ONE NORBITON
Neighbourhood Community Budget pilot

Final Operational Plan

March 2013

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1. Executive summary

1.   This report provides a summary of the progress made with the One Norbiton project, in particular in terms of what we have done as a national Neighbourhood Community Budget pilot.

2.   We applied to be part of the national pilot because of our strong track record of working with communities and belief in localism as an approach that delivers the best quality outcomes as a result of community involvement. Local partners have come together through the pilot to test the extent to which diminishing resources can be aligned to community priorities, as determined by the community. Members of the local community have come together to test the extent to which they can exert influence over services.

3.   Our consistent vision for One Norbiton has therefore been *"to improve the lives of communities in Norbiton by giving them more control and influence over services."*

4.   This report is presented as a Final Operational Plan, summarising progress against the five core components, or building blocks, of a Neighbourhood Community Budget and next steps for the project.

5.   Section 6 describes our model and how we have approached each of the five core components as follows –

        a) Community involvement
        b) Governance
        c) Project focus (service definition)
        d) Spend mapping
        e) Costs and benefits / evaluation

6.   The report also provides background demographic information and key data sets for the population of Norbiton.

7.   There have been a number of tangible achievements as a result of the project, including –

        •   The way the community have seen the potential of the project and organised themselves into a formally constituted body has been impressive;

- Focussing on two specific issues that are now being explored in more detail as part of the next phase – NEETs and Neighbourhood Watch Plus – more information is set out in section 6;

- How the Police have adapted their Safer Neighbourhood Team Ward Panel to fit with a community led Police and Safety Action Group;

- The emerging findings from the 'spend mapping' exercise which is giving the Council and partners a greater insight into the levels of public sector spend and therefore how we can work more closely with the community to better target resources to outcomes that matter most;

- The positive reception from Government to our way of working with communities, specifically how we have held a number of co-design workshops looking at service priorities and governance.

8. We know that there is more to do and there is now significant momentum to the pilot to ensure that the project continues. Key tasks for the next phase of the project are –

   a. the community are working to increase levels of involvement;

   b. concluding the workstreams to test the two areas of project focus, this will be informed by the submission in April of final reports on both spend mapping from LGIU and the final evaluation from Kingston University (initial findings included as Appendices);

   c. settling on our way of working in the longer term, from agreeing how issues are communicated between the community and escalated, and the associated issue of who makes decisions and where; and

   d. regular reporting to the community, partners, Councillors and continued engagement with central Government.

9. The community have produced their own report, a bottom up view marking the end of the pilot, which is submitted to Government along with this report.

10. A timetable setting out next steps for the project is included at section 8.

2. Introduction

1. Kingston has a national reputation for working with its communities. Prior to our acceptance onto the Government's Neighbourhood Community Budget pilot, we worked with the Cabinet Office as one of nine pilot areas on Local Integrated Services. This looked at how budgets and resources from a range of local partners could be better aligned with community priorities in the Ward of Norbiton, thereby giving communities a greater influence in public service delivery.

2. We were naturally delighted to be the only place in the country to be part of both Government pilots. The Neighbourhood Community Budget pilot has built on the momentum from Local Integrated Services to look at where and how the community can exert more influence and control, laying the foundation for co-commissioning new approaches to provide services that meet local priorities. We have used the NCB pilot to begin to look at partner budgets as a first step in better understanding the extent of public spend; how this can be mapped and aligned with community priorities; how far we can go in terms of devolving more power to the local level; and what this means in practice. If successful, elements of the pilot are intended to be replicable and scaleable in other parts of the borough.

3. Localism has always had the support of elected Members in Kingston where we have a long established Neighbourhood model to deliver public services for local people in local settings to meet local needs. One Norbiton fits well with our approach to testing new initiatives, for example, community planning – in effect where we have developed Neighbourhood level 'Community Plans' across the borough with the community and partners.

4. One Norbiton therefore builds on our track record and extensive experience of working with:

    • the **community** to identify priorities for services;
    • **partners** to consider resources and locally specific solutions to service redesign; and
    • **Government** to be clear about the Whitehall level engagement needed for success at the local level.

5. Our reasons for doing this have always been clear. At a time when demands on public services are increasing and our resources are decreasing, it is more important than ever that public agencies work together to target scarce

funding where it matters most. This will be most effective where decisions are based on community intelligence about the issues that matter most locally.

6.   To be successful, the project will need to continue to make local relationships work, between partners and with the community, so that we are able to maximise our influence on where local resources are spent. This is challenging against a backdrop of significant financial pressure where partners have to take increasingly difficult decisions about where they prioritise time and resources.

7.   The rest of this Plan outlines what we have achieved so far as part of the pilot; summarising progress under each of the five core components of a Neighbourhood Community Budget; and the next steps we will be taking to complete outstanding activities to ensure that we maintain the momentum of the pilot. So, while there is nothing that compels anyone to work on this project, nor is there a pot of funding to play for from central Government Departments, the ambition for the next phase of the project is to make the case for One Norbiton as a way of working that adds value in terms of improved community outcomes as well as making sense to partners as an optimum way of working.

3. One Norbiton Vision

"To improve the lives of communities in Norbiton by giving them more control and influence over services."

1. Our approach has been to use the pilot to -

   - Test the concept and co-design a radical proposal for local service redesign in Norbiton;

   - Align the objectives of the two pilots that we are working on with Government: Neighbourhood Community Budgets and Local Integrated Services;

   - Map and pool partner budgets in line with community priorities to take our activity to the next level in terms of devolving more power to the local level.

2. As a localism project success has been dependent on the active involvement of the local community. We are fortunate to have a dedicated group of local residents whose stated aim is *"to improve the democratic involvement, health and quality of life of those who live, work and study in Norbiton ward and the surrounding area."*

4. Our Objectives

1) To raise awareness of the initiative across all residents and communities in Norbiton so that all have the opportunity to be informed and involved at the level of their choosing.

2) To access the expertise that exists within Communities and Local Government to align the concept of Community Budgets with our ambitions for Local Integrated Services. Specifically, this would involve considering how control of services and the budgets to run them can be mapped and pooled then devolved to communities and neighbourhoods.

3) To test the possibilities and limits of co-commissioning with residents, transforming the way that local public services are designed and managed, and learning how this can be replicated on a wider scale.

4) Ultimately, to develop a Plan and Neighbourhood Community Budget ready for implementation by April 2013.

5) To share learning with other pilot areas throughout the project.

KINGSTON CONTEXT

1. The Royal Borough of Kingston upon Thames is situated in South West London, bordered by other London Boroughs to the north and east, and Surrey to the south and west. A third of the borough is Green Belt or Metropolitan Open Land. Kingston Town Centre is a significant commercial centre within the sub-regional area. There are also a number of smaller district centres throughout the borough.

2. Although Kingston has one of the lowest populations in London, 160,100, (Census 2011 population estimate) this has been growing in recent years, increasing by 8.7% since 2001. It is predicted this increase will continue for the foreseeable future, up 8.4% between 2011 and 2031, with the largest increases in population amongst the 65 and over, and 0-19 age groups.

3. The borough has relatively low levels of deprivation, but there are pockets of more deprived areas, most significantly an area within Norbiton ward which is in the 16% most deprived in England (Indices of Deprivation, 2010). Norbiton ward also contains areas within the most deprived 20% in England when looking at income deprivation affecting children and older people.

4. The borough as a whole has low levels of unemployment, but like many other areas nationally faces challenges regarding youth and long term unemployment. Crime levels are also low compared to other London Boroughs. The borough overall has high levels of educational achievement with 86.8% of pupils achieving 5 A*-C grades.

5. Our key challenge is tackling inequality across the borough, at a time when a growing population is placing an increasing demand on our services against a backdrop of reduced funding. As people are living longer they need social care; as more children are born (births rose in the borough by 30% between 2001 and 2009) and families move into the borough (attracted by the success of our schools), this puts pressure on our school places; and our housing stock is insufficient to meet demand – particularly for affordable housing.

6. Restrictions on resources mean that we need to be imaginative about how we use those available to us. We are working together with partners on the Kingston Strategic Partnership and the community through our long term strategies to provide growth and tackle inequality, including the Kingston Plan (our Sustainable Community Strategy), Local Development Framework, Housing Strategy, Child Poverty Strategy, emerging Health & Wellbeing Strategy, etc.

NORBITON PROFILE

7. Our pilot is focussed on the ward of **Norbiton** as its demographic, social and economic make-up reflects the challenges and opportunities we have as a borough. Norbiton is one of 16 wards in the borough and is within the Kingston Town Neighbourhood.

Map of Kingston Wards and Neighbourhood areas

Neighbourhoods:

Kingston Town
Surbiton
Maldens and Coombe
South of the Borough
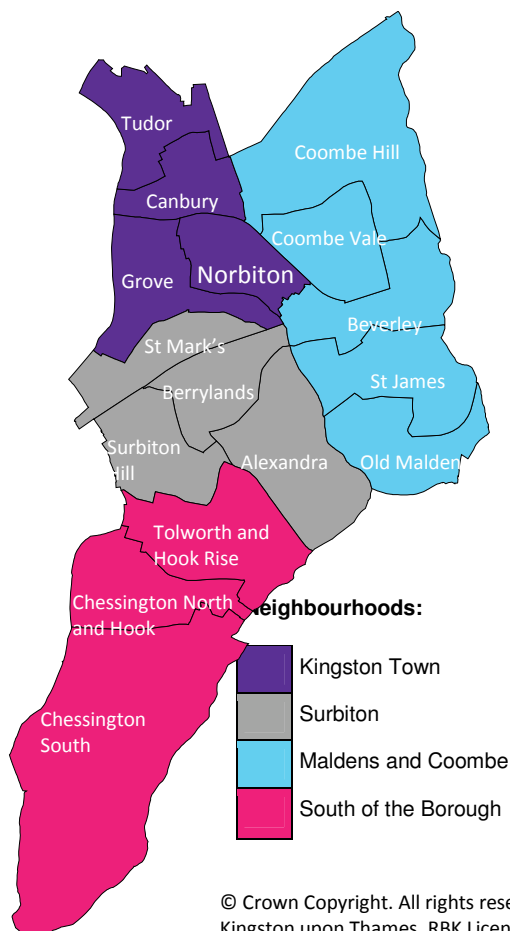
8. The latest population information available estimates the Norbiton ward population as 9,900 (Greater London Authority Ward Projections, 2011). Of this population, 51% are male and 49% are female, which is the same as the borough average. It has been estimated that approximately 7.5% of the population are aged under 5, a large proportion of residents are aged between 20 and 64 years old (69%) and 7.5% are aged over 64 years old.

