all NDC residents, respondents to this survey are disproportionately:

- male
- over fifty
- white
- in households without children
- employed (if working age) or retired
- 'middle class'

⁵¹ CLG (2010) Running a Regeneration Programme: the experiences of resident representatives on the boards of New Deal for Communities partnerships.

- highly qualified
- long-standing residents of the area.

3.8 The vast majority have previous experience in community organisations, either in a voluntary or professional capacity, or in many cases both.

What works in involving local residents in regeneration?

3.9 The NDC evaluation provides a wealth of evidence in relation to factors which appear to support, or hinder, resident involvement in the regeneration process. Key messages from case study work include the importance of:

Clarity about the aims and objectives of resident participation

- Distinguishing between community development, capacity building and community engagement; making sure that there is a clear strategy for community engagement which highlights appropriate outcomes, underpinned by capacity building and community development.

Timing

- The early development of community engagement strategies helps to embed community engagement activities throughout the work of regeneration organisations; residents need to be engaged in producing initial plans and strategies; time for community engagement and capacity building needs to be allowed before programme spend begins in earnest: if a programme is to be genuinely resident-led and focussed then it needs fully to understand local needs before interventions are finalised; however, resident engagement will change over time and strategies need to evolve to reflect this; as an NDC partnership is focusing on its forward strategy, it may need to consider involving residents to support the next phase of its work; it is also important that projects stop supporting/building capacity at the right time – too early and capacity may never be adequately developed, but too late and the community becomes reliant on additional support.

Culture and leadership

- Partnerships need a board and staff team that are committed to community engagement, with a strong and appropriate leadership style and a culture of openness; a community engagement ‘champion’, at senior management or board level can maintain the profile of community engagement and manage expectations in relation to what can be achieved; many NDC partnerships had theme leads for community engagement, reporting to chief executives; it is also important to have clear roles and structures so that resident representatives know where they fit within organisational structures and are clear about their remit and responsibilities.

Developing a core group that can engage effectively

- There can be a tendency for the 'same old faces' to become involved in community activity and neighbourhood renewal; however, this can be crucial for ensuring continuity, and it is important to be realistic about the numbers of residents who will want to be involved beyond attending events; a further benefit is that a core group of residents develop expertise and knowledge over time.

Support and resources

- It is important to provide the necessary support to community representatives including training, administrative and IT support; away days are useful in bringing together residents, agency partners and NDC partnership officers together; community engagement staff need to have the appropriate knowledge, experience and skills for their role and small grants programmes are useful for pump-priming development, but it is important that these also encourage sustainability, and do not encourage dependency amongst local groups.

Providing a range of opportunities for engagement

- These will need to include face to face activity and informal networking, alongside meetings and events; partnerships need to be sensitive to access issues including cultural and transport needs.

Working with existing networks and agencies

- It is important to utilise the strengths of other agencies in the area; schools have proved an effective forum for engaging the wider community (across all social and ethnic groups), and voluntary and community sector organisations can provide access to language and translation support when engaging with black and minority ethnic communities; however, it is also important to bring in new and/or excluded groups to widen participation and to avoid the negative network dynamics of closed groups.

Imaginative publicity and communications

- Communication with residents is essential – through a variety of media, including newsletters, websites, resident group meetings, resident board directors, theme groups and one-to-one communication; it is important to monitor how the information is understood and partnerships should be prepared to challenge misunderstandings.

Sharing resources and good practice

- It is important to evaluate interventions in order to develop an evidence base for targeting approaches and to document and share best practice with other agencies; this can include developing resources to support community involvement within mainstream organisations.

Planning for succession

- Developing, where possible, community assets as part of the succession strategy is useful, but it is important to ensure that community groups have realistic expectations in relation to the long-term management and financial sustainability of these assets; a key element in succession should be enhancing the capacity of community groups to act for, and on behalf of, their communities; this requires them to have the ability and capacity to recruit and organise residents, run constituted groups, bid for funding and, in time, deliver projects.

3.10 The next chapter looks at the impact of resident involvement on NDC partnerships and their partner agencies, on the individuals involved, and on NDC communities as a whole.

Chapter 4

The impact of resident involvement

4.1 This chapter assesses the impact of resident involvement in regeneration in three areas:

- evidence on ways in which resident involvement has influenced the activities and focus of NDC partnerships
- the experiences of individuals involved in NDC activities, and any evidence of relationships between involvement and outcome change for those who have been involved
- and the impact of resident involvement on wider NDC communities, including relationships between resident involvement and outcome change in NDC areas.

NDC partnerships

4.2 Case study work has assessed whether resident involvement has made a difference to the way NDC partnerships approach their tasks. There are many examples of resident involvement influencing the design of interventions:

- *education*: Lambeth NDC Partnership used information gathered from consultation exercises to shape its education programme, and has sought ways to promote the involvement of local communities in education activities and decision-making, and to involve young people in the development of services that affect them; in Sheffield education interventions were structured to develop community involvement
- *health*: residents were both influential and largely constructive in shaping health interventions in the Newham and Walsall NDC Partnerships; however, there are uncertainties (shared by residents and professionals) about whether communities' influence is expected to point to a sharper analysis of the problem and/or to contribute to a solution
- *housing/environment*: community involvement in housing in Knowsley has ranged across the spectrum, from communications, through consultation and research, to participation and delegation; resident involvement was central to the development of the masterplan for the area, leading to some major changes and may have been decisive in enabling the scheme to proceed at all.

4.3 The exception to this is perhaps in relation to worklessness where, although there are examples of community influence on the design and delivery of interventions, our research suggests that resident involvement in projects has been limited for a number of reasons:⁵²

- the theme has less resonance with residents than have other issues, such as community safety where projects are more visible and affect more residents
- there can be a lack of identification between residents and the local business community
- there has been limited integration between community engagement teams and employment teams within NDC partnerships.

4.4 Programme teams value resident involvement because it brings insights into the concerns and needs of the local community:

