

---

**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods Scrutiny Committee – 10 March 2015  
Economy Scrutiny Committee – 11 March 2015

**Subject:** Neighbourhood Focus

**Report of:** Deputy Chief Executive (Growth and Neighbourhoods)

---

**Summary**

This report provides an update to Members and further detail on proposals for the development of the integrated Neighbourhood Focus service within the Growth and Neighbourhoods Directorate.

**Recommendations**

The committee is asked to note the information provided within this report.

---

**Wards Affected: All**

---

**Contact Officers:**

Name: Sara Todd  
Position: Deputy Chief Executive (Growth & Neighbourhoods)  
Telephone: 0161 234 3286  
Email: s.todd@manchester.gov.uk

Name: Fiona Worrall  
Position: Head of Neighbourhood Delivery  
Telephone: 0161 234 3926  
E-mail: f.worrall@manchester.gov.uk

Name: Eamonn O'Rourke  
Position: Head of Community and Cultural Services  
Telephone: 0161 953 2451  
Email: e.o'rourke@manchester.gov.uk

Name: Angela Harrington  
Position: Head of Regeneration  
Telephone: 0161 234 1501  
E-mail: a.harrington@manchester.gov.uk

**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Budget and Business Planning: 2015/16 – 2016/17: Scrutiny of the Draft Growth and Neighbourhoods Business Plan, Neighbourhood Scrutiny Committee, 10 February 2015

## **1.0 Introduction**

- 1.1 A report was brought to both the January and February 2015 meetings of the Neighbourhoods Scrutiny Committee providing Members with information on the draft savings options for the Growth and Neighbourhoods Directorate. An additional brief report providing high level responses in relation to the Neighbourhood Focus proposals was provided to the January meeting of the Economy Scrutiny.
- 1.2 This report provides Members of the Neighbourhood Scrutiny Committee and the Economy Scrutiny Committee with a full update and further details relating to the development of the proposed Neighbourhood Focussed Services within the Growth and Neighbourhoods Directorate. It is proposed that officers also provide a short presentation at the Scrutiny meeting.

## **2.0 Background and context**

- 2.1 The current operational model and approach to neighbourhood delivery was established through the large-scale transformation programme initiated in 2011. This programme led to the development and implementation of three neighbourhood-focused services: Neighbourhood Regeneration Teams (NRTs), Neighbourhood Delivery Teams (NDTs) and Community and Cultural Services (CCS). The three services cover all parts of the city but do not currently operate across consistent geographical areas.
- 2.2 There are three CCS neighbourhood teams responsible for the effective operation of a network of community facilities including libraries, galleries, leisure centres and parks and lead local activity and volunteer programmes. CCS currently operates across three geographical areas across the city: North, South and Central.
- 2.3 There are currently six NDTs delivering a broad range of neighbourhood management services in each locality including: street cleansing, grounds maintenance, anti-social behaviour, community safety, highways repairs and licensing enforcement. This is supported by city wide functions such as: highways, environmental health, trading standards and citywide strategic leadership for crime and disorder and waste management. NDTs currently have area-based teams in each of the five SRF areas and the city centre.
- 2.4 There are currently five NRTs responsible for the development of Strategic Regeneration Frameworks and local plans, the delivery of Ward Co-ordination, Member and resident engagement and consultation for strategic projects, as well as improving district centres and some local project delivery. They also co-ordinate the delivery of the Public Service Reform agenda at neighbourhood level, for example leading the Local Integration Teams (LITs) for Troubled Families. NRTs are also area-based in each of the five SRF areas.

- 2.5 In total, through the implementation of the transformation programme since 2011, there has been a reduction of 588 FTE and £28.6m saved from these neighbourhood focussed services. The current structure has been significantly delayed of management roles with teams and roles now more generic allowing for a broader range of responsibilities.
- 2.6 There is now a total workforce of 389 FTE and a workforce budget of £14.8m across these teams. This excludes the operational staffing for the Grounds Maintenance service and Library service, which have been subject to separate reviews as part of the 15/17 budget process.
- 2.7 In late 2013 the Growth & Neighbourhoods Directorate was established which brought together a wide range of universal services. These include community facilities and services that residents can expect to be available to everyone such as libraries, leisure, environmental services, collection of waste and recycling, street cleaning and grounds maintenance, neighbourhood enforcement and access to information and advice. One of the key priorities agreed as part of the formation of this new Directorate was to look at how the neighbourhood focussed services could be better integrated.