9. At the time of the 2001 Census, 19% of Norbiton's population were from black or minority ethnic groups. It is estimated that since 2001 the population of Kingston has become more ethnically diverse. Projections for the borough as a whole, estimate that 24% of the population will be from black and minority ethnic groups (GLA Round Ethnic Group Projections, 2011). This is still below estimates for Greater London, with an estimated black and minority ethnic population of 35%.

10. The borough has a relatively small social housing sector compared to the London average. However, Norbiton differs to this, with a high proportion of social housing within the ward (30% compared to the borough average of 18%).

11. As already highlighted, Norbiton contains within its boundaries an area within the top 16% most deprived in the country (Indices of Deprivation, 2010). There are also areas within the ward where deprivation particularly affects children and older people. Norbiton, similarly to the borough as a whole, has areas of poverty next to areas of affluence, which is one of Kingston's challenges. Kingston has protecting factors to help mediate these effects, such as consistently high attainment rates in schools and low levels of working age people without qualifications. In fact, 78% of pupils living in Norbiton and attending a Kingston School, achieved 5 A*-Cs in their GCSEs. Appendix 1 provides more demographic information and data on Norbiton, including a map showing areas of deprivation in the borough and further attainment data.

12. Norbiton accounts for 6.4% of offences reported within Kingston. The offence profile for Norbiton is comparable to that seen across the whole borough, but there are some notable differences. There are proportionally higher levels of violence against the person offences and criminal damage offences, but fewer theft and handling offences.

13. The One Norbiton Community Working Group has requested more detailed demographic information from the Local Authority to help them assess their priorities. This is included in Appendix 1, as well as further detail on some of the information in this document.

6. One Norbiton model

(A) Community involvement

1. Kingston as a borough has a proud tradition of localism going back nearly 20 years to the introduction of the Neighbourhood model referred to above in 1994. Localism is 'in our bloodstream'. Across the borough there are a number of models designed to maximise community engagement and involvement with local issues.

2. Our ambition with this project has been that community members can take a central role in designing local services that are better integrated and aligned to their needs. Our early work to engage and subsequently develop members of the community within the Local Integrated Services pilot was recognised by the Cabinet Office as a model of good practice.

3. Residents of Norbiton, particularly the social housing estates, have seen initiatives come and go in the past and one of the challenges has been to engage them through this pilot for the longer term. It was therefore encouraging that they saw the potential for this project to make a difference to their lives and it is significant that they have actively organised themselves as an emerging powerful force within Norbiton.

4. A strong Community Working Group of around 20 individuals has been established. They have also formally constituted themselves as the One Norbiton Company, a Company Limited by Guarantee. Unlike previous initiatives which have been trialled on particular estates in Norbiton this pilot covers the entire ward. Part of the challenge has therefore been to engage a representative range of residents with this latest exercise. Members of the community working on the project were very conscious that initially they were self selected and far from being representative or able to speak for the entire community. They know that it is important for their legitimacy and credibility that they are able to speak as the 'Community Voice'. If those members of the community currently working on One Norbiton are to exercise influence over services and how resources are spent across the Ward on behalf of the community then it will be important that there is sufficient awareness of the project across Norbiton so that anyone who would like to become involved has the opportunity to do so and at a level of their choosing. If decisions are made about services that affect them, they should know.

5. Equally, if we are to persuade our partners to continue to engage with the One Norbiton project they will want to have assurance that they are working with a group that is an effective channel of wider community views. Also that there are no significant divisions within the community or elements that feel they are not being listened to. Without this, there will be understandable questions as to why scarce resources should be injected into engaging with a Group that is only partially representative.

6. The community has been clear that they are currently not looking to actually hold vast sums of public money and are focussed on establishing themselves as a means by which they are able to coordinate the community voice for Norbiton and exert more influence over services. As a genuine localism project the work to increase community involvement with the One Norbiton pilot is driven from the bottom up. The community are rightly insistent that they be given the space to engage with their community and develop more involvement. There are emerging examples of how they are increasingly reaching out:

   - They have developed a very effective website http://www.onenorbiton.org.uk/.
   - In June 2012 they leafleted all 6,000 addresses in Norbiton with an invitation to a public meeting. Over 50 people attended giving the community a basis on which to build further.
   - They have targeted households by selecting a random sample, each time to build up the numbers involved.
   - In November 2012, the publicity to promote elections to the One Norbiton Company resulted in good local press coverage (http://www.surreycomet.co.uk/news/topstories/10053500.There_s_only_One_Norbiton_as_new_community_group_launched/).

7. The Councils' Communications Team has offered the community practical advice to develop their own Communications Plan as well as funding to implement it. Kingston Voluntary Action has also worked with the community Engagement subgroup to put a plan in place. The community have now produced a Communications Plan which includes various means by which awareness of One Norbiton will be promoted to encourage greater community involvement, including posters, a calendar, surveys, a One Norbiton 'then and now' video and information packs for the local press, businesses and schools.

8. There are four further projects in development, each of which is intended to support community involvement -

i. **An e-democracy project is being explored with Kingston Voluntary Action (KVA) to develop and maximise the use of an online forum** – this is intended to engage those who may be interested in knowing what's going on but are unable to commit to taking part in regular meetings. This builds on an earlier initiative when KVA established Community Connected, a wireless internet service across a number of estates in the borough, in response to the 'Digital Divide'. e-democracy is a natural next step for this work, creating an online forum. e-democracy is a world-wide movement, non profit, chaired by a Kingston resident (an ex-Kingston Councillor) and has a number of active areas up and running in the UK including Camden and Newham in London. In Kingston the focus is on Norbiton where the ward population of approximately 10,000 is the optimum amount recommended. The first target is the recruitment of 100 members. Close links have been established with the Community Engagement Action Group (again, set up and led by the community) who have offered their 50 person sample group as a possible first step towards the target of 100 members. The ongoing work of KVA's Community Connected project will bring together the necessary IT and communications requirements with its e-democracy work. KVA will also continue its refurbishment of PCs (as a registered Microsoft refurbisher) supplying those new members of the online forum with IT hardware and training should that be necessary. Once developed in One Norbiton there are plans to established e-democracy in other parts of the Borough. A strong relationship has developed with the Council's Equalities and Community Engagement Team and joint community development opportunities stemming from KVA e-democracy are being explored.

ii. **A proposed Kingston University project to work with the community to develop their own skills including how to conduct community engagement and social research.** An interactive workshop is scheduled to be held on 13th May 2013 in the University. This will introduce participants to the basic principles of social research and examine the variety of different ways research can be conducted in a community setting. It will also focus on community development and engagement practices and explore different methods of increasing local involvement. This will support the community to become more self-sufficient and also support the work to identify and prioritise issues from the other Action Groups.

iii. **Office space for the One Norbiton Company** – the Council's Housing Service has offered the One Norbiton Company office space within the ward. This will also offer the opportunity to work with the

community to further plans to actively support NEETs by getting them involved with the work needed to bring the space to life.

    iv. **Considering whether the disused Surrey Sports Centre can be brought back into productive community use** – this has been a longstanding ambition within the local community. It was also discussed at our Peer Challenge session. A restored facility could offer a number of uses including leisure facilities, fitness, community art projects and a boxing club. Discussions are at a very early stage and there are significant challenges to overcome including the state of the building and the considerable financial investment required to bring it back into use because the Council is only able to give a commitment to a maximum of a 5 year renewable lease whilst it considers its long term plans for investment and regeneration of the Cambridge Road Estate.

9. There are examples elsewhere in this report of how we have also engaged the community directly in a series of co-design sessions, for example on service priorities and governance. Our shared ways of working will ensure that the community remain at the heart of the project. It is hoped that as more members of the community become aware of the project they too will become involved. The Community Working Group also have ambitions for empowering and involving local people to get more involved in tackling some of the problems they face directly. So not just having more influence over spending but actually doing some things themselves such as green space improvements, helping neighbours who need assistance, arranging social events etc.

(B) Governance

10. The pilot has been community led and bottom up. This has therefore been a genuine localism project.

11. It is fair to say that residents of Norbiton, particularly the estates, have seen initiatives come and go in the past and one of the challenges has been to engage them with this project for the longer term. It has therefore been encouraging that the community have seen the potential for this project to make a difference to their lives and it is significant that they have actively organised themselves as an emerging powerful force within Norbiton.

12. Members of the community came together as volunteers to form a Community Working Group, initially to work on the Local Integrated Services pilot and then the Neighbourhood Community Budget pilot. They have moved in quite a short space of time from operating from a set of loose terms of reference to formally constituting themselves as the **One Norbiton Company**, a Company Limited by Guarantee. This transition has been supported with guidance from Kingston Voluntary Action who advised them on various models of governance.

13. A series of themed Action Groups have been established by the community (see section (c) below for more detail). These are chaired by members of the community and attended by Council officers and partners.

14. The One Norbiton governance structure set out in the diagram below enables the community led and bottom up nature of the project to develop and coexist within existing arrangements, specifically the Kingston Strategic Partnership and local democratic contexts. The Action Groups provide the means by which we are able to initiate discussions about co-design, looking at community issues and service priorities. Where issues are unable to be resolved at the Action Groups they are coordinated by the Community Working Group and escalated to the Project Team, Project Board or Kingston Strategic Partnership.

One Norbiton project structure

- One Norbiton Community Working Group & community led Action Groups
- Project Team meetings with Service Providers
- Project Board
- Kingston Strategic Partnership
- Kingston Town Neighbourhood Committee / Member Officer Group

15. The Council's **Neighbourhood system** groups the sixteen wards into four Neighbourhoods, each with their own Neighbourhood Committee which is responsible for local issues including highways; traffic; youth centres; parking; planning applications and local libraries. In addition the Neighbourhood Committee are fully consulted and engaged on key strategic policies and decisions. Neighbourhood meetings (formal and informal) are held in local venues at the heart of the community to maximise the potential for residents to influence the decision making process. Norbiton is in the Kingston Town Neighbourhood.

16. Member support, as Community Leaders and advocates is critical to the success of the project. A Member Officer Group has therefore been established to ensure that Councillors are actively engaged with the development of the project.

17. There is also an active **Kingston Local Strategic Partnership** (LSP) where updates on the pilot's ambition and progress have been reported to the leaders of the key organisations involved. One Norbiton relies upon the active engagement of partners and this has developed over time to the point where we now have eight strategic partners working on the pilot as well as Government backing of course from the Department for Communities and Local Government:

Kingston Council	NHS Kingston
Police	Kingston Voluntary Action
Jobcentre Plus	Kingston University

Kingston College   Kingston Chamber of Commerce

18. In addition, there is a desire to connect with and muster the support of, in particular, the local independent businesses that are an integral part of the Neighbourhood community.

