

Burngreave New Deal for Communities

Delivery Plan

March 16 2001

**This delivery plan was agreed by
the Burngreave New Deal for Communities
Interim Partnership Board**
at a special meeting held on 12th March 2001

Mohammed Iqbal
*Chair Burngreave New Deal for Communities
Interim Partnership Board*

Rose Ardron
Community Representative

Levi Ferguson
Community Representative

Kelvin Pine
Community Representative

Muna Taha
Community Representative

Ismail Yussuf
Community Representative

Cllr. Steve Jones
Sheffield City Council Area Panel

Seaton Gosling
Black Community Forum

Cathy Hughes
Representing the Employment Sector

Andy Buck
Representing the Health Sector

John Barber
Sheffield Chamber of Commerce & Industry

Jonathan Crossley-Holland
Sheffield City Council

Vince Taylor
Sheffield First Partnership

Allan Dyson on behalf of Graham Cassidy
South Yorkshire Police and the Criminal Justice Sector

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from stakeholders in the local Community. This has been made possible by the development work carried out by the Burngreave Community Action Forum since their establishment in 1995.

Appreciation must also go to the Trustees and staff of the Burngreave Community Action Trust who have acted as employers and supporters of the Phase 2 Burngreave New Deal for Communities (BNDfC) interim staff team.

BCAF / BCAT have worked hard to ensure comprehensive community engagement in the development of the BNDfC process. They hold regular well attended open meetings to explain progress and to gather ideas and concerns. All of which is diligently recorded and passed on to other stakeholders in the process. An area of BCAF / BCAT work that has been particularly helpful was the arrangement of a series of “Road Show” events to gather community concerns and aspirations which could inform the BNDfC development process. This work informed the work of the BNDfC theme groups and has provided firm foundations for the development of this delivery plan.

THANK YOU!

In the time since November countless numbers of people from the community and stakeholder agencies have been attended a wide variety of workshops and discussion groups to further inform the development of this delivery plan.

This delivery plan is the product of a huge amount of engagement and commitment

It is acknowledged that the target figure for NDC areas is £50m. This was our target

The effective use of £55m • Description of the area

when we set out on the journey to develop this delivery plan.

We have known for a long time about the area's needs. We have had ideas for solutions for a good part of that time. The process of developing this delivery plan has enabled us to explore what it might cost to develop lasting solutions.

We believe that there are four key points that make our solutions more costly in cash terms:

- Burngreave is situated on the 'edges' of several hills. There is almost no flat land. The physical infrastructure is in a dreadful state. Renovation, repair and reconstruction will cost more in Burngreave.
- Burngreave welcomes refugees and asylum seekers. To ensure a sustained welcome requires intense support.
- To ensure respect for diversity, almost everything we do has to be done in at least 4 languages, at least to begin with. These are Arabic, English, Somali and Urdu.
- BNDfC is committed to ensuring that local people stay at the heart of everything that is done in the next ten years and beyond. This requires huge efforts to build, nurture and sustain.

The Burngreave NDfC area lies to the north east of the Centre of the City of Sheffield.

From the Wicker the road into Burngreave (a main thoroughfare from the City to the north-eastern suburbs and onwards towards Barnsley) rises quite steeply to the main shopping area of Spital Hill and Ellesmere.

Spital Hill and the Ellesmere / Burngreave Triangle is a very important focus for the area. It is a busy, colourful but increasingly 'shabby' shopping and business area. Recently work has been done to engage users of the area in exploring what needs to be done to improve it. The next stage is to engage people in exploring appropriate design ideas so that the area can reach its full potential. Many people see a bank and a decent supermarket as key missing ingredients.

On leaving the Burngreave triangle, the sadly boarded up façade of the Vestry Hall comes into view. A community-based trust has been established to restore and re-open this very important local building (perhaps the most important local building) for wide community use. From the Vestry Hall, the road widens and bends to the left and continues a gentler rise right through the Burngreave NDfC area. This main thoroughfare is wide and is flanked by large attractive houses. Many of these houses are in a poor state of repair although a few are now undergoing a major face-lift.

Away to the left of this main road, but partly hidden by hilly streets of terraced houses, lies the main area of council housing around Brunswick / Verdon Street area and Woodside. Much of the housing in the Brunswick Street / Verdon Street area has been expensively and extensively modernised in the past 10 years. To the right of the main thoroughfare, again mostly hidden by terraced streets of larger terraced housing, lies further Council housing in the Carwood area. There are 4200 households in the area. The mix of housing in the area is approximately:

- 50% Council Housing – mostly in good repair
- 32% Owner occupied – in a mixed state of repair
- 7% Housing Association
- 8% Privately rented
- 2% Other – including many residential care homes

The large number of residential care homes, for the elderly, for people with learning

The Burngreave New Deal for Communities area

disabilities and for people with mental ill-health account for over 10% of Burngreave's population.

As the ground rises, there are several points where there are fine views of the City Centre to the Southwest, the Lower Don Valley to the South and the Kelham Riverside area to the Northwest. These are not just fine views however; they represent areas of opportunity that are close at hand. To the north of the area lies the vast Northern General Hospital, a potential partner for BNDfC to explore areas of mutual benefit. When travelling through the area, however, it is impossible to ignore the numerous derelict sites, boarded-up homes and fly-tipped areas. Within 400 yards of the journey from Spital Hill upwards through the area there are two derelict petrol stations which have been extensively and repeatedly fly tipped.