### **3.0 Analysis of the current model**

3.1 In developing a new and integrated model the Directorate has reviewed the existing arrangements and identified some key advantages and disadvantages of the current arrangements. There is an opportunity through this redesign process to make changes to elements of the current approach that do not work so well and to consolidate and strengthen the more successful elements.

3.2 Advantages of the current model include:

- Teams with a very good understanding of and sense of responsibility for the neighbourhoods where they work;
- Differential offer across the City dependent on the needs and opportunities in neighbourhoods;
- Close working relationships between teams;
- Good Member and resident engagement;
- Good partnership working with key partners;
- Higher level of outreach and engagement work; and
- Local solutions are quicker to develop.

3.3 Disadvantages of the current model include:

- There is no single lead for the management and development of neighbourhoods, and services are shared across several senior managers;
- Teams operate on different geographies / spatial areas;

- In an effort to encourage a neighbourhood focus, too much responsibility for the operational management of services has been devolved to neighbourhood teams, and this has resulted in examples of inconsistent standards across the city, and dilutes the citywide overview;
  - Local priorities can disproportionately impact on how resources are deployed moving away from the core offer;
  - There is some overlap in terms of Member, resident and partner engagement; and
  - Teams dedicated to specific neighbourhoods has sometimes meant that the Council is not able to provide the flexibility required to meet greater or emerging needs in other areas, or as priorities change.
- 3.4 Other challenges with the current arrangements, identified following the creation of the new Growth and Neighbourhoods Directorate in 2013, include examples of disconnects between strategy and delivery. Examples include the disconnect between the development of a strategy for parks and the delivery of the operational grounds maintenance service within parks; the separation of enforcement and compliance activity across several different teams; the need for stronger commercial skills to maximise income in the context of reduced funding for public services; and that staff reductions in some areas have had a resulted in the loss of valuable skills, knowledge and capacity.
- 3.5 A benchmarking exercise has been undertaken against Core Cities that demonstrates that there is no clear 'best' model for the organisation of Neighbourhood Delivery, Regeneration and CCS activities, and there is no commonality with how the functions have been grouped together. The Corporate Budget analysis shows that, in all areas of Growth and Neighbourhoods where there is comparative information available, Manchester spends less than comparable authorities on these services.
- 3.6 Analysis of the current model, and the challenges that the services have faced, and will continue to face, has lead to a clear set of principles to guide the development of the new model. These principles have been proposed as the basis for developing and assessing the future model for the delivery of services at a neighbourhood level. These are:
- Create a more integrated offer at a neighbourhood level by integrating the three existing functions (CCS, NRT and NDTs) into one function, led by a single senior manager;
  - Support elected Members in their place leadership role;
  - Deliver at the best spatial level to deliver efficiently but retain a neighbourhood focus;
  - Improve the consistency of core citywide services and the balance between neighbourhood and citywide priorities by creating dedicated

owners for citywide strategies and advocates for neighbourhoods that work together to plan services;

- Deliver greater resident involvement, with clearly defined outcomes and reduced costs;
- Strengthen partnership and cross-directorate working, through a stronger focus on leadership and co-ordination of place;
- Deliver a differentiated offer based on the needs of neighbourhoods, informed by officers working at a neighbourhood level; and
- Reduce the cost of services, principally through streamlining management.

3.7 The proposals set out in this report have been developed to deliver the aspiration to integrate the neighbourhood focussed services as well as to contribute to the savings required in this area.

#### 4.0 Proposed Delivery Model

4.1 The proposed model, based on the principles describe above, features a combination of Citywide Services that provide the strategic direction and operational management of services delivered across neighbourhoods, together with very specialist technical support, and a number of Neighbourhood based teams which continue to work with Members and residents to ensure local needs are understood and met via Council and partners' services. Core functions will therefore be delivered with an understanding of the neighbourhoods, but with citywide strategic oversight to ensure local need is balanced with citywide priorities.

#### Neighbourhood Focus model



## 4.2 Neighbourhood Teams

4.2.1 The proposed model operates across three geographical areas with small focussed Neighbourhood Teams in each area to lead development of those areas and ‘commission’ against local priorities from Citywide Growth and Neighbourhoods services, the rest of the Council and partners.