19. Having formally constituted themselves, the One Norbiton Company are now a growing force within the community and the challenge for the next phase of the project is to ensure that we develop a sustainable model for the future that is clear about the process for making decisions - where, how and by whom. At present there is no one size fits all approach to what is being asked of One Norbiton in terms of community influence or service delivery. As we further refine the areas of project focus and community priorities this will raise governance issues related to local democratic involvement, accountability, and how and where decisions are made.

20. Our advice has always been that the constitutional arrangements of the community need to fit within local governance and decision making structures. This will become increasingly important if decisions about services are influenced by the One Norbiton Company and if they are influencing or spending public money. The community themselves are also addressing issues of internal disagreement and seeking to establish a process whereby they can seek consensus on issues necessary to progress the project.

21. A Roles and Responsibilities document had been developed during the early stages of the project and will need to be updated as part of the process to agree future governance.

22. **A co-design workshop on community representation and governance was held on 1 February at Kingston University**. Bringing together partners from the Council and the community as well as DCLG, the workshop provided a forum to discuss:

   - the particular role of the One Norbiton Company in the context of Norbiton,
   - the difference between community representation and local government, with a particular emphasis on what community representation might achieve that local government cannot,
   - the way in which traditional assumptions about governance might be hindering the development of effective community representation – and how this can be overcome,
   - how working relationships and lines of communication between the community and local government can be developed in the longer term,
   - the longer term future of One Norbiton (or what happens after March 2013)

23. The workshop was jointly facilitated by Kingston University and Sheffield University, as part of a larger UK-wide project for DCLG on 'Community governance in the context of decentralisation'. The project is called 'Making meaning differently: Towards an understanding of representation in local decision-making'. It was funded by the AHRC's (Arts and Humanities Research Council) Connected Communities Programme.

24. The outcomes from the workshop are set out below.

25. *Most importantly the workshop discussions reaffirmed the commitment of participants to developing One Norbiton. For most participants the value of One Norbiton lay in:*

    - *'Bringing people together'*
    - *Officers and councillors feeling more closely connected to the community*
    - *Creating a new way of working and overcoming the 'paternalistic' relationship between local government, public service providers and the community*

26. *Setting up the One Norbiton Company was an important step towards enabling the community, public service partners and the council to work together as a formal/accountable vehicle through which the community can work with council/partners.*

27. *The particular contribution of the One Norbiton Community group lies in local knowledge, informal community networks and informal channels of communication. It is important not to lose these amongst efforts to create formal engagement structures.*

28. *There were two different visions of how One Norbiton could be developed in future, which are not mutually exclusive, but there is room to develop both in parallel:*

    A) *By getting 'something done' and earning 'trust' in the community and amongst public service providers*

    B) *Building community engagement, making the community group more representative and building political will in Norbiton (changing perceptions and practices)*

29. *Developing a working relationship between officers and the community has been difficult. Participants felt they needed a greater definition of roles and the partnerships between people.*

(C) Project focus / Service definition

30. One of the positive outcomes of our pilot has been the shared understanding between partners, local Councillors and the community of the potential to achieve better outcomes in Norbiton through improved coordination between local agencies to work with the community to target diminishing resources on what matters most.

31. To make the project real it was important to identify a couple of areas of focus to test. The following were agreed with the community, both centring on how effective intervention upstream can prevent problems arising later –

    a) **NEETs** – this involves mapping the interventions currently made by agencies in the lives of young people and proposing a model for more coordinated and targeted activity for support within the ward. The work is overseen by the 'Employment 16-24 and Income Maximisation' Action Group – one of a number of themed Action Groups set up and led by the community. A funding bid to DWP was developed by the community. Although this was unsuccessful it is to their credit that the community have not been put off and, having received feedback, are now working on resubmitting the bid, with advice from the local Jobcentre Plus.

    b) **Neighbourhood Watch 'Plus'** – we are exploring the potential to expand a successful Neighbourhood Watch network of around 300 households to become a community network of support. For example, to keep a watching eye on the elderly and isolated or vulnerable, to help with ensuring that prescriptions are collected, or that during spells of bad weather such as snow and ice someone is looking out for those people so that they have the small but important things such as bread and milk. Other anticipated benefits of this scheme, if successful, include helping to build community resilience and cohesiveness, and preventing hospital admissions. The work is overseen by one of the community led themed Action Groups – Police and Safety – although the outcomes are likely to be far broader than community safety related, with particular benefits to the health and social care agenda. The community are keen to make the case for some form of Community Ranger/Warden and the next phase of the project will examine the costs and benefits of this.

    On 27th March the group visited LB Hammersmith & Fulham Neighbourhood Warden scheme, attending a briefing session and then accompanying warden patrols on the White City Estate to gain a greater understanding of how the scheme operates in local communities and works in partnership with other agencies.

32. Both of these test areas enable the community to explore with partners the costs and benefits of a variety of proposals, whether these are the best solution, and how funding can be obtained and sustained.

33. They also help us address another key objective - 'does/will the pilot help you do your 'day job' and is it the main mechanism for recalibrating services?'

34. An associated quick win for our pilot in terms of 'helping with the day job' has been how the Police have changed the way they engage in Norbiton, disbanding the Safer Neighbourhood Team Ward Panel in favour of the monthly Police and Safety Action Group meetings set up by the community. As a result the Police have reported that they have found that issues are raised and dealt with much quicker.

35. In addition to the work to progress the two areas of focus above, the community are pulling together priority issues from a series of themed Action Groups (listed below) into a **Single Action Plan** for One Norbiton. This will enable partners to consider the resources they are able to allocate. There are six community led One Norbiton Action Groups -

   (i)   Employment 16-24 and Income Maximisation
   (ii)   Police and Safety
   (iii) Housing, Environment & Neighbourhood
   (iv)   Youth Activities
   (v)   Community Engagement
   (vi)   Finance and Administration

36. The Action Groups are led by community representatives with Council officers and partners assigned to tackle the issues at Norbiton ward level. Action Plans are being drawn up that will enable the issues to be prioritised and tracked. This will enable us to distinguish between operational level issues and those of a more strategic nature. As explained in the governance section above, issues can be coordinated and escalated as required.

37. When the Council and its partners initially bid to be a Local Integrated Services pilot the key objective was to improve health outcomes by tackling the wider determinants of health. Health outcomes data reveals a series of health inequalities in Norbiton that require partnership action. We will be exploring with the local Clinical Commissioning Group and Department for Health the potential for the One Norbiton model to deliver better health outcomes and more efficient and effective public services. This includes the balance between treatment and preventative services.

(D) Spend mapping

38.   Our ambition is to use One Norbiton to improve the lives of communities by giving them more influence and control over their services. This is to be achieved by mapping partner budgets and directing them to community priorities – giving communities a greater influence in public service delivery.

39.   The task we have set ourselves is to understand the level of local and national spend across partners in the ward of Norbiton and the element of discretion that we have to influence local spend, both as partners and as members of the community. To be really successful the project requires all partners in Kingston working to make a difference together.

40.   We were pleased to be able to engage the Local Government Information Unit to lead this crucial area of the pilot for us. The involvement of LGIU has been made possible as a direct result of the funding we received from DCLG to progress our pilot. It has already meant that we have made more progress through the NCB pilot on spend mapping than during the Local Integrated Services pilot work with the Cabinet Office, which was unfunded.

41.   The LGIU planned and lead two successful spend mapping/co-design workshops in January 2013 on the two priority areas outlined above i.e. NEETs and Neighbourhood Watch 'Plus'. These were well attended by the community and partners (including DCLG).

42.   The workshops exceeded our initial expectation which was to begin the process of understanding and mapping the costs associated with the current provision of services. In the event, they went beyond this and had a genuine sense of co-production. For each area of focus, the workshops looked at the current position in terms of activity and service provision and then moved on to how this might be improved – and by whom. The important input here was from members of the community who outlined their ideas and plans for improvements in Norbiton. The day provided sufficient clarity and direction for the LGIU to undertake the next step which is to carry out 'deep dives' in these two areas and report findings to shape our proposals for the pilot going forward.

43.   In following this up with requests for budget information they have been more successful in some areas than others. The ability to access information has been a key challenge.

44.   Initial findings and recommendations from the LGIU work are set out at Appendix 3.

45.   An important element of our resource mapping work will be a better understanding of how much of the money that is spent in Norbiton is discretionary, particularly the big budget areas of Health and Work and Pensions. We want to be able to empower local communities to have a greater influence over services and align the resources available to local partners to local need. As well as our work at a local level we will want to ensure that similar levels of effort are expended at national level across Whitehall and that there are sufficient signs from Government that there is a willingness to 'let go' of control, meeting us halfway so that we are genuinely able to devolve decision making as far as we are able to the community. For example if the work that we are doing locally, funded by the Council, to get people off benefits and into work saves DWP money, how can we make the case that this is worthy of central support?

(E) Costs and benefits / Evaluation

46.   The work that we are carrying out with the LGIU on two areas of focus will enable us to cost both the way things are currently done and assess the benefits of what we are proposing to change. That will go a long way to making the case for change in terms of realising whether our plans are affordable. The hypothesis we have sought to test through this pilot is the concern often levelled at the public sector - we are spending too much money, which is not sufficiently targeted and therefore we are not getting the outcomes we want. The pilot seeks to change that by directing diminishing resources to those most in need and ensuring this is done with the community and not to them. Potentially, savings could arise from avoiding duplication and more effective targeting of resources. A conclusion may be that in some areas we are not spending enough money to get the outcomes we need which will mean we may need to look at other areas of spend.

47.   In terms of helping us do the day job and recalibrating services a huge amount of what we do in Kingston is about early intervention and prevention. There is real potential for this pilot over the longer-term to further that and in turn directly link to the work of the Health & Wellbeing Board and Clinical Commissioning Group, and the integration of health and social care for example.

48.   We have established a cost benefit analysis tool which will enable us to consider whether there are any financial benefits to be achieved as a result of the One Norbiton approach. We have also worked with Kingston University to look at how we can identify and measure non-financial and social benefits. Our initial model, attached at Appendix 4, has received a very positive response from the economists at DCLG.

49.   An important objective for our approach to localism is to have more of the community engaged in the process of decision making about how we respond to increases in demand for services at a time when our resources are diminishing. This dialogue in itself adds to a deeper understanding within the community of the pressures we are facing. Closer working with the community will also enable us to understand their success criteria and how we ensure that continuing the project will add value and improve the lives for them as Norbiton residents.