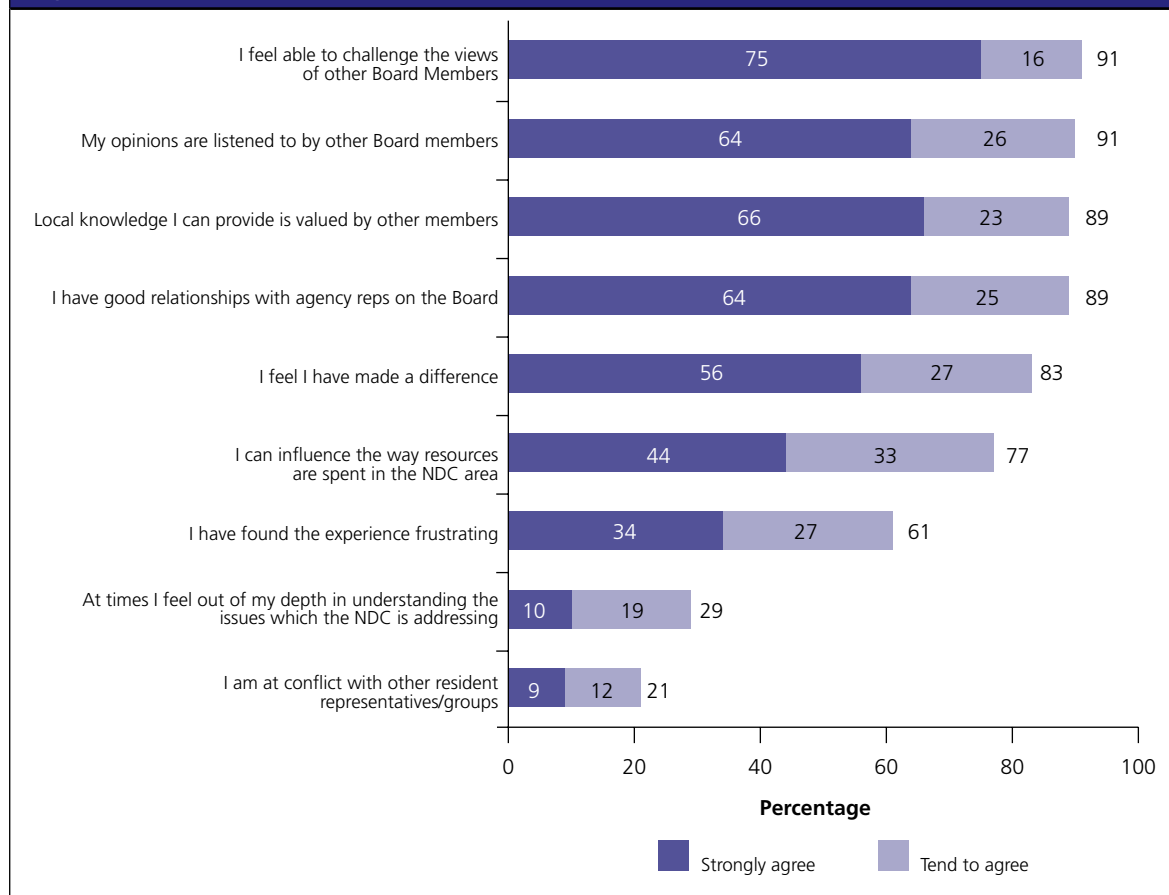
'people who actually live in the area and are actively involved in it, I think they need to have their say about how things are run, I mean that's the whole point, we're here for their benefit and ... you can't ever lose sight of that, so I think having the board members and reps on the theme groups, I think you need them there, I think sometimes people can go off on a tangent and I think you need somebody who is local and who knows what the main issues are to go, hang on, sort of bring them back down to earth.'

4.5 Resident involvement can thus assist delivery in a number of ways:

- residents have played a crucial role in the validation and critique of local services by flagging up gaps in delivery and identifying what is, and is not, working at the local level
- by bringing local knowledge which has contributed to the development of project ideas and modifications to the style or delivery of projects
- in helping to deliver projects
- and by facilitating access to groups which might be seen as harder to reach, notably younger people.

4.6 These perspectives are generally supported by resident representatives on NDC boards who think they have had a significant impact on the work of their local partnership (Figure 4.1). Ninety-one per cent think they can challenge the views of other board members and 91 per cent also think that their opinions are listened to by other board members. Eighty-nine per cent think that they have good relationships with agency reps and that their local knowledge is valued by other board members. Eighty-three per cent think they have made a difference to their local NDC partnership.

⁵² CLG (2009) Understanding and tackling worklessness, volume 2: neighbourhood level problems.

Figure 4.1: Resident board members perceptions of their experiences

Source: NDC Resident board member survey 2009

Base: All

Note: Figures for 'strongly agree' and 'tend to agree' may not sum to total, due to rounding

4.7 However, resident involvement has raised a number of tensions, many of which were especially evident in the early stages of the Programme. These tensions have not been insurmountable, but they do serve as reminders that resident involvement in regeneration can be a difficult and demanding process:

- there has sometimes been conflict, and division, between residents which may be driven by geographical or ethnic tensions; many NDC areas are not 'natural' communities, and it cannot be assumed that the residents will have a consensual view as to priorities for NDC partnerships
- it has sometimes been difficult for NDC partnerships to balance the desire to involve local residents with the need to meet milestones and delivery targets; in the early stages of the Programme, partnerships needed to build community capacity, and manage community expectations, at the same time as building structures for delivery, leading in some cases to frustration on the part of residents that nothing visible was being done; as the Programme progressed, and particularly in the middle years when the delivery of interventions was at its peak, partnerships faced additional tensions in ensuring the community was able to keep pace with developments

- there have been difficulties in some NDC partnerships from the election of residents to represent particular areas within NDC neighbourhoods; this may result in the 'capture' of boards by particular interest groups, leading some NDC partnerships to appoint, rather than elect, resident representatives
- it has not always been easy to reconcile the priorities of residents with those of professionals, who may be better placed to take a long-term, strategic view of the area; this raises fundamental questions about the degree to which it is appropriate, or desirable, for residents to lead the delivery of long-term strategic regeneration programmes; there have been instances where resident involvement has resulted in the stalling of major redevelopment programmes (for instance through voting against stock transfer); some key local stakeholders are of the view that the community-led ethos which has informed the NDC Programme has in some cases meant that professionals have not challenged residents enough when interventions have not delivered results; indeed some stakeholders suggest that an alternative approach may be preferable, which engages residents in decision making processes, but which does not ultimately involve them in the minutiae of the regeneration process:

'I think neighbourhood management may be a better way of developing a community partnership, with the big money spent at one level up. We need to give the community some kind of control over the big money, but not to the degree or the kind of detail that NDCs have'.⁵³

- 4.8 There is also a question as to whether resident involvement will contribute to the sustainability of interventions and improvements once NDC Programme funding ends. As outlined at 1.12 to 1.13, part of the rationale for involving local people in regeneration through this Programme was to engender a sense of community ownership over the regeneration of local areas. A study into the succession arrangements⁵⁴ indicates that NDC partnerships wish to sustain engagement between community members and service providers, and to put in place resources, infrastructure and support to achieve this. If that does happen, it has the potential to differentiate the NDC Programme from its predecessors as a more sustainable approach to regeneration. However, whilst there are encouraging signs that resident involvement will remain a priority for NDC partnership successor vehicles, longer term analysis would be required in order to establish the degree to which this has been achieved.

⁵³ CLG (2010) What works in neighbourhood-level regeneration? The views of key stakeholders in the New Deal for Communities Programme.

⁵⁴ CLG (2008) Delivering Succession Strategies: Some Lessons from the New Deal for Communities Programme.