4.2.2 Each of these areas are made up of a number of Wards. The areas will include the following wards:

Area	Wards
<b>North</b>	Higher Blackley, Charlestown, Crumpsall, Harpurhey, Moston, Cheetham, Miles Platting and Newton Heath, Ancoats and Clayton, Bradford
<b>Central</b>	Gorton North, Gorton South, Ardwick, Hulme, Moss Side, Rusholme, Longsight, Levenshulme, City Centre
<b>South</b>	Chorlton, Chorlton Park, Old Moat, Fallowfield, Withington, Burnage, Didsbury East, Didsbury West, Whalley Range, Northenden, Brooklands, Baguley, Sharston, Woodhouse Park

4.2.3 The proposed role of the Neighbourhood Team includes:

- Responsibility for the development of neighbourhoods and ensuring that services delivered at a neighbourhood level maintain a strong place focus;
- A named contact for Members, ensuring effective communication and engagement with Executive and local ward Members on neighbourhood issues and plans, including through the management of Place Plans, Ward Plans, Ward Co-ordination and Cash Grants;
- Working in partnership with the citywide services from Growth & Neighbourhoods, other MCC Directorates and partners to ensure strategies and plans take account of local needs, commissioning of citywide services, ensuring the planned programmes of work delivered by citywide services meet local needs and taking responsibility for identifying emerging priorities or issues that require negotiation and influence to resolve outside the requirements of planned work;
- Leading on resident and local business engagement, community activation, capacity building and behaviour change to reduce demand on key services and increase the levels of participation and ownership of neighbourhoods; and

- Bringing together and strengthening the relationships between neighbourhood stakeholders for the benefit of coordinated neighbourhood working e.g. Greater Manchester Police, Registered Social Landlords, Health partners, the Voluntary and Community Sector and MCC Directorates.

4.2.4 The most senior officer in the Neighbourhood Team will be a Strategic Lead (Neighbourhoods). This role will be supported by a team of Neighbourhood Managers, who will be the key contacts for Ward Members. Beneath the Neighbourhood Managers there will be a group of Neighbourhood Officers who will support the work at a neighbourhood level.

4.2.5 It is intended that each area will have a Place Plan that articulates the evidence based priorities and service needs, both for place and people aspects. It is expected that they will be based on the current SRF documents, and that Place Plans will replace the SRFs by April 2016. Each Place Plan will be supported by Ward Plans for each Ward in the area. This will be a short 'light touch' plan that sets out the Ward priorities, and links them to the place plan. The ward Plan will form the basis of Ward Co-ordination.

### **4.3 Citywide Services**

4.3.1 Each area will be supported by four Citywide services that will lead development of strategy aligned to Council priorities and the efficient delivery of services in neighbourhoods.

These Citywide services are:

- Commissioning and Delivery;
- Compliance and Community Safety;
- Libraries, Galleries & Culture; and
- Work and Skills.

4.3.2 Each Citywide service will have an appropriate number of Strategic Leads (with a defined portfolio). The Strategic Lead will be the most senior officer in each Citywide service.

The role of the four Citywide Services includes:

- Developing and maintaining the overarching strategy relevant to their service area;
- Responsibility for the efficient, effective management and delivery of services at a citywide and neighbourhood level;
- Developing the 'standard offer' for the service (in conjunction with the Neighbourhood Teams), ensuring consistent service standards aligned to MCC priorities are provided across the city;



- Working with Neighbourhood Teams to plan & deliver services including identifying through local intelligence and the Place Plan any requirements for additional services / activity beyond the standard offer;
- Designing the planned work programme for delivery staff to ensure clarity on the activity they will carry out both at citywide and at neighbourhood level;
- Responsibility for the management and professional development of the resources that deliver services (including a mix of resources that are deployed citywide and those that are based in the neighbourhoods);
- Ensuring the core functions including statutory responsibilities relating to their service area are met;
- Supporting the Neighbourhood Teams in their role as key contacts for members by contributing to neighbourhood and Ward level forums and day to day issue resolution;
- Engaging partners at a strategic and citywide level to promote a joined up approach to service delivery, and influence partners to contribute to MCC priorities; and
- Working with Neighbourhood Teams to ensure behaviour change activity is contributing to strategic priorities.

4.3.3 A further description of each of the specific citywide services is provided below.

#### **4.4 Commissioning and Delivery**

4.4.1 This function will bring together the place focussed services which the Directorate contracts, commissions or delivers directly, alongside the commercial strategy for services. It will include:

- Waste, Recycling and Street Cleansing contract;
- Leisure Services and Sports Development;
- Events Strategy;
- Strategy for Parks, Allotments, Green and Open Spaces
- Grounds Maintenance;
- Maintenance of public spaces including monuments;
- Highways Operator functions;
- Street Lighting contract;
- Developing a more commercial and sustainable approach to the use of assets, and commercial development to support place based services; and
- Any services commissioned from the Directorate by others (e.g. in the past youth services and active lifestyles have been commissioned from

Growth and Neighbourhoods by the Children's and Families Directorate).