Kingston University Evaluation

50.   Throughout the pilot Kingston University have been carrying out a wide ranging evaluation of the overall approach. As well as providing an objective assessment of the project their report will help us consider whether any

aspects can be replicated elsewhere or scaled up in any way, for example to Neighbourhood or borough wide level.   The University carried out a similar evaluation of the Local Integrated Services pilot although this time the study is much broader and deeper.

51.   The University set out to evaluate the emerging structures and aims of the project, with a particular emphasis on:

- The different hopes and visions of partners and stakeholders
- The potential social benefits of the project, how its partners are working to achieve these, and the indicators through which they can be measured in the short, medium and long-term
- Governance and decision-making across the One Norbiton project structures including communication between groups.
- Models of partnership working and community engagement proposed by the One Norbiton community
- The scalability of the One Norbiton model

52.   As part of the evaluation the University conducted interviews with members of the One Norbiton Community Working Group (CWG), facilitated focus groups with the CWG's Engagement subgroup and with Norbiton ward councillors, as well as interviews with officers and partners, and participated/observed in meetings.

53.   Emerging findings from the Kingston University Evaluation project are set out at Appendix 5.

7. What next? 'Edging along the spectrum of control'

1. What we are trying to achieve with this localism pilot is part of an embedded approach across Kingston to what the Leader of the Council describes as 'edging along the spectrum of control'. The Council were early advocates of the localism agenda and for nearly 20 years now have worked within communities through the Neighbourhood system on directly engaging local people in a range of services. In recent years this has been expanded through the development of local 'Neighbourhood Community Plans', where the community articulate the issues of local importance and Councillors facilitate tackling these with local partners.

2. In Norbiton we are seeking to push this approach as far as we are able so that the community are involved to a much greater extent in decisions about local services and how and where resources are directed.

3. We are using our place on this pilot to test the extent to which our communities and partners have the appetite or will and capacity to move along that spectrum - from consultation to increased engagement, and to a more dynamic and active level of involvement that directly influences decisions making and service design.

Have we proved the concept - does the Neighbourhood Community Budget approach work for Kingston?

4. Our objective therefore has been to demonstrate as part of our pilot a better way of delivering improved social outcomes and value for money. This in turn should provide the Department for Communities and Local Government and Eric Pickles MP with one of twelve examples to make the case to HM Treasury for a better deal for local communities in the next Comprehensive Spending Review.

5. The pilot has proved valuable in testing new approaches to localism and we have learnt lessons along the way. If we were to implement the Neighbourhood Community Budget approach elsewhere in the borough there are two key things we would do differently.

    a) First, we would engage the community at a higher level where we are already operating. In other words we would provide more direction from the start around governance, our commitment to work together as partners, encourage the community to come together,

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for example, by looking at where residents association can work together or where we can encourage new ones to emerge. We would gradually take a step back as the community became more organised. We may also not go in at Ward level but where there are natural boundaries that are understood and recognised by local communities.

b) Second, in terms of identifying service priorities we would take as a starting point the work that has been done in the Neighbourhoods to develop local Community Plans which identify local priorities. Working with established community groups we would use their newsletters, emails and open days to build momentum and act as a means of checking that priorities were agreed. **This does not cost money.** It is about using established networks and providing them with information and skills to build on the active role they are already playing in their communities, bringing in key partner agencies such as health, the Police and Fire Brigade.

6. Communicating this as an approach from the outset would increase the chances of success by setting some early parameters around ways of working and scope.

7. An end of pilot conference was held in March 2012, bringing together the community, partners and officers, Councillors and central Government. We agreed to use the next six months to maintain the momentum of the pilot and progress the following outstanding activities -

a) **Further define and develop the two areas of project focus –** NEETs and Neighbourhood Watch 'Plus' to establish whether there is a business case for an alternative way of working with the community and partners to co-design and deliver services;

b) **Develop a Compact** with the community and partners as a shared commitment to working with each other, with all sides setting out expectations and what they can offer through close partnership working;

c) **Develop a Service Level Agreement** with One Norbiton defining the levels of service the community can expect to receive but also the way we would expect to see the One Norbiton Company develop if they are to increasingly exercise influence over decision making, particularly in terms of governance and their development as the Community Voice. This would in effect be similar to the

arrangement where we agree grant conditions when we fund community groups;

d) **Define the fit between One Norbiton and existing governance structures** including the Kingston Town Neighbourhood Committee as well as decision making processes across all partner organisations, probably via the Kingston Strategic Partnership, for example through 6 monthly reporting of key issues to strategic partners;

e) **Further support community development** ... continuing the localism spirit of the project and helping people to recognise and develop their ability and potential to establish a strong community and play their part as an equal partner delivering improved outcomes for Norbiton.

8. Ultimately we want to embed One Norbiton at the heart of decision making.
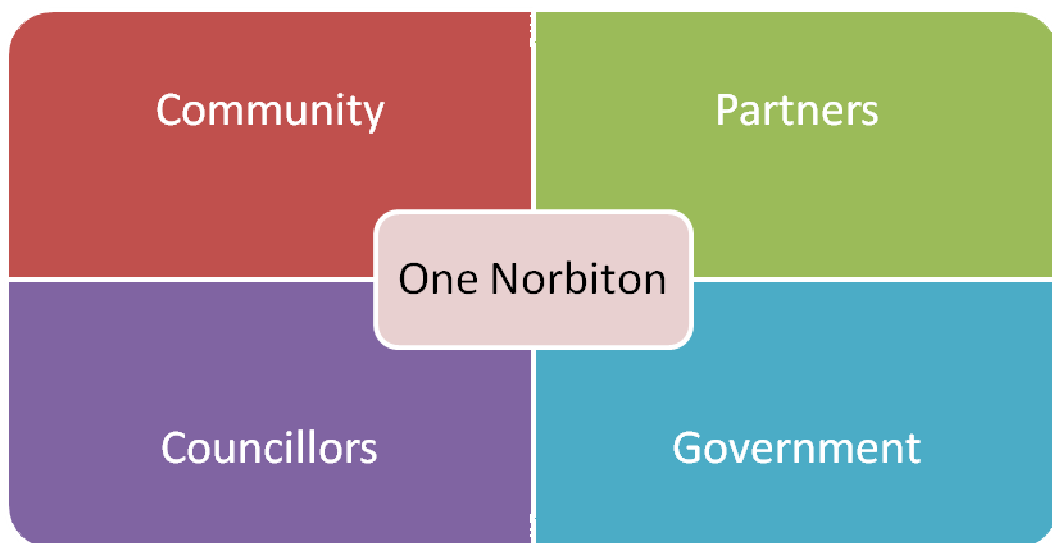
8. Next steps - timetable

<table>
<tr><th colspan="2">One Norbiton key dates
April – October 2013</th></tr>
<tr><td>28 March</td><td>Submission to Government of our final Plan for a Neighbourhood Community Budget in Norbiton</td></tr>
<tr><td>Mid- April</td><td>Spend mapping - final report and recommendations from Local Government Information Unit</td></tr>
<tr><td>Mid- April</td><td>Final Evaluation report from Kingston University</td></tr>
<tr><td>April / May</td><td>A Localism 'symposium' to be held in Norbiton to explore ideas and experiences of localism – what has localism achieved in other places, lessons learned from our pilot by us and Government, what next for the One Norbiton project?</td></tr>
<tr><td>End April / early May</td><td>Agree follow up actions to implement recommendations from LGIU and University, taking forward the areas of project focus, community involvement and governance</td></tr>
<tr><td>13 May</td><td>Community research workshop facilitated by Kingston University</td></tr>
<tr><td>June</td><td>Quarterly review of project progress (3 month)</td></tr>
<tr><td>10 July</td><td>Report to Kingston Strategic Partnership</td></tr>
<tr><td>September</td><td>Quarterly review of project progress (6 month) and recommendations for future</td></tr>
</table>

Appendix 1: One Norbiton Profile

This Appendix pulls together more detailed demographic information about Norbiton Ward. The One Norbiton Community Working Group has requested information from the Local Authority to help them assess their priorities. The data requested has been included here, as well as further detail on some of the information in the report.

Ward Statistics Summary

Information	Norbiton	Kingston
Population (Census 2011)	10,107	160,060
Workless benefits claimant % (number of claimants of workless benefits May 2012 as % of total Census 2011 population aged 16-64)	13%	8%
Workless benefits and Pension Credit % (number of claimants May 2012 as % of total Census 2011 population over 16)	15%	10%
Primary Free School Meal recipients (living in Kingston and attending a Kingston school)	13%	6%
% children living in poverty (2010)	30%	15%
% Social Housing (Census 2011)	31%	12%
% renting privately (Census 2011)	23%	21%
Average Life Expectancy of Males (London Health Programmes, 2006-10)	76 years	79.8 years
Average Life Expectancy of Females (London Health Programmes, 2006-10)	77.6 years	83.5 years

Source: DWP, 2011 Census, RBK School Census, London Health Programmes

Population Breakdown – age and gender

Data from the 2011 Census is summarised in the table below:

	Persons Total	Male Total	Female Total	0 to 19 year olds	20 to 39 year olds	40 to 59 year olds	60-79 year olds	80+ year olds
Number of Norbiton residents	10,107	4,940	5,167	2,410	4,108	2,269	1,040	280
% Norbiton Residents	100%	49%	51%	24%	41%	22%	10%	3%

Source: GLA Round Ward Standard Fertility SHLAA, 2011

Ethnicity

The most up to date ward-level data for ethnicity (attached below), is from the 2011 Census. This indicates that both Kingston in general and Norbiton specifically have become more ethnically diverse: BAME residents made up 31% of Norbiton's population on Census day (up from 19% in 2001) while the equivalent figure for Kingston was 26% (up from 17%).

Ethnic Groups	Norbiton ward (% of residents)	Borough average (% of residents)
White British	55%	63%
White Irish	2%	2%
White Other	0%	0%
White: Gypsy or Irish Traveller	12%	10%
White and Black Caribbean	1%	1%
White and Black African	1%	0%
White and Asian	1%	2%
Other Mixed	1%	1%
Indian	3%	4%
Pakistani	2%	2%
Bangladeshi	1%	1%
Chinese	2%	2%
Other Asian	10%	8%
African	4%	2%
Caribbean	1%	1%
Other Black	1%	0%
Arab	2%	2%
Other Ethnic Group	2%	1%

2011 Census Quick Statistics: Ethnic Group

Disability

In 2011, the Census showed that there were 1,379 people (13.6% of the population) with a limiting life long illness in Norbiton, compared to 19,902 (12.4%) in the borough. A limiting life long illness is defined as any long-term illness, health problem or disability which limits a person's daily activities or the work that they do.