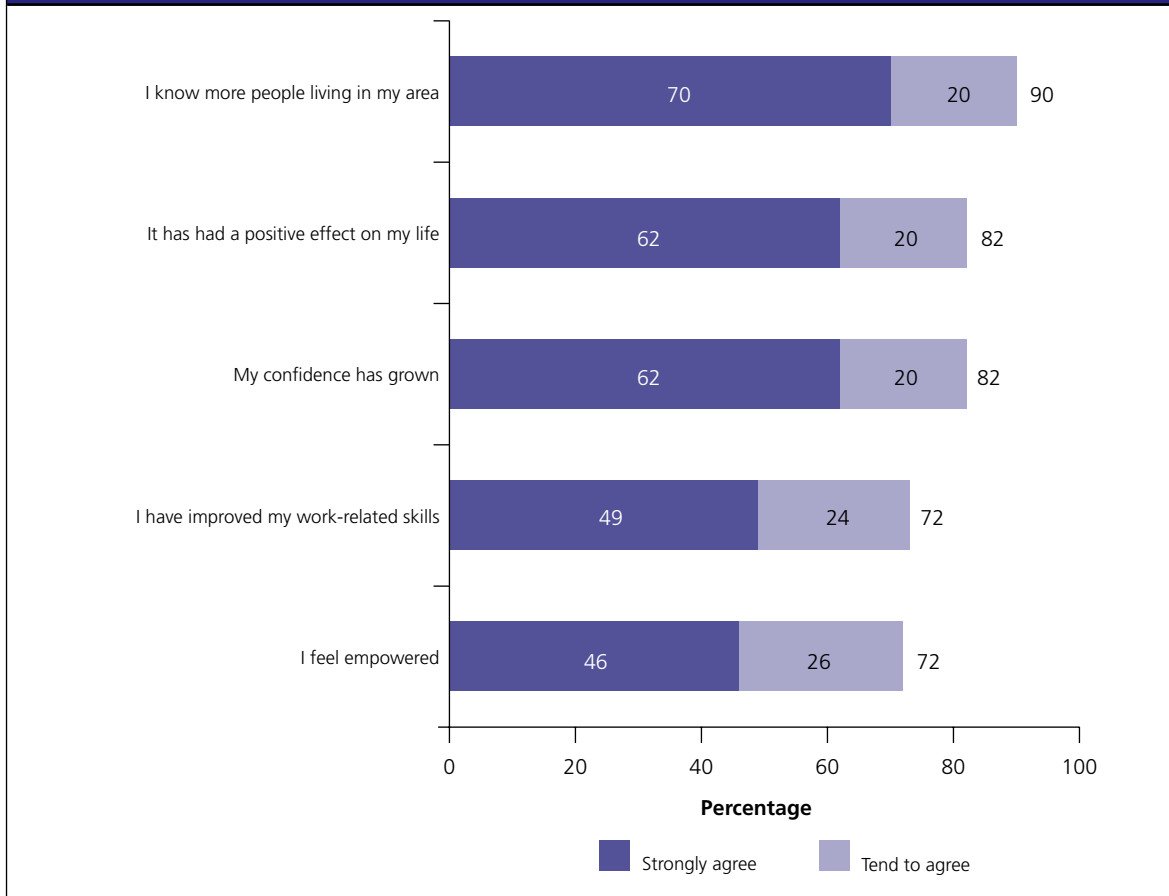
Salford

Community involvement in succession arrangements

Salford NDC Partnership is ensuring the continuation of community involvement by incorporating channels for engagement within all key aspects of its succession plans. Future governance of new community facilities in the area will have a strong component for local resident involvement and local community groups will continue to be supported by a small grants scheme administered under existing Neighbourhood Management structures.

Individuals

- 4.9 One of the most important indicators of the impact of resident involvement is the impact it has on those individuals who become involved in regeneration programmes. The NDC evaluation provides two sets of evidence in relation to the impact of engagement on individuals:
- responses to the survey of resident representatives provides information on their experiences of being on an NDC board, including the degree to which they have felt empowered as a result of this involvement
 - household survey data enables an analysis of relationships between involvement and outcomes for residents who have engaged with NDC activities.
- 4.10 Figure 4.2 looks at the personal impacts that resident representatives on NDC boards identified as a result of their experiences. Most respondents are able to highlight a number of positive impacts on their own lives including:
- knowing more people in the area (90 per cent)
 - increased confidence (82 per cent)
 - improved work-related skills (72 per cent).
- 4.11 Eighty-two per cent of respondents feel that their experiences have generally had a positive effect on their lives, with 72 per cent feeling empowered as a result.

Figure 4.2: Personal impact

Source: NDC Resident board member survey 2009

Base: All

Note: Figures for 'strongly agree' and 'tend to agree' may not sum to total, due to rounding

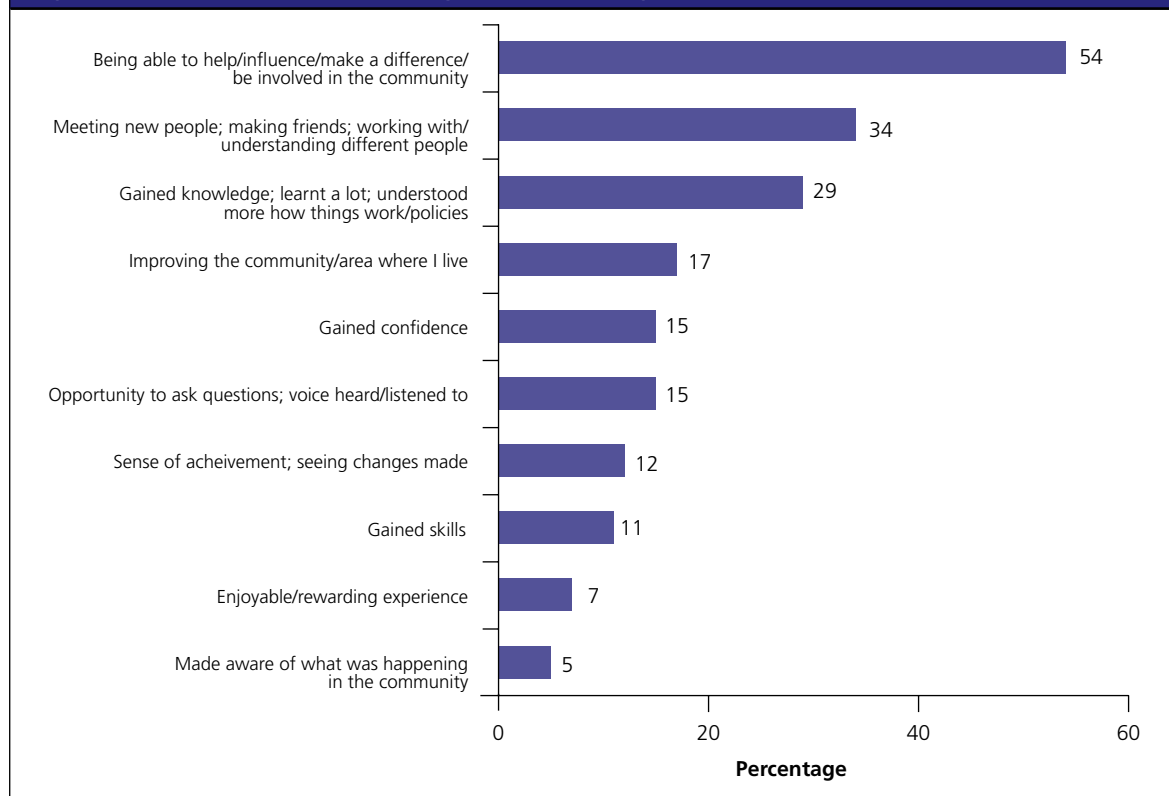
4.12 Respondents were also asked to identify the three most positive and negative aspects of their participation (Figures 4.3 and 4.4).

4.13 Positive aspects were:

- being able to influence/ make a difference/ be involved in the community
- meeting new people; making friends; working with/understanding different people
- gaining knowledge; learning a lot; understanding more how things work/ policies.