#### **4.5 Compliance and Community Safety**

4.5.1 This function will bring together all enforcement and compliance resource and expertise within the Directorate into one team alongside community safety and civil contingencies, and will include:

- Licensing Enforcement;
- Anti Social Behaviour Service;
- Mediation Service;
- Commercial & domestic waste enforcement;
- Private Rented Sector enforcement;
- Other generic enforcement activity carried out currently by NDTs;
- Trading Standards & Environmental Health;
- Planning and Building Control enforcement activity;
- Development and oversight of delivery of Community Safety strategic priorities;
- Client side responsibilities for Civil Contingences; and
- Delivery of the Prevent Strategy.

#### **4.6 Libraries, Galleries and Culture**

4.6.1 This function will bring together high quality universal services which underpin learning, engagement and support growth, including management of the citywide Libraries, Information and Archives Services; Galleries and the universal culture offer delivered at a neighbourhood level; access to and activation of services through partnership working and engagement.

#### **4.7 Work and Skills**

4.7.1 The work and skills functions go beyond Growth & Neighbourhoods and indeed work in neighbourhoods. The proposal is to implement an operational model which provides clear leadership and co-ordination for all Council Services which promote economic growth, jobs and reducing dependency. This would seek to consolidate resource and expertise to engage with national and Greater Manchester work and skills initiatives, ensure that the agenda is well connected across different services in the City, and connected to neighbourhoods.

4.7.2 The function will include the Employment and Skills Strategy and Plan; maximising the benefits of employment and skills opportunities from the GM Devolution Deal; stakeholder engagement with key commissioners and major providers; business engagement for growth and local economic benefit; the work and skills focus of Public Service Reform including Working Well, Mental Health and Work, and Local Integration Teams; and Welfare Reform.

- 4.8 Operationally, the Citywide Services will be responsible for the management and deployment of the delivery staff, and the design and delivery of the planned work programme. Staff will be deployed in the neighbourhood according to the work programme and priorities, to ensure good relationships at a local level and an understanding of the area they serve. This will be different across the city and across different services depending on demand and priorities. They may be located with the Neighbourhood Team or with partners in the neighbourhood as appropriate to deliver the best outcomes at a local level. Some of the interventions and activity will be delivered in conjunction with partners, for example Greater Manchester Police and Registered Social Landlords.
- 4.9 Managers within the Citywide Services will have a strong relationship with the Neighbourhood Managers and will form part of the wider 'virtual neighbourhood team'. The relationship between Citywide Services and the Neighbourhood Teams can be summarised by outlining the following key points:
- The Neighbourhood Teams will be responsible for articulating the needs of the neighbourhood and maintaining the Place Plan and 'commissioning the right type of interventions to bring about improvements in neighbourhoods. They must do this in conjunction with the Citywide Services and with other services and partners to ensure shared intelligence and knowledge informs activity.
  - The Citywide Services are responsible for the management and deployment of the delivery staff and the delivery of the work programme. Some of the interventions and activity will be delivered in conjunction with partners, for example Greater Manchester Police and Registered Social Landlords.
  - Staff will be deployed in the neighbourhood according to the work programme and priorities. This will be different across the city and across different services depending on demand and priorities. They may be located with the Neighbourhood Team or with partners in the neighbourhood as appropriate to deliver the best outcomes at a local level.
  - Managed by Citywide Services, they will have a relationship with the Neighbourhood Managers and will form part of the wider 'virtual team'.
- 4.10 In summary, the key differences between the current arrangements and the new arrangements are that the three existing functions (NDTs, NRTs and CCS) are proposed to be part of a single function in the new arrangements, under a single senior manager. There will be a single spatial model, better aligned to (but not exactly the same as) the spatial operating model of key partners including Children & Families and the Clinical Commissioning Groups.

- 4.11 In the current arrangements, several managers are responsible for different aspects of neighbourhood focus, whilst in these proposals there is a clear lead responsibility for an area with a single named contact for Members at Ward level, and clear responsibility for service delivery. In the current arrangements, managers juggle local needs with a citywide responsibility, whilst in the new arrangements managers focus on one of these responsibilities, and work together to ensure local needs and citywide priorities are balanced. In addition, the new model includes fewer management roles and a reduced cost of management.
- 4.12 A number of investment priorities for neighbourhood focused services were proposed by members as part of the budget setting process. These included:
- £650k in the team that will manage the new waste, recycling and street cleansing contract to ensure the Council has sufficient capacity to focus on behaviour change and education to drive up recycling;
  - £400k in Street Cleansing delivery to provide a more proactive and programmed approach in the city centre and district centres particularly in the evening, at weekends and overnight;
  - £440k for the team dedicated to developing a strategy for parks, including to support volunteer programmes and activation of parks; and
  - £200k in out of hours enforcement and compliance activity to deal with issues such as anti social behaviour and noise nuisance at evenings and weekends.