Overall, information on disability in the borough, and by ward, is limited. Below is a table providing data on the working–age benefit claimants in the borough, which provides the most recent information on disability in Norbiton ward and in the borough (although for a limited proportion of the population,16-64 year olds).

Department for Work and Pensions (DWP) benefit claimants (May 2012):

Type of Benefit	Norbiton ward (numbers)	Norbiton ward (as % of population aged 16-64)	Kingston upon Thames (as % of population aged 16-64)
Employment and Support Allowance (ESA) and incapacity benefits	420	5.8	3.4
Disabled	60	0.8	0.7

Note: The percentage figures show the number of benefit claimants as of May 2012 as a proportion of the population from the 2011 Census

Disability-related benefits is the term used to describe all the benefits paid on the grounds of disability. These are Disability Living Allowance, Severe Disablement Allowance, Attendance Allowance, War Disablement Pension and Industrial Injuries Disablement Benefit. Prior to 2008-09, Incapacity Benefit was included in this group. Employment and Support Allowance is a Social Security benefit that replaced Incapacity Benefit and Income Support (paid on grounds of incapacity) for new claims from October 2008. Amongst other requirements, recipients of Employment and Support Allowance must either:

- have had an illness or disability which affects their ability to work for at least four days in a row (including weekends and public holidays)
- be unable to work for two or more days out of seven consecutive days
- be getting special medical treatment

Free School Meals

The table below summarises the number of Free School Meals received by pupils, based on where they live in the borough. These pupils live in Kingston and attend a Primary, Secondary or Special school in Kingston (Spring School Census, January 2013). This shows that Norbiton ward has the highest proportion of Free School Meal recipients (17%), followed by Chessington South (15%).

When broken down by the phase of education (Primary and Secondary) Norbiton has the highest number of residents receiving Free School Meals at both Primary and Secondary level.

Ward Name	Total number of Free School Meals (for Primary, Secondary and Special schools)	Numbers on Roll	Total % of Free School Meals	% of Primary Free School Meals	% of Secondary Free School Meals
Alexandra	90	1,529	6%	7%	5%
Berrylands	86	1,084	8%	8%	8%
Beverley	135	1,474	9%	10%	8%
Canbury	101	**1,579**	6%	6%	8%
Chessington North & Hook	157	1,299	12%	11%	13%
Chessington South	216	1,483	15%	14%	15%
Coombe Hill	109	821	13%	14%	12%
Coombe Vale	79	1,333	6%	6%	6%
Grove	89	825	11%	10%	13%
Norbiton	**244**	1,414	**17%**	**17%**	**17%**
Old Malden	122	1,237	10%	11%	8%
St James	89	1,093	8%	10%	6%
St Mark's	57	588	10%	9%	11%
Surbiton Hill	74	962	8%	7%	10%
Tolworth & Hook Rise	133	1,460	9%	10%	8%
Tudor	48	1,114	4%	4%	3%

Source: School Census, Spring 2013

Secondary School Attainment

In Summer 2012, 78 young people living in Norbiton took their GCSEs in Kingston Secondary Schools and achieved the following results:

	5 A*- C GCSEs including English and Maths	5 A* - C GCSEs
Pupils living in Norbiton and attending a Kingston school	50% (39 pupils)	85% (66 pupils)
All pupils in the Key Stage 4 group, attending Kingston Schools (i.e. not just those resident in the borough)	70.9%	89.5%

Of these 78 young people the main schools attended were Coombe Girls', Coombe Boys' and The Hollyfield School, the full list is below
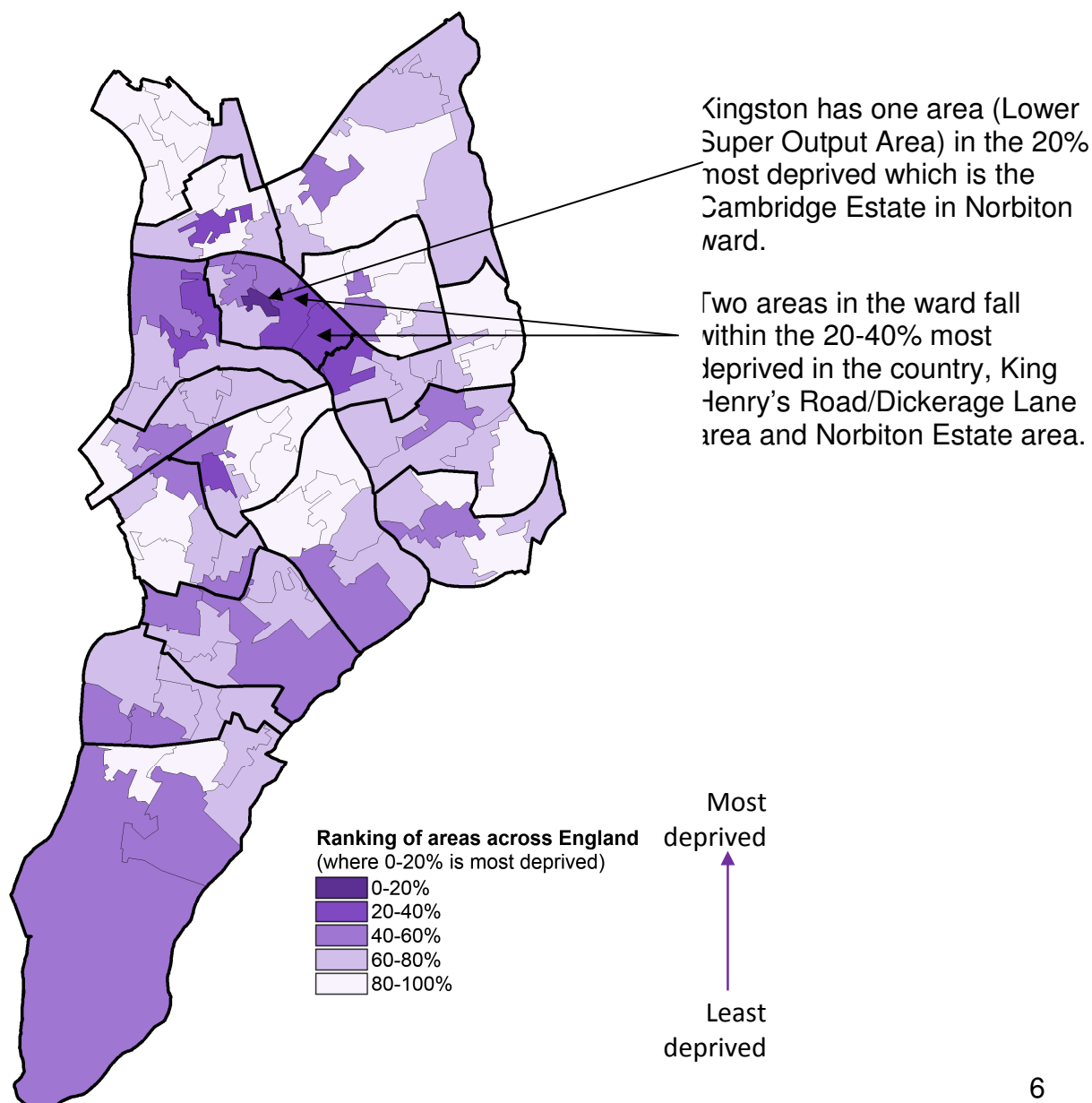
School	Total
Coombe Girls'	30
Hollyfield	15
Coombe Boys'	9
Holy Cross School	6
Southborough	6
Richard Challoner School	5
Chessington Community College	*
Tiffin Girls'	*
Tolworth Girls' School	*
Total	**78**

* fewer than 5 pupils, information suppressed

Map of Indices of Deprivation, 2010

The English Indices of Deprivation (ID) measures relative levels of deprivation in small areas of England called Lower Layer Super Output Areas (LSOAs). The ID consist of seven 'domains', or sections, that can be weighted and combined to form a unitary Index of Multiple Deprivation (IMD). Each area's score can be ranked relative to other areas in the country. · The concept of 'deprivation' aims to capture wider disadvantage by highlighting circumstances (not just financial) that negatively impact on the standard of living in certain areas. It is not solely a measure of affluence or poverty, which are usually based solely on income.

Norbiton has some of the most deprived areas within Kingston. However, almost all areas in Norbiton are less deprived when comparing the 2007 and 2010 Indices of Deprivation. The Cambridge Road Estate in Norbiton ward is still relatively the most deprived area in the borough, and is the only LSOA in Kingston in the 20% most deprived in the country.

Kingston has one area (Lower Super Output Area) in the 20% most deprived which is the Cambridge Estate in Norbiton ward.

Two areas in the ward fall within the 20-40% most deprived in the country, King Henry's Road/Dickerage Lane area and Norbiton Estate area.

Ranking of areas across England
(where 0-20% is most deprived)

- 0-20%
- 20-40%
- 40-60%
- 60-80%
- 80-100%

Most deprived

Least deprived

6

Norbiton

Draft Version

One Norbiton Neighbourhood-level Community Budget Pilot: Executive Summary

Report Authors: Laura Wilkes, David Marlow, James Pratt

March 2013

Executive Summary

Introduction and purpose

The Norbiton neighbourhood-level community budget pilot (One Norbiton NCB) is one of ten pilots selected by the Department of Communities and Local Government (DCLG) in December 2011 'to develop smaller scale community budgets that will give residents a micro-level say over the services they want and use'[1]. As part of this process, LGIU was commissioned by The Royal Borough of Kingston upon Thames Council (RBK) to support the process of public resource mapping across the Norbiton ward[2], and to understand the levels of discretion that the local community, working with partners, might have over that spend.

This report represents the findings from that commission. It then makes recommendations on how these findings can deepen and broaden neighbourhood-level community budgeting in Norbiton in particular, and in RBK and beyond.

What we did

The LGIU team mobilised in mid-October 2012. Our approach included:

- Familiarisation with the background and progress of the pilot through extensive field visits to Norbiton and RBK, review of a portfolio of documentation pertaining to the area, to neighbourhood mapping, and to the 2011-13 pilot(s).
- Attendance at a number of project steering group (PSG) and Community Working Group (CWG) meetings, the undertaking of bilateral interviews and discussions with a breadth of key stakeholders and visits to the ward.
- Production and presentations of a resource mapping issues paper in November 2012, to clarify the pilot's focus and direction of detailed mapping.