4.14 Negative aspects included:

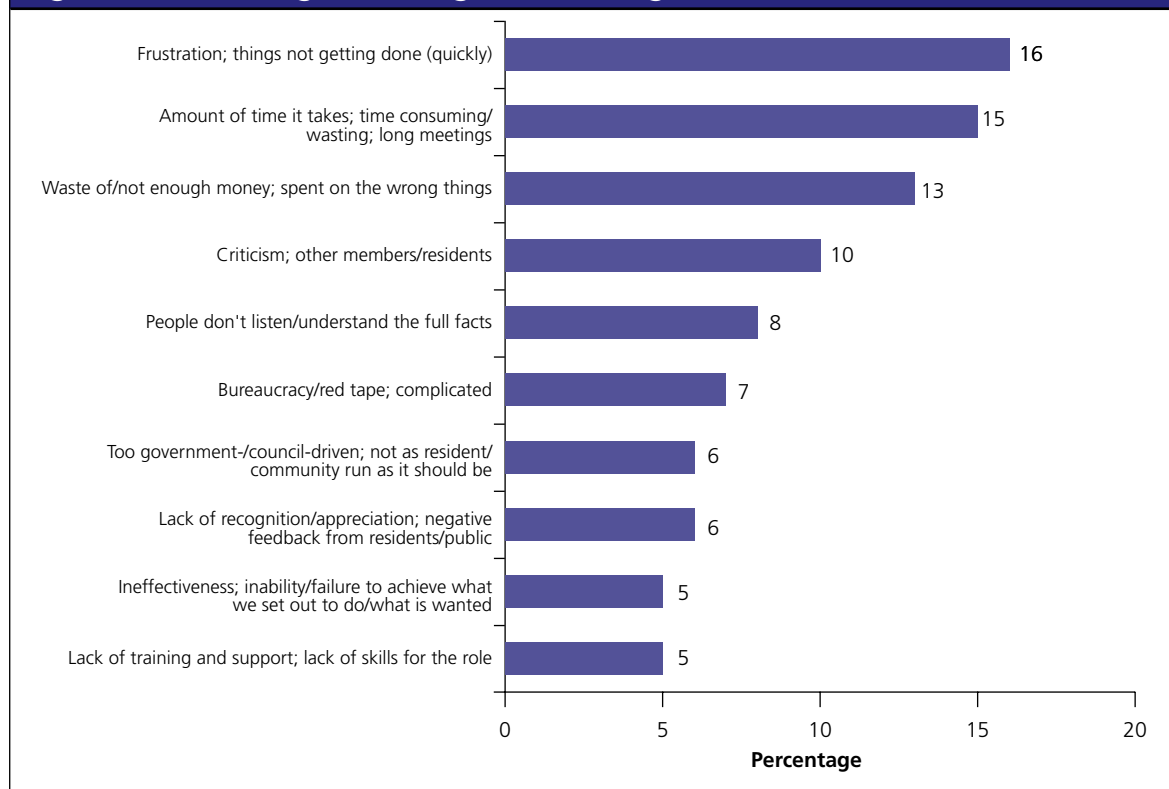
- frustration with things not getting done quickly
- the amount of time taken up by participation/ feeling that a lot of time is wasted
- thinking that money is wasted or spent on the wrong things.

Figure 4.3: Most positive things about being a resident board member

Source: NDC Resident board member survey 2009

Base: All

Note: Respondents were allowed to give three responses

Figure 4.4: Most negative things about being a resident board member

Source: NDC Resident board member survey 2009

Base: All

Note: Respondents were allowed to give three responses

4.15 Evidence from the survey of resident board members also allows for comparison of perceptions across different groups of representatives. In summary:

- current board members are, on the whole, more positive about their experiences than past board members; a greater proportion of current members feel able to influence the allocation of resources and make a difference in their area; they are more likely to identify positive personal impacts and less likely to feel frustrated by the experience
- respondents who have, at some stage been Chair or Vice-Chair of the board are more commonly involved than the rest of the sample across the whole range of NDC partnership activities and decision making processes; Chairs and Vice-Chairs are generally more positive about their contribution to, and experiences on, NDC boards and are more likely than board members who have not held these positions to have improved their work-related skills and to feel empowered
- differences between men and women are generally small; men appear to be involved in a wider range of board activities and a higher proportion of males hold the position of Chair
- white respondents are more commonly involved in the allocation of resources and the recruitment of staff; on the other hand, non-white respondents are more likely to represent the NDC partnership on other organisations' boards; a greater proportion of white resident board members feel they have made a difference, while more non-white respondents sometimes feel out of their depth; a higher rate of non-white board members say that their work-related skills had improved
- differences between working-class and middle-class⁵⁵ rates of involvement in decision making processes are, on the whole, quite small, although where there are notable differences it is working-class respondents who consistently show higher levels of involvement; middle-class board members are more likely to hold the position of Chair, are more confident and have higher expectations of their role; but a greater proportion of working-class respondents experience positive personal impacts, especially in terms of increased confidence.

4.16 There is then, evidence to suggest that the majority of those who have engaged closely with the Programme have, on the whole, found the experience to be rewarding, both in terms of their influence on the activities of partnerships and also in relation to the impact it has had on them personally. NDC partnerships have committed substantial effort and resources to supporting resident representatives on their boards and this is evident in the

⁵⁵ Using a series of questions on their current or most recent job, respondents were placed into one of six categories representing their social grade. The six social grades were then simplified into two broad categories: 'middle-class' (grades A, B and C 1) and 'working-class' (grades C 2, D and E).

survey responses. In this context it is encouraging to note that 72 per cent of resident board members responding to the survey said that they would be very, or fairly, likely to take up a similar role in the future, and 81 per cent said they would take up a different voluntary role.

4.17 Resident representatives were asked a series of questions about their perceptions of the NDC area (Table 4.1), allowing comparisons to be made between the perceptions of this group and NDC residents as a whole. The results suggest:

- 84 per cent of resident board members are satisfied with their area, compared with 74 per cent of all NDC residents
- 73 per cent of resident board members think their area had improved in the past two years, 31 percentage points higher than for NDC residents as a whole
- 94 per cent of resident board members feel part of their local community, over twice the NDC aggregate figure
- 85 per cent of resident board members agree that people from different backgrounds get along together in their local area, compared with 68 per cent across all NDC residents.

Table 4.1: Perceptions of the NDC area

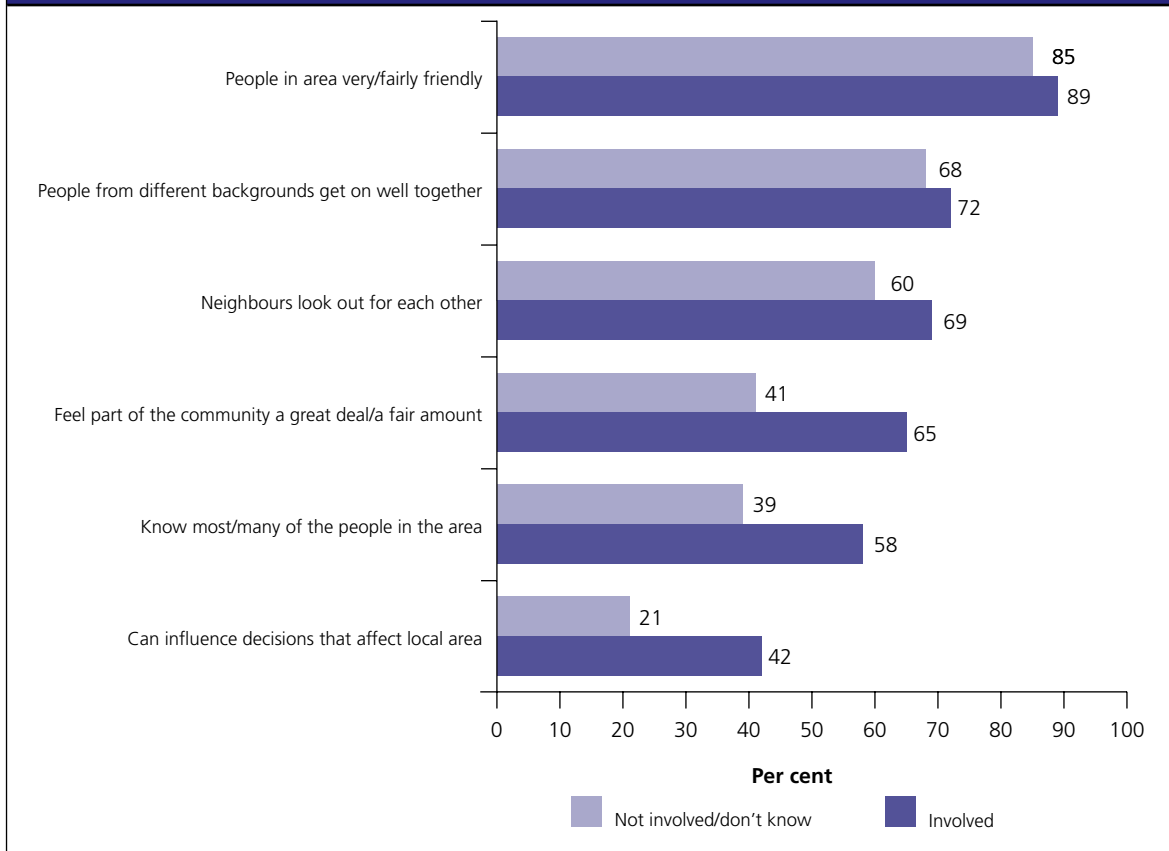
	Resident board members	NDC aggregate
Very/fairly satisfied with area as a place to live	84	74
Area got much/slightly better over past two years (a)	73	42
Feel part of the community a great deal/fair amount	94	45
People from different backgrounds get along together	85	68