The capacity to deliver against these priorities will be built into the structural proposals in this model.

## **5.0 Roles and Skills**

- 5.1 It will be essential that the both the Neighbourhood and the City Wide teams have the right level of skill, knowledge and expertise. The following section sets out the requirements for each of the roles.

### **5.2 Neighbourhood Team Roles**

- 5.2.1 Each of the Neighbourhood Teams will have a Strategic Lead (Neighbourhoods) role that takes responsibility for linking neighbourhood focus and citywide priorities. They will be a negotiator, influencer and commissioner of services. This Strategic Lead role requires an individual with strong directorate understanding, who commands respect across the organisation, has an appreciation of corporate priorities, commitment to place focus and broad knowledge of public sector services operating at a place level.

Neighbourhood Team Strategic Leads will be:

- The single person accountable of one of the Neighbourhood Focus areas;
- Accountable for the creation of the Place Plans and Ward Plans, including engaging appropriate stakeholders (members, partners, MCC services, residents as appropriate);
- Commissioning services to meet the requirements of the Place Plan and Ward Plans, including identifying and agreeing appropriate levels of resource to meet the plan, agreeing with Members the use of any discretionary spending, as appropriate;
- Negotiating, influencing and building capacity with stakeholders beyond MCC to add value to MCC core offer at a local level, encouraging behaviour change and reducing dependence; and
- Responding to emerging priorities and pressures by negotiating across stakeholders to secure short term allocation of staff to tackle issues outside of the planned activity governed by the Place Plan and Ward Plan.

5.2.2 The Strategic Leads in each neighbourhood will be supported by a small team of Neighbourhood Managers who will be the key point of contact for ward members.

Neighbourhood Managers will:

- Support the Strategic Neighbourhood Leads;
- Be responsible for ensuring the evidence based creation of their Place Plan and Ward Plan;
- Bring together the 'virtual team' in the neighbourhood by working closely with their colleagues in Citywide services, other Council services and Partners to ensure the needs of the neighbourhoods are understood;
- Work closely with key stakeholders to develop effective partnerships, linkages and greater coordinated neighbourhood working;
- Take responsibility for identifying emerging priorities or issues that require negotiation and influence to resolve outside the requirements of planned work; and
- Ensure any agreed discretionary spending is managed effectively with a clear evaluation of the impacts.

### **5.3 Citywide Services Roles**

- 5.3.1 A group of Strategic Leads will be responsible for a range of Citywide Services (as set out in the 'cog diagram' - Compliance and Community Safety; Commissioning and Delivery; Work and Skills; Libraries, Galleries and Culture).

Citywide Strategic Leads will be directly responsible for the following:

- Develop, with appropriate stakeholders, and maintain the overarching strategy relevant to their portfolio;
- Ensure the core functions including statutory responsibilities relating to their area are met;
- Responsible for the efficient, effective delivery of services, both citywide and in neighbourhoods;
- Develop the 'standard offer' for the service (in conjunction with the neighbourhood team), ensuring consistent service standards aligned to MCC priorities are provided across the city;
- Work with Neighbourhood Teams to plan & deliver services including identifying through the Place Plan any requirements for additional services / activity beyond the standard offer;
- Line manage the staff that deliver services (including a mix of staff that are deployed citywide and those that are based in the neighbourhoods); and
- Ensure the continuous professional development of the staff in their service areas, ensuring that we maintain the skills and behaviours required to achieve the best outcomes from our managed contracts and high quality in the services we deliver.

### **6.0 Conclusion**

- 6.1 The proposed model to integrate the neighbourhood focussed services into a single function, under clearer and more streamlined leadership, will allow the Directorate to both generate savings required to meet the budget pressures and will enable the creation of a more efficient and more flexible service. Elements of the existing model that work well and have proven to be successful will be integrated into the new model. Areas of inefficiency and weakness have been addressed through the development and design process.
- 6.2 Consultation is already underway with Members, partners and employees. Subject to approval of the senior leadership arrangements by the Personnel Committee in March, the Directorate will proceed with making appointments to the senior positions and will commence the process of detailed design and

implementation of the new organisational structure. The Committee is invited to provide further comment and feedback to the proposals outlined in this report.