Following client and community feedback on the issues paper, we have undertaken the following actions culminating in production of this final report:

- Planned, facilitated and wrote two co-design workshops to explore NEETs and Community Safety issues in Norbiton and have summarised our findings.
- Presented and discussed findings with the RBK Departmental Management Team and Senior Leadership Team to agree final shape of resource mapping work.
- Undertook data collection and analysis; including meetings with service managers to discuss budgets.

Acknowledgements

The team wish to thank; RBK staff and members, One Norbiton Company and Community Working Group participants, and Kingston Strategic Partnership (KSP) partners for their enthusiastic and attentive participation in the exercise. Particular

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[1] '14 areas to pioneer scheme to 'pool and save' billions', DCLG, December 2011
[2] RBK consultancy support brief, One Norbiton (OK10), Spend Mapping, July 2012

appreciation is given to Dean Tyler, RBK One Norbiton Project Manager, and Sally Haslam, DCLG relationship manager, for their leadership and advice on the exercise.

Key findings

The principal conclusions of our investigations are:

1. One Norbiton NCB has made excellent progress in working with the Norbiton CWG to establish 'One Norbiton' company as a legal entity, and to begin to build its capacity to undertake local service influencing, planning and management roles.

2. One Norbiton NCB should move from a pilot to an operational phase in 2013/14, including capacity building, community involvement, and influencing and co-commissioning roles; together with discreet interventions to address NEETs and community safety concerns.

3. Co-design workshops seem to produce both community insights into service delivery, and specific proposals for action. Further consideration should be given to, and agreements reached on, distinct community involvement in:

   a. For NEETs:

      i. Establishment of a Norbiton 'job club' linking schools, colleges, and major employers with Norbiton young people.
      ii. Establishment and operation of a mentoring scheme for NEETs and especially those at risk of becoming NEET.
      iii. Linking the job club and mentoring scheme into work experience and placement activities for those at risk of becoming NEET alongside the raising of the school leaving age (ROSLA).

   b. For community safety:

      i. Scaling up the existing +/-300 household neighbourhood watch scheme.
      ii. Agreeing a 'neighbourhood watch plus' specification including environment, street scene and caring dimensions, and incepting a scheme (perhaps initially on a pilot basis).
      iii. Working with RBK on a warden/ranger feasibility exercise.

4. Neighbourhood-level community management in general needs to:

   o Work with appropriate geographies and defined communities. This will not always be (an administratively convenient) ward geography-based.
   o Understand and agree the institutional 'end-game' of any management initiative at the start of the exercise (i.e. comparing, for instance, local influencing and advocacy, with commissioning and delivery models, and even parish and statutory neighbourhood planning approaches).

- o Define and focus on manageable agendas and evolutionary processes (as RBK operational plan says) 'edging along the spectrum of control'.

5. Resource mapping of thematic issues on a ward basis is difficult – both in terms of data availability, and analysis/understanding of the 'results' that expenditure buys.

   - o In general terms, top-down COFOG-based estimates of public spend in Norbiton amount to over £100m p.a. – with social protection and health being the two largest components.
   - o For the two focal areas of the LGIU exercise, resource maps have been produced. These are largely unit cost-based with per capita pro-rata Norbiton assumptions – albeit moderated in discussions with service and programme managers. This is a good starting point for resource mapping, but is necessarily illustrative rather than definitive.
   - o Based on a pro-rata incidence of NEETs (i.e. +/-47 in the ward), they appear to generate public expenditure in Norbiton of around £1.2m p.a. – comprising around £154k (13%) on prevention, and over £1m (i.e. 87%) on welfare and responsive costs. A more likely scenario of around 70 NEETs would raise response costs to around £1.6m p.a.
   - o Based on a pro-rata incidence of crime and anti-social behaviour, community safety expenditure – amounts to around £12.0m p.a. – of which all but £0.3m appears to be on response costs.

6. Despite its inherent difficulties (e.g. data availability, causality) and assumptions, resource mapping demonstrates:

   - o The need for further modelling of the likely impact of public policy changes – like universal credit and localisation of council tax benefit – and expenditure reductions, on the costs and benefits of new approaches to NEETs and community safety.
   - o For NEETS:
     - o The relatively low sums spent on preventative intervention, compared to the large expenditure consequences of failure. An alignment and mutual reinforcement of preventative programmes – and a modest transfer of welfare/responsive spend to enhanced preventative services are likely to provide very significant returns to investment.
     - o The extreme variability of NEET welfare and responsive costs subject to individual circumstances (e.g. fostering/adoption, and offending/prison being by far the two largest per capita costs of the failure of preventative interventions). This points to:
       - The merit of greater effort to be put into risk profiling of those with characteristics that might lead to them becoming very high cost NEETs.
       - Although intrinsically difficult to quantify, making the case for some contribution of JCP, child welfare, and MoJ/Home Office to enhanced prevention services – although probably not at ward level.

o For community safety:
  o The relatively low sums spent on preventative intervention, compared to the large expenditure consequences of failure. Alignment and mutual reinforcement of preventative programmes – and a modest transfer of responsive spend to enhanced preventative services are likely to provide very significant returns to investment

7. In terms of scalability and replicability, the lessons of neighbourhood-level community budgeting are likely to be a very 'long haul'. There is much learning to be harvested from neighbourhood planning and management. Therefore, some form of baseline and evaluation process should be sustained as One Norbiton progresses. In the long run, a shift towards increased voluntarism and self-help, and localised neighbourhood management can be a major component of a public service reform agenda (for RBK and more broadly). However in the short-medium term, this is unlikely, of itself, to deliver significant expenditure reductions or major rapid service and outcome improvements.

Recommendations

RBK should:

- Work with KSP partners and the Norbiton community on a continuing capacity-building process for the company, and engagement/involvement processes for the community, as major foundations of the 2013/14 action plan going forward.
- Ensure, with KVA and the University a continuing and robust approach to the monitoring and evaluation of the One Norbiton programme.
- Consider how to incorporate the establishment of One Norbiton in the One Kingston governance architecture of neighbourhood committees and KSP; and any issues with extending this approach to other communities.
- Continue to populate the NEETs and community safety resource maps with live data as this becomes available – involving KSP partners in the process. The refinement of resource maps should contribute to a more fundamental redesign of both NEETs and community safety services, and exploration of shifting resources from responsive to preventative activity.
- Ensure purely RBK service issues arising from this exercise are addressed internally, and then involve KSP partners in wider deliberation on service redesign. Key RBK issues for development include:
  o Definition and inclusion of SLAs with One Norbiton on key environment, streetscape and housing issues where service 'failure' is a major generator of community safety concerns.
  o Reconciliation of differing service standards for HRA and General Fund spend on common issues in Norbiton, to deliver more of a consistent citizen/customer experience of services delivered both in housing estates and more general residential areas.

One Norbiton and the local community should:

Consider and agree a 2013/14 action plan which:

- Builds the company's capacity to deliver engagement/involvement, influencing, and some co-commissioning and delivery management capabilities.
- Raises community engagement in the company, and particularly considers the resolution of tensions between the specific needs and demands of the Cambridge Road (and to a lesser extent Cambridge Gardens) estates, and wider Norbiton 'place-making' ambitions.
- Develops the influencing agenda of One Norbiton on major public policy decisions and services that affect them – specifically housing and neighbourhood services, the future reuse of Surrey Sports Centre; but also issues covered by CWG action groups like skills/employment outcomes for young people and safer neighbourhood issues.
- Frames and pilots community roles (outlined in findings above) in addressing NEETs and community safety issues, that build Norbiton's profile and community confidence; and which assists with achieving better outcomes from public expenditure on these issues.

Kingston Strategic Partnership members and other local partners:

- Given the high incidence of social protection and health public spend in Kingston (and Norbiton), KSP should reconsider and update the original purposes of the Local Integrated Services (LIS) pilot, and engage new CCG and other arrangements in a redefinition of this area of work.
- Consider the outcome of the NEETS and community safety resource mapping as a catalyst for a major exercise of service redesign, and a rebalancing of the 'system' towards preventative and early intervention. This process may be extended to other services and social priorities in due course.
- As part of the system redesign exercises, JCP, Health, Work Programme, and Police involvement at much greater levels of data-sharing and policy development than hitherto needs to be achieved. Similarly, efforts need to be made to bring schools, colleges and major employers into this work.
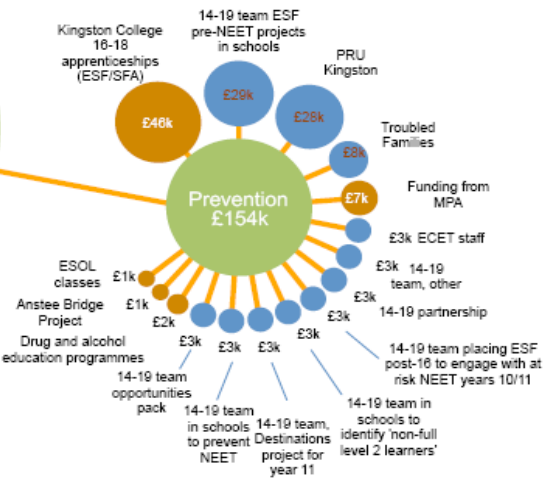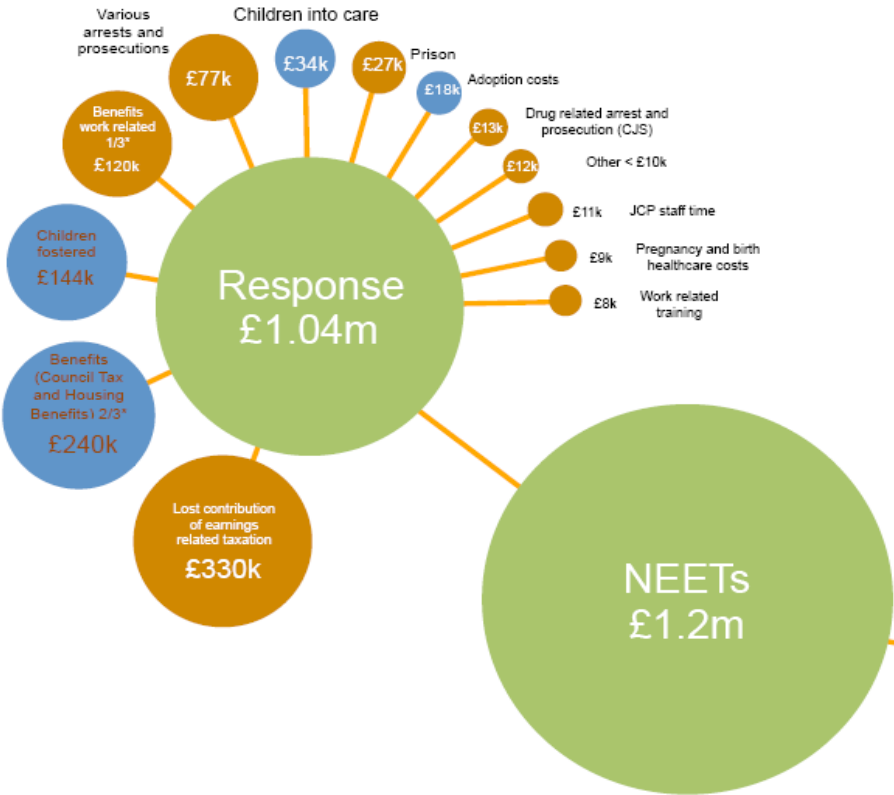
DCLG and wider government:

- DCLG can encourage shared learning across the NCB pilots to ensure RBK and One Norbiton have access to 'good practice' and some continuing peer and government support for the implementation phases of this exercise.
- DCLG should continue to press the case nationally for greater (and more proactive) collaboration of DWP its agencies and programmes, schools and colleges (through DfE), health, MoJ and Home Office in local and neighbourhood management developments – including a willingness to co-invest in greater preventative and early intervention activity.
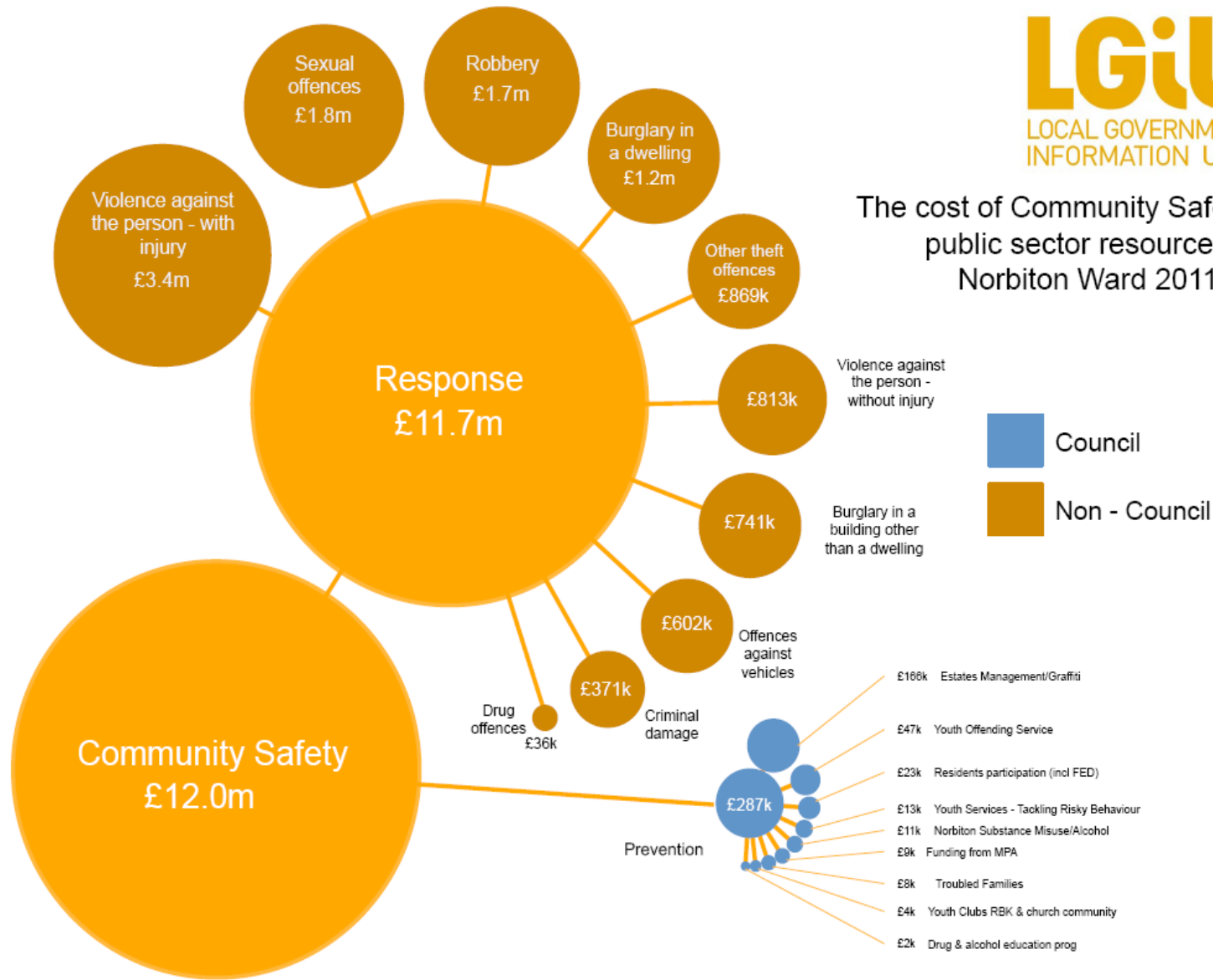
Concluding comments

RBK has been bold to embark on the LIS and One Norbiton NCB. The progress made with the CWG and the One Norbiton NCB is impressive, and the process through which they and partners have travelled is valuable both in its own right, and for wider lessons about neighbourhood management. Limitations of resource mapping methodologies and data availability restrict the contribution this can make to the evolution of neighbourhood management. But, it does provide some insight, and this will be enhanced in the future if more targeted and robust evaluation processes are put in place for future work in the ward.

The LGIU is delighted to have been associated with this important initiative and remain interested and eager to assist RBK and partners to move the pilot to its next stage of development.

The cost of NEETs: public sector resources in Norbiton Ward 2011/12

Council
Non - Council

LGiU
LOCAL GOVERNMENT
INFORMATION UNIT

The cost of Community Safety: public sector resources in Norbiton Ward 2011/12

Sexual offences £1.8m

Robbery £1.7m

Burglary in a dwelling £1.2m

Violence against the person - with injury £3.4m

Other theft offences £869k

Response £11.7m

Violence against the person - without injury £813k

Burglary in a building other than a dwelling £741k

Offences against vehicles £602k

Criminal damage £371k

Drug offences £36k

Community Safety £12.0m

Prevention £287k

Council

Non - Council

£166k Estates Management/Graffiti

£47k Youth Offending Service

£23k Residents participation (incl FED)

£13k Youth Services - Tackling Risky Behaviour

£11k Norbiton Substance Misuse/Alcohol

£9k Funding from MPA

£8k Troubled Families

£4k Youth Clubs RBK & church community

£2k Drug & alcohol education prog

2

ONE NORBITON COST BENEFIT ANALYSIS – FRAMEWORK

Configuration Management Record		
Version	**Date**	**Change from previous version**
0.1	06/01/2013	n/a
0.2	13/01/2013	• Change in the *Introduction* • More details on costs and benefits • Change in *Action plan* • *Next steps* • Change in *References*

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Introduction

This framework sets the approach that the Royal Borough of Kingston (RBK) adopts to carry out a cost-benefit analysis (CBA). A robust cost-benefit analysis (CBA) helps inform decision-makers and infer evidence-based conclusions from the available information. Every CBA rests on hypotheses regarding how past trends will influence key variables in the future. In other words, the validity of the CBA depends on the extent to which its underlying assumptions come true eventually. Thus, the approach that this framework adopts as a general rule is the following: always keep the number of assumptions to the minimum. This means keeping constant as many variables as possible, and predict how results would change if the assumptions turn out to be incorrect.

Methodology

This framework recommends a 7-step methodology to set up the CBA:

I. Define the context (objectives, timeframe, criteria)

II. Define the baseline

III. Define alternative options

IV. Estimate costs and benefits of each option

V. Define the tolerance intervals for each cost and benefit

VI. Calculate aggregated present values of costs and benefits, and

VII. Rank the options and carry out a sensitivity analysis.

Define the context (objectives, timeframe, criteria)

The first step of the CBA is a scoping exercise, useful to set context and boundaries of the analysis. To do so, it is important to define objectives, criteria, and timeframe of the exercise. For a neighbourhood community budget, the main objectives are mentioned in the DCLG Community Budgets Prospectus. Namely:

- Choice

- Decentralisation of power

- Diversity in public service provision

- Fair access to services

- Accountability to users and taxpayers.

Additionally, the One Norbiton community emphasised a set of needs and goals that stand up as priorities, clustered in 4 themes:

- Housing, environment, and neighbourhood

- Police and safety

- Employment 16-24 and income maximisation

- Youth activities

- Community engagement.

The main criteria to consider for the CBA are the following:

- *Economy*, which is the ratio of inputs to expenditures

- *Efficiency*, which is the ratio of outputs to inputs

- *Effectiveness*, which is the ratio of outcomes to outputs

- *Ethics*, which includes non-discriminatory treatment of people, distributional incidence of costs and benefits, and community empowerment (equity, fairness, and distributive justice).

The first three are included in the concept of value for money (ultimately, the ratio of outcomes to expenditures). Economy and efficiency are fairly straightforward, and embedded in the CBA methodology, particularly in the concepts of net present value and benefit-cost ratio. Effectiveness and ethics are more difficult to measure, and involve a higher degree of discretion in their valuation.

Finally, one has to determine the timeframe of the CBA, and only events that happen during the timeframe will be considered in the CBA.

Those objectives and criteria provide a general guidance in the definition of baseline and alternatives, and the selection of 'standing' (i.e. to be included in the CBA) costs and benefits.

Define the baseline

The baseline, or status quo, implies that stakeholders carry on with business as usual during the relevant timeframe. This option is the benchmark against which other alternatives are assessed.

Define alternative options

In this step, stakeholders suggest options that can make the pilot more likely to reach its objectives, holding constant timeframe and criteria. Framing this exercise in the light of the context is extremely important, because it helps focus time and attention to the most realistic alternatives.

Different options are not necessarily incompatible. However, for the sake of simplicity, this framework suggests to assume full mutual exclusivity.

Estimate costs and benefits of each option

The CBA has to estimate any gain or loss that arises during the timeframe because of each option, including the baseline, regardless of to whom it accrues or when it occurs.

The way this framework considers costs is twofold. Firstly, there are the expenditures required to pursue a certain action. In addition to this there is also the failure to receive the benefits that an alternative action would provide. As an example, by investing in project X, as

opposed to project Y, costs include the difference in expenditures (e.g. set up, materials, etc), as well as the difference in returns.