Source: NDC Resident board member survey 2009; Ipsos MORI NDC Household Survey 2008

Base: All; (a) All lived in the area two or more years

4.18 Further analysis looks at patterns of outcome change for residents who have, and have not, been engaged across all NDC activities. In all six of the community-related indicators shown in Figure 4.5, residents who said they had been involved in NDC-organised activities in the last two years were more likely to give positive responses than were residents who had not been involved. This difference was particularly clear in relation to feeling able to influence decisions that affect the local area: 42 per cent of those who had been involved felt able to influence decisions, compared with 21 per cent of those who had not.

Figure 4.5: Community and social capital indicators, by involvement/non-involvement in NDC activities in the last two years: 2008

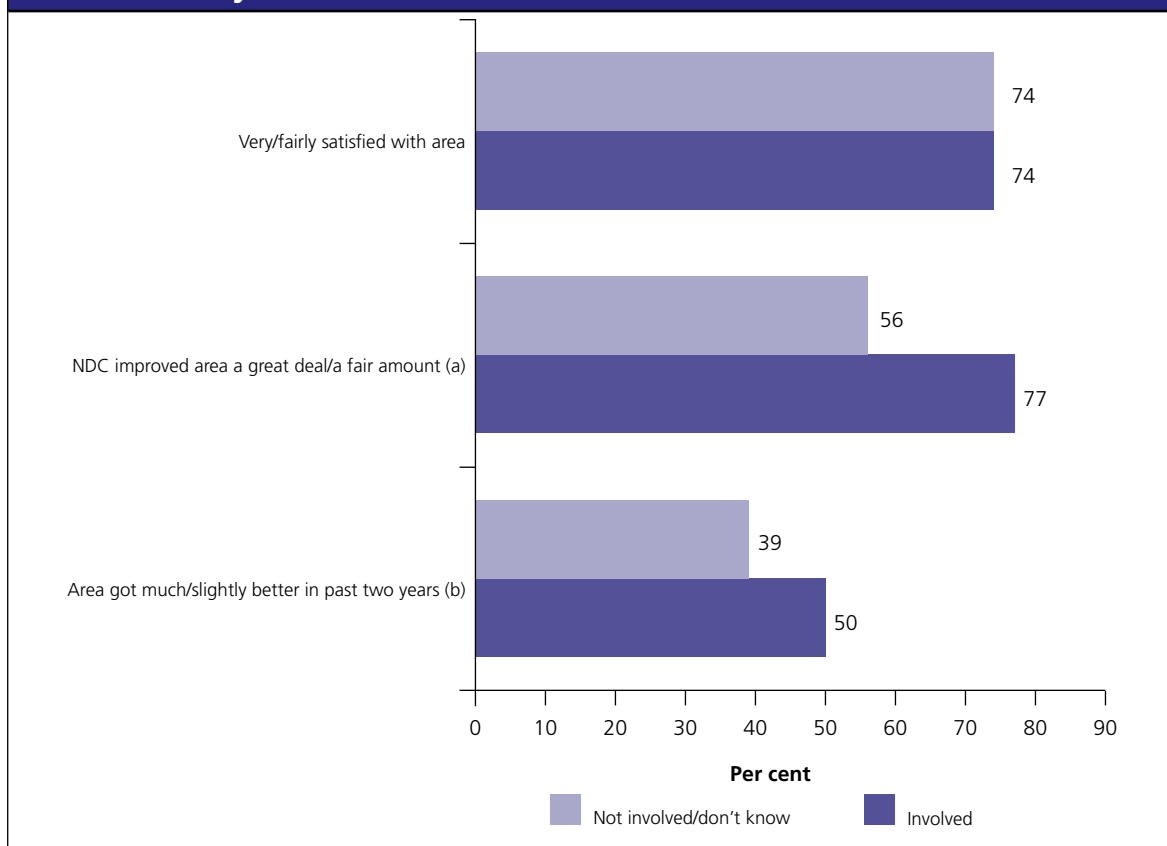


Source: Ipsos MORI NDC Household Survey

Base: All involved/not involved in activities organised by their local NDC partnership in the last two years

4.19 Similarly, rates of thinking that the NDC partnership had improved the area, and that the area had improved in the past two years, were higher amongst those that had been involved in activities organised by NDC partnerships (Figure 4.6). However, this was not the case for levels of satisfaction with the area in 2008. The proportion feeling very, or fairly, satisfied with their area as a place to live was the same for residents that had been involved in NDC activities as for those that had not (74 per cent).

Figure 4.6: Area indicators, by involvement/non-involvement in NDC activities in the last two years: 2008



Source: Ipsos MORI NDC Household Survey

Base: All involved/not involved in activities organised by their local NDC partnership in the last two years; (a) All that have heard of their local NDC and have/have not been involved in NDC activities; (b) All that have lived at their current address two or more years and have/have not been involved in NDC activities

4.20 There is therefore evidence suggesting relationships between involvement in NDC activities and community-, and area-, related outcomes for individuals. However, this could reflect the characteristics of those more likely to get involved in NDC activities, rather than to a positive effect arising from such involvement. Indeed, equivalent figures for 2002 show that, even at this much earlier stage in the Programme, those who had been involved in NDC-organised activities were more likely to give positive responses across community-related indicators than were those who had not been involved.