Consequently, sunk costs should be excluded by the CBA. The reason being, a sunk cost is a cost that cannot be recovered. This definition obviously includes past costs, but it also includes future costs that are inevitable and cannot be changed.

As a reference, New Economy[3] suggests the following classification of costs:

- **Capital costs** – one off investments, such as new/refurbished buildings and facilities;

- **Revenue costs** - costs which tend to fluctuate in relation to the amount of project activity being undertaken, such as staff salaries;

- **In-kind costs** - those inputs which are needed in order to make a project a success but which the public purse will not have to pay for, such as a charity providing their facilities for free. These are counted because there will be an opportunity cost associated with using these resources for project activities.

Following New Economy's approach, this framework suggests considering three categories of benefits:

- **Fiscal:** this includes savings to central and local government agencies, resulting in an overall reduction in public expenditures, or overall increase in public revenues

- **Economic benefits** – gains which accrue to individuals – for instance, increased earnings – or the whole economy – for instance, increased gross value added due to more people being employed;

- **Social benefits** – gains which accrue to society – for instance, improved health and wellbeing or increased satisfaction with the community, cohesion and empowerment.

As for the costs, the CBA should exclude benefits that will arise regardless of the specific course of actions.

The CBA should also identify the distributional incidence of costs and benefits. In other words, how gains and losses arising from each option are distributed among different people.

Define the tolerance intervals for each cost and benefit

The mentioned costs and benefits are ultimately estimates and unanticipated events can invalidate their underlying assumptions. Hence, the CBA needs to account for such possibility by determining tolerance intervals (optimistic and pessimistic values).

The lower boundary of each cost and benefit should be set at current value, adding expected inflation. If it is not possible to define a current value, because the cost or benefit has not emerged yet, the lower boundary should be set at the lowest existing estimate. The upper boundary should be set at the highest evidence-based estimate. If no reliable estimate exists, the upper boundary should be defined by projecting the mean of the current trend line, and adding 2 standard deviations.

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[3] New Economy (2012). Greater Manchester Cost Benefit Analysis: Technical Specification. Draft Version 2.

All the estimates should be adjusted for inflation, using current levels of prices as a benchmark.

Calculate aggregated present values of costs and benefits

The outputs of the previous stage are estimated values and timing of costs and benefits. In this stage, those values are adjusted to account for the value of time, by calculating their present values.

In formulas:

$$Costs = \sum_{i-0}^{n} PV(cost_i)$$

$$Benefits = \sum_{i=0}^{n} PV(benefit_i)$$

And

$$PV(cost_i) = cost_i * \frac{1}{(1+i)^t}$$

$$PV(benefit_i) = benefit_i * \frac{1}{(1+i)^t}$$

Where:
- i is the discount rate, that this framework sets at 3.5%, as suggested by the HM Treasury
- t is the year of the project when the specific cost or benefit emerges
- Each cost and benefit is defined in monetary terms.

This approach is consistent with the resource mapping exercise carried out by the Local Government Information Unit[4] (LGIU). The results of such exercise will feed the CBA. RBK and Kingston University (KU) are working jointly to develop a framework to measure social benefits and establish their monetary value.

Rank the viable options and carry out a sensitivity analysis

In this step, net values are aggregated to derive the net present value (NPV), which is the sum of all time-adjusted costs and benefits.
Options that exhibit a negative NPV are predicted to destroy social value. Hence, they are unviable and should be discarded.
The option that creates the bigger social value is the one with the highest net present value. However, if there is a budget constrain, ranking the options by their benefit/cost ratios secures the correct combination of projects.
The sensitivity analysis consists of the same activities carried out in this step and the previous one, using the highest and lowest values of the tolerance intervals, as defined in step VI.
Then, one has to assess to what extent the results of this exercise confirm of contradict the original CBA. In the latter case, professional judgment is required to decide whether those

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[4] LGIU. (2013). One Norbiton Neighbourhood-level Community Budget Pilot. Resource mapping workshop: outcomes and next steps.

results invalidate the model in use and there is a case for further analysis before making a definitive decision.

Next steps

- Finalising the alternatives in the Community Single Action Plan
- Finalising the framework for the monetary evaluation of social benefits
- Defining the baseline in partnership with LGIU and KU
- Calibrating the model and analysing the results
- Feed the analysis into the decision making process.

References

DCLG (2011), *Community Budgets Prospectus*.
LGIU. (2013). *One Norbiton Neighbourhood-level Community Budget Pilot. Resource mapping workshop: outcomes and next steps*.
New Economy (2012). *Greater Manchester Cost Benefit Analysis: Technical Specification. Draft Version 2*.
OECD (2006). *Cost-Benefit Analysis and the Environment: Recent Developments*, OECD Publishing. doi: 10.1787/9789264010055-en.

Kingston University - Emerging Findings from Evaluation

A. *Defining the One Norbiton Vision*

1. One Norbiton is a community led and bottom up pilot and has been committed **to defining a vision and developing a structure in conjunction with the community**. This commitment has meant that whilst the official visions and objectives for One Norbiton NCB remain unchanged from those in the One Norbiton Project Plan submitted to Government in March 2012, they have been interpreted differently and have been given different weighting by different partners and participants.

2. In interviews and focus groups the vision for One Norbiton was described as:

   • *Developing 'a vehicle for the representation of different voices'*

   • *Developing networks and facilitating conversations between RBK, service providers and the community*

   • *Overcoming paternalistic relationships*

   • *Improving Lives*

3. Overall, participants had a much clearer sense of how one Norbiton would contribute to changing relationships and facilitate a voice for the community than contribute to changing outcomes and 'improving lives'.

B. *Emerging structures, governance, communication and decision making*

4. The structure and relationships between the community, RBK and public service partners is not constant or fixed, but is still emerging. Feedback from interviews and focus groups suggests that:

   • *Participants felt that the communication and relationship between councillors, officers and the community has improved significantly*

   • *The CWG has matured in terms of its direction and confidence*

   • *Setting up the One Norbiton Company is widely regarded as one of the positive outcomes of the pilot and was often cited as evidence for the*

community's ability to take on the task at hand and has assuaged fears about fiscal accountability.

- *Not everyone agreed that One Norbiton Company was necessary at this point in time and some participants expressed concern that it added a layer of complexity to the community group that might prevent new residents engaging with the programme.*

- *The action groups have the potential to lend a sense of focus to the project. However there is also a concern that the increased attention on the action groups has left a vacuum at the centre.*

- *Currently the pilot relies on a small number of active members. Their dedication to the project has been commended. However, the spreading of a few individuals across ON action groups lends a degree of fragility to the community group and has been damaging in terms of the way the project is perceived.*

- *There is a concern amongst some (not all) participants that rather than developing a distinctive model of community participation, One Norbiton has simply replicated the structure of more traditional political organisations. Although this view is not shared by all respondents it is worth considering what the distinctive contribution of the community within participatory democracy is (e.g. **informality, local knowledge, local relationships)** making sure that this does not get lost.*

C. *Partnership working and community engagement*

5. Developing a structure **in conjunction with the community** has not been an easy process. However, if the difficulties associated with developing a joint approach can be solved, and if the emerging structures and ideas are grounded in and owned by local residents then One Norbiton has the potential for providing the basis for the development of a sustainable structure for community participation.

6. In interviews participants raised a number of concerns, these included:

- *The fact that tensions within the community continue to challenge the development of the CWG as a strong and self-sustaining group. However, there has been significant dedication to overcoming differences and formulating a common vision.*

- *That whilst some members are very committed others are becoming disillusioned with the project and are dropping away.*

- *That the overall focus of One Norbiton is still not clearly defined, that despite hard work there have been no 'real achievements' to report and that this is causing frustration amongst its members.*

- *In interviews participants reported that whilst working relationships between partners were improving, not everyone in the community had equal opportunity to participate in this burgeoning partnership.*

- *Both officers and community participants felt that one of the most difficult aspects of working together has been the fact that the community and the council operate at different paces and according to different principles.*

- *In some cases developing a relationship between community members and officers has been difficult. On both sides, participants felt that their knowledge, experience and contribution was not always appreciated: (whilst the community felt that their local knowledge was not always appreciated by officers, officers felt that their experience in working in communities was not always appreciated by the community.)*

- *Developing a working partnership between officers and the community was complicated by the lack of clarity over what was expected.*

- *Many respondents felt that one big concern remained around building partnerships with public service providers and that currently much of the pressure for creating working partnerships falls on action groups*

- *A lot of effort has gone into publicising One Norbiton and into improving participation. However, respondents are still concerned about the extent to which the group is able to represent the community. The difficulty of getting more local residents involved is related to a number of issues, all of which highlight the challenges of building community participation in a relatively short space of time and with limited resources. They include:*

  i. the difficulty of carrying out engagement work, which is always time-intensive, with a relatively small number of people and limited resources

  ii. the social and cultural diversity of Norbiton

  iii. the fact that many newcomers were put off by community tensions

  iv. the 'complex' appearance of the One Norbiton Structure which made the project difficult to 'sell'

v. the fact that the intentions and aims of One Norbiton are still being developed, this made the project difficult to communicate and again difficult to sell

vi. the difficulty of asking the community to participate in what is essentially a new way of working/changed relationship with the council and the fact that this necessitates building 'political will'

D. ***The future: the ongoing development of One Norbiton, social benefits and scalability***

7. Despite more particular concerns, participants expressed a shared commitment to the future development of One Norbiton. This commitment from those who have been most closely involved in the project is an indicator of ON's success in instigating 'a new way of working' and bringing together local communities, public service organisations and local government.

8. **In the more immediate term it is likely that the social benefits of ON will lie mostly in these areas: the development of better working relationship between the council and local communities, greater social capital and greater ownership.**

9. The particular objectives that the group is working towards included reducing the amount of young people not in employment and training and improving security and safety in Norbiton. However, although a lot of work has gone into these areas, the groups are still at the stage of developing networks, relationships and partnerships in order to deliver in these areas. In this context the pilot has demonstrated that developing community voice and building new relationships takes time.

10. Many participants felt that the pilot has also facilitated the development of a model for participatory democracy and budgeting, which can be used as a framework for further developing Kingston's neighbourhood structure. Although the resources for replicating the process in other neighbourhoods are not available, ON can be used as a blue print for exploring the development of participatory structures already in place other neighbourhoods.

11. The participatory structures already in place other neighbourhoods have their own strengths and in some cases have been more successful in delivering tangible results (partly because the council has not relinquished control as extremely as in Norbiton). Here, it might be more productive to initiate a conversation between the different neighbourhoods and One Norbiton to see how the different approaches might complement each other.