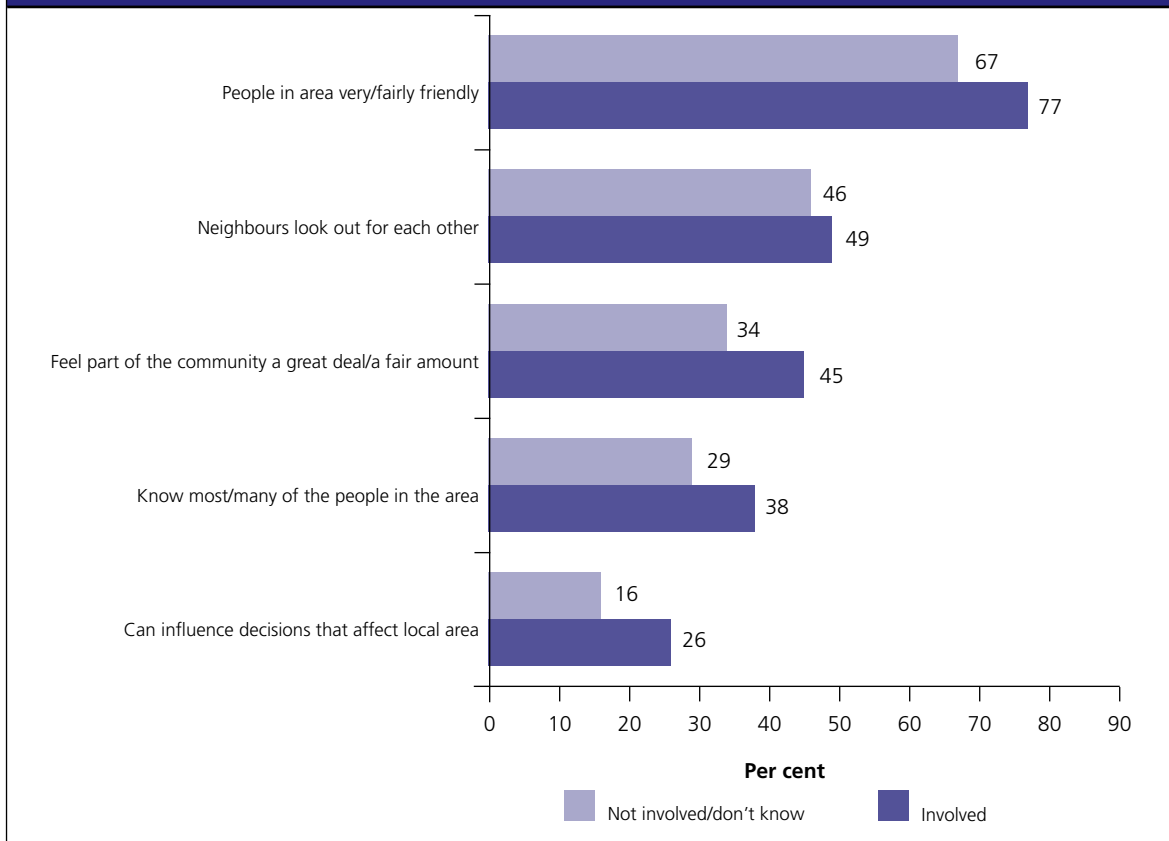
4.21 Longitudinal, or panel, survey data can be used to measure any transitions made by individual respondents who answered negatively to the various community or social capital questions in the 2002 survey. Comparisons can then be made between those who, in any wave of the survey, said that they had been involved in NDC-organised activities in the preceding two years, and those who did not (Figure 4.7). For example:

- of all those who felt they could not influence decisions affecting the local area in 2002, but have been involved in NDC activities at some point, 26 per cent felt

able to influence decisions in 2008; this was 10 percentage points higher than the equivalent figure for those never involved in NDC activities (16 per cent)

- of all those who did not feel part of their local community in 2002, but have been involved in NDC activities, nearly half (45 per cent) felt part of their community in 2008; the equivalent figure for those never involved in NDC-organised activities was just over one third (34 per cent).

Figure 4.7: Positive transitions in community and social capital indicators, by involvement/non-involvement in NDC activities: 2002 to 2008

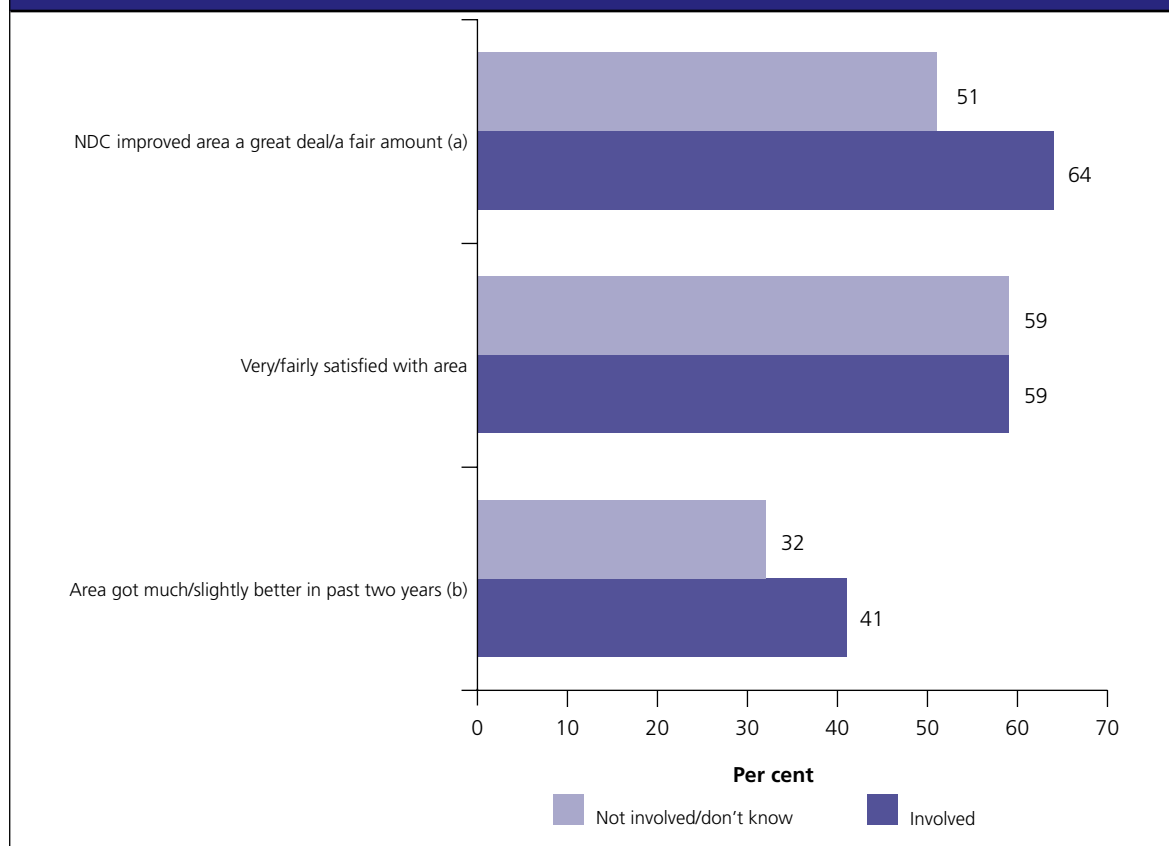


Source: Ipsos MORI NDC Household Survey, longitudinal element 2002 to 2008

Base: All involved/not involved in activities organised by their local NDC partnership in the last two years, in any wave of the survey; all percentages show the number making the transition from 'no' in 2002 to 'yes' in 2008, as a proportion of all in the 'no' category in 2002

4.22 These transitions may be taken to indicate a positive effect associated with participation in NDC activities. It should be stressed that this is an association and not a demonstration of cause and effect. It is also possible that those who feel more positive about change in the area are more likely to get involved. Nevertheless, similar patterns also emerge for 'overarching' area indicators (Figure 4.8). Once again, the only exception is satisfaction with the area: of all respondents not satisfied with their area as a place to live in 2002, 59 per cent were satisfied in 2008, both for those involved and those not involved in NDC activities.

Figure 4.8: Positive transitions, by involvement/non-involvement in NDC activities: 2002 to 2008



Source: Ipsos MORI NDC Household Survey, longitudinal element 2002 to 2008

Base: All involved/not involved in activities organised by their local NDC partnership in the last two years, in any wave of the survey; (a) All that have heard of their local NDC partnership (in both 2002 and 2008) and have/have not been involved in NDC activities; (b) All that have lived at their current address two or more years (in both 2002 and 2008) and have/have not been involved in NDC activities; all percentages show the number making the transition from 'no' in 2002 to 'yes' in 2008, as a proportion of all in the 'no' category in 2002

4.23 Finally, an assessment of relationships between resident involvement and outcome change for individuals has been undertaken using logistic and regression modelling techniques on household survey data for the longitudinal panel.⁵⁶ These analytical tools allow us to explore factors associated with positive outcome change for individuals and NDC areas.

4.24 This analysis reveals a number of relationships between resident involvement and outcome change for individuals.⁵⁷ A number of significant associations are found after adjusting for a range of socio-demographic, type of NDC area, and other outcome change, variables. On average those who had been involved in their local NDC partnership at any point in time between 2002 and 2008 experienced significantly greater improvement when compared with respondents who had not been involved, in relation to:

⁵⁶ For details see CLG (forthcoming) New Deal for Communities Evaluation: Technical Report.

⁵⁷ Note that those individuals identified as beneficiaries of NDC projects are included in this analysis. Associations do not prove direction of causality.

- number of crimes experienced
- lawlessness and dereliction (perceptions around anti-social behaviour and environmental degradation)
- feeling safe walking alone after dark
- satisfaction with state of repair of their accommodation
- trust in local agencies
- being involved in local organisations on a voluntary basis
- thinking the NDC had improved their area
- thinking their area had improved over the past two years
- achieving a greater number of positive scores across all the indicators studied.

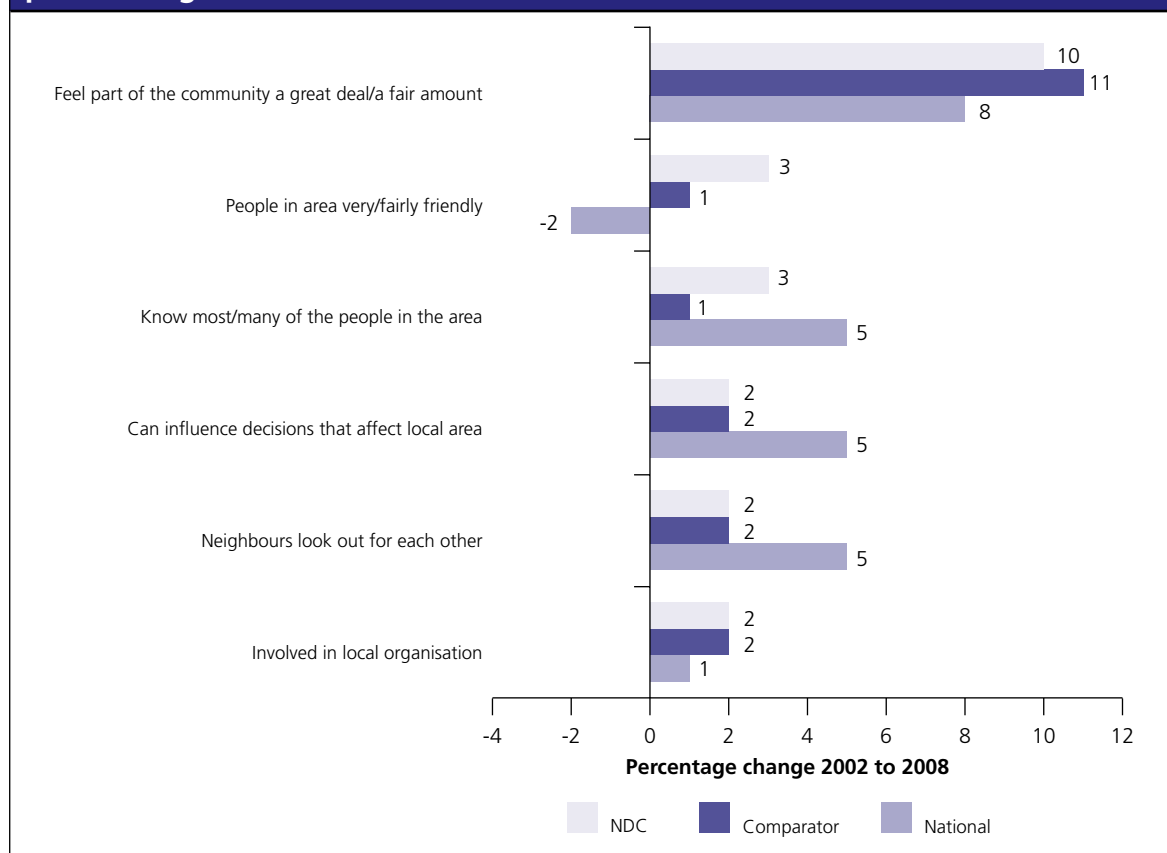
Communities

4.25 Because the New Deal for Communities Programme is an area-based intervention, a final question to consider is the scale of any relationships between resident involvement and outcomes for communities in NDC areas. There are two key questions to consider:

- the degree to which resident involvement may be associated with improved social capital outcomes for NDC areas
- whether resident involvement is associated with any other change across all of the six outcomes.

4.26 Data outlined in Figure 4.9 suggest that community and social capital indicators have improved modestly for NDC areas, but that these improvements have not necessarily been greater than for similarly deprived areas or those occurring nationally.

Figure 4.9: Social capital indicators: NDC, comparator and national: percentage point change 2002 to 2008



Source: Ipsos MORI NDC and Comparator Household Surveys 2002-2008

For details of national data sources see Technical Report section 6.9

Base: All

4.27 It is perhaps surprising, given the emphasis placed on resident engagement by NDC partnerships, and the evidence on individual-level change outlined immediately above, that social capital indicators for NDC areas have not improved more markedly in relation to these benchmarks. One issue here however, is the extent to which the main mechanism through which the evaluation identifies area-level change, the four waves of the household survey, is able to identify impact. As Figure 3.1 demonstrates, only about a fifth of all NDC residents are involved in any NDC activity over a two year period. It is unlikely that any changes affecting such a small percentage of residents would be picked up though area-level surveys.

4.28 It is also important to consider the extent to which it is plausible to assume ABIs will result in improved social capital and cohesion at the area level. Further explanation may be derived from analysis of the degree to which changes in participation rates can be observed for different residents within NDC and comparator areas. The NDC, and comparator, areas have similar levels of deprivation, although there is a slight variation in tenure: NDC

areas contain higher levels of social renters (which may also serve as a proxy for deprivation).⁵⁸ Table 4.2 looks at change in the rates of participation in local organisations by tenure in NDC, and comparator, areas between 2002 and 2008. It shows that there is variation in participation rates between tenures: owner occupiers were more likely to participate than those in rented accommodation. However, participation amongst those in rented accommodation was marginally higher in NDC areas in both 2002 and 2008. Participation rates improved across all tenures in both NDC and comparator areas. However, the degree of change is small and almost identical for each of these tenures in both NDC, and comparator, areas. This suggests that the impact of NDC partnerships has been limited and that factors associated with increased participation are likely to be associated with changes in individual characteristics, not the actions of NDC partnerships.⁵⁹ A recent review on the evidence around participation⁶⁰ suggests that people choose to participate for a range of individual reasons which 'may have little to do with the state of institutions and processes of governance'. In the light of this finding, it may not be plausible to assume that substantial effects will be generated by any area-based regeneration scheme.

Table 4.2: Involvement in local organisations by housing tenure: NDC and comparator areas: 2002 to 2008

	Percentage involved in local organisation(s) on a voluntary basis in the last 3 years						Difference in change 2002 to 2008
	NDC			Comparator			
	2002	2008	Change 2002 to 2008	2002	2008	Change 2002 to 2008	
Owner occupier	14	17	3	15	17	2	1
Social renter	12	13	2	10	11	2	0
Private renter	7	9	2	6	8	2	0
Total	12	14	2	12	14	2	0

Source: Ipsos MORI NDC and Comparator Household Surveys 2002-2008

Base: All

⁵⁸ CLG (2010) Tenure and change in deprived areas: evidence from the NDC areas.

⁵⁹ Evidence from other studies suggests that whilst more deprived individuals are less likely to participate there is no necessary relationship between levels of deprivation and participation at the area level. See, for instance, Timbrell, H. (2006) Scotland's Volunteering Landscape: The Nature of Volunteering, Volunteer Development Scotland.

⁶⁰ Brodie, E. et al. (2009) Understanding participation: a literature review. Published as part of the 'Pathways through Participation' project. See <http://pathwaysthroughparticipation.org.uk/>

- 4.29 In this context it is interesting to note that the application of modelling techniques to household survey data for NDC areas between 2002 and 2008 (as opposed to the individuals living in those areas) has not revealed any significant relationships between resident involvement and outcome change (across all themes) at the area level. Resident involvement cannot be identified as one of the factors significantly influencing outcome change across NDC neighbourhoods (see Volume 5⁶¹ Chapter Two). However, when looking at the 10 NDC areas which have experienced greatest change between 2002 and 2008, resident involvement does emerge as significant. There was a significantly greater increase in the percentage of residents involved in NDC activities between 2002 and 2008 in the 10 areas seeing greatest change (eight percentage points) compared with other areas (four percentage points) (see Volume 5, 2.50).
- 4.30 And it is also important to note that the anticipated linkages between participation in the NDC Programme and improved social capital outcomes at the area level are not obvious. As noted earlier in this report (2.15) there has been a degree of ambiguity surrounding the purpose of resident participation in the NDC Programme: residents and NDC partnerships have not always been clear what resident involvement was supposed to achieve. Whilst there is perhaps an underlying assumption that involving local people will also result in stronger and more cohesive communities, there is also evidence that in some areas local NDC programmes have encountered intra-community divisions and strife.
- 4.31 In summary, there is evidence that participation in NDC activities is associated with positive outcome change for individual residents. But there is no evidence from this evaluation to support the assumption that resident participation will necessarily result in improved social capital for regeneration areas. This is probably because of three factors: the number of residents participating in NDC activities is too small to generate substantial change in outcomes at the area level; there is some evidence to suggest that changes in participation are influenced by individual characteristics, as opposed to neighbourhood or institutional factors: residents participate because of who they are, rather than what goes on around them; and resident participation has not always been a wholly positive experience for NDC areas – it has had negative, as well as positive implications for NDC communities.
- 4.32 The final chapter of this report outlines conclusions and key policy implications arising from the research.

⁶¹ CLG (2010) Exploring and explaining change in regeneration schemes: Evidence from the NDC Programme.

Chapter 5

Conclusions and key policy implications

- 5.1 This report has summarised a wealth of evidence arising from the New Deal for Communities (NDC) evaluation which addresses the processes and impacts associated with resident involvement in the NDC Programme. This final chapter outlines conclusions and key policy implications relevant to future regeneration initiatives.
- 5.2 The key **principles** for successful resident involvement outlined in Section 3.9 provide a framework for replicating the NDC approach in future initiatives. Future programmes need clarity about the purpose and scope of resident involvement and need to consider questions relating to local capacity, programme focus and resources, and the changing emphasis of involvement over time, before embarking on strategies to engage local people in regeneration processes. NDC partnerships have developed innovative methods for engaging local residents, but it is important that approaches and initiatives are relevant to local needs and geographies.
- 5.3 NDC partnerships have succeeded in **involving** local populations in their activities. This has been particularly true for longer term residents of NDC areas, over 40 per cent of those who stayed between 2002 and 2008 engaged with their NDC partnership. Across the Programme those most likely to become involved are black women aged 50-59/64 with qualifications at NVQ level 5 or equivalent. But there are differences in the degree to which residents have been involved, and only relatively small numbers have been involved in the formal processes of decision making and resource allocation. There is no evidence from the NDC Programme that NDC areas contain an untapped 'reserve' of residents who wish to participate, but have been unable to do so.
- 5.4 Resident involvement has brought **benefits** to NDC partnerships by shaping interventions and holding services to account. However, it has also generated questions around appropriate governance arrangements, the degree to which resident expectations and priorities should be the driving force behind the allocation of resources, and whether the views of residents should be challenged by professionals, perhaps more than has been the case in the NDC Programme. Whilst all stakeholders would agree that resident involvement has benefitted the NDC Programme as a whole, there may be a case in future programmes for considering the relative balances of power within governance arrangements. It cannot yet be determined how resident involvement will pan out in the succession arrangements for NDC partnerships, or how it will contribute to sustained improvements for NDC areas.

- 5.5 However, there is something of a dilemma in all of this. Evidence from the NDC evaluation suggests that participation is associated with improved outcomes for individual residents in NDC areas. Those who have participated in the NDC Programme (in any way) are more likely to experience a range of improved outcomes compared with those who have not. Across a range of indicators, participation in NDC activities is associated with positive transitions (i.e. thinking or experiencing things getting better) between 2002 and 2008.
- 5.6 In addition, evidence from resident representatives on NDC boards is that their experience has, on the whole, been rewarding and has impacted positively on their lives. This group of residents has perhaps been more engaged in this regeneration Programme than in any previous area-based initiative (ABI), and NDC partnerships have made substantial efforts to ensure that these residents have been supported and encouraged in their efforts. Resident representatives on NDC boards have (perhaps unsurprisingly) tended to be amongst the better educated, employed (or retired) and older sections of NDC populations. They have also tended to have previous involvement in community roles. But the experience of serving on an NDC board has perhaps been most positive for those outside of these groups: contributing to a greater degree of improvement in work-related skills for non-white populations, for instance, and greater levels of improved confidence for those from working class backgrounds.
- 5.7 But these individual outcomes have not translated into improved social capital across NDC areas as a whole. There is a widely shared perception among stakeholders that communities are stronger and more capable as a result of NDC interventions. However, this is not entirely borne out by the survey evidence which suggests only modest improvements in social capital outcomes for NDC areas. There is too no evidence that outcome change for NDC areas is associated with resident participation. One key factor is that the small numbers involved may have little impact on area level data.
- 5.8 Perhaps the key policy implication arising from evidence in relation to resident involvement is that future regeneration programmes need to ensure that a variety of opportunities for participation are offered at a range of levels, and pay heed to the fact that only a minority of residents are likely to engage in formal decision making processes. NDC partnerships have supported interventions that have aimed to encourage resident participation across the spectrum. However, the pressure to establish governance arrangements which involved majority resident representation and to deliver regeneration programmes has inevitably meant that much effort has been concentrated on formal participation processes. Building resident participation into regeneration programmes *before* delivery takes place, and allowing for capacity to develop from the 'bottom up' may in the long term be conducive to encouraging more residents to participate.

- 5.9 There is too, a need to engender an approach across service delivery agencies which sees resident involvement as key to mainstream activities, rather than being associated with special programmes. NDC partnerships have taken a co-ordination role and have facilitated and supported agencies in engaging local communities. A cause for concern could be that mainstream agencies are over-reliant on NDC partnerships performing this co-ordination role, and may lack the ability or willingness to continue such an approach once the NDC Programme is over. The Government's empowerment agenda is likely to go some way to embedding an engagement culture across service areas, but the priorities of delivering change and spending resources do not always sit happily with community involvement and empowerment. Promoting the importance of agency delivery, spend and achieving targets can encourage local professionals to downgrade the long term process of community empowerment.
- 5.10 Finally, there are issues in relation to the resources available to support resident involvement. NDC partnerships have committed substantial resources to supporting community involvement and capacity building. There is widespread agreement amongst stakeholders that the approaches taken within NDC areas are those which are required to involve hard-to reach communities. However, it is not possible on the basis of evidence here to confirm that this level of resources is required. One implication for future programmes is that there may be a case for a more systematic approach to the evaluation of outcomes arising from different types of engagement strategies and interventions.

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