The area has bustle! There are plenty of people to be seen on the streets. A significant number of the people who live in Burngreave like living in Burngreave and don't want to live anywhere else. Many people remark that this is because of the area's warmth and friendliness. It's true that many of the people you see on the streets are enjoying each other's company and are sharing stories and experiences.

That's during the daytime. At night the picture changes. While good numbers of people from outside the area come to Spital Hill to enjoy the food in some excellent café / restaurants and pubs that serves very good beer, the streets are much quieter – almost deserted – especially away from the main thoroughfare. 70% of people in the area say they do not feel safe walking alone at night.

It is this perception of the area as 'crime-ridden', coupled with its reputation as a drug dealing area, which fuels very strong negative (especially strongly held externally to the area) perceptions of the area. There is post-code discrimination. Black people experience racism. There are anecdotes about businesses choosing not to set up in the area. When a quite prominent policeman expressed the view that people should not to choose to buy a house in Burngreave, his remarks were given headline focus. There is no doubt that this negative perception of the area damages local people's self-

esteem. At one level, many people are very angry about it because they know that the reality is much more positive, yet at the same time they share their own frustration at the state of dereliction and levels of crime. This came across sharply at the case studies workshop held at the end of January.

Poor levels of achievement by Burngreave children could be a result of low levels of self-esteem or it could be a further reason for it. Youth workers report that many young people now have little or no expectation of well paid employment and see alternative and criminal activity as a more realistic route for them to achieve self respect and the means to a more comfortable life.

Over half of the people living in the area are living on very low levels of income. 40% depend on Income Support. 27% of the people interviewed in the recent household survey are in debt and many of the people in debt are paying high levels of interest on the repayments. There isn't a Bank in the area, not even an ATM. Currently the Pitsmoor Credit Union are exploring possibilities for taking on shop-front premises, including the old TSB bank.

However the area is full of people who go out of their house in order to engage in community activity. Burngreave, which votes proportionally higher than many other areas in Sheffield, has more than its fair share of active citizens. The Burngreave Community Action Forum is probably the best attended and most diverse in the City. The area's diverse mix of population is cited by many as one of its greatest strengths. Over 30% of the population are from minority ethnic communities. The household survey recently carried out as part of the baseline study found that: 11% of those interviewed were of Pakistani origin; 11% were of Caribbean origin; nearly 6% of Somali origin; and nearly 4% of Yemeni origin.

The annual 'Abbeyfield Park Multicultural Festival' initiated and organised by Green City Action is a wonderful celebration of the area's rich ethnic and cultural diversity connecting many people with their natural environment. People come from way beyond Burngreave's boundary to enjoy the day.

The Burngreave NDfC area • Vision & principles

The level of engagement and constructive challenge from the community in the development of this delivery plan is impressive. People have been working in large numbers in the BNDfC theme groups. 80 people gave up a Saturday in February to attend a delivery plan writing workshop. Participants worked hard all day to contribute their views and opinions about a wide range of key issues, what might be coherent strategies and how best the BNDfC programme might be delivered.

The base-line study has found and commented on the high level of optimism that there is in the community about the prospects for NDfC working and that people say they are positive about their opportunity to shape things.

Burngreave faces serious challenges, but its best resource – a diverse community – is up for the challenge! There are 12 candidates up for election for 5 places on the BNDfC Partnership Board – positions of significant responsibility, quite long hours in meetings and no pay!

The Burngreave Vision

We look forward to the day when Burngreave has a reputation as positive as the current reputation is negative...when we say to a friend “I live in Burngreave” and they reply “*That’s nice, I wish I did!*”

We look forward to the day when, whatever our background, culture, age, gender, mobility or ability we have access to the level and quality of services to which we are entitled and equality of opportunity to pursue our chosen paths in life.

BNDfC Principles

- *People in Burngreave have a right to expect a quality of life equal to that in other areas of Sheffield*
- *Local people will identify the changes that need to be made in Burngreave and will lead the work that will make those changes*
- *Equality of opportunity and anti-discriminatory practice must be at the heart of everything that is undertaken; positive action will be taken to redress historic disadvantage and institutional discrimination*
- *The improvements that will be made in Burngreave BNDfC will develop the local economy and be for the benefit of all residents; services and facilities will take full account of Burngreave’s diversity*
- *Partnership working is the key to making a difference in the way services for people who live in Burngreave are planned, delivered and developed*

These principles will under-pin the delivery of the Burngreave New Deal for Communities programme.

There are 15 members of the BNDfC Partnership Board, sitting at present as an ‘Interim

The Partnership Board

Partnership Board'. These are as follows:

The Chair	nominated by Burngreave Community Action Forum
5 community members	nominated by Burngreave Community Action Forum*
1 member	nominated by the Burngreave Business Forum
1 member	nominated by the local Area Panel made up of Elected members of Sheffield City Council
1 member	nominated by the Black Community Forum
1 member	nominated by the Employment Service and their partners
1 member	nominated by the Health sector
1 member	nominated by Sheffield Chamber of Commerce and Industry
1 member	nominated by Sheffield City Council
1 member	nominated by Sheffield First Partnership
1 member	nominated by South Yorkshire Police and the Criminal Justice sector

*Elections are currently taking place to replace the 5 community members nominated by BCAF with 5 local residents. This election, for which there are 12 candidates, is being managed and supervised by the Electoral Reform Society on behalf of the Interim Partnership Board.

'Hustings' have taken place. This has given the electors (anyone over the age of 15 on a special register which has been compiled for the election) the chance, before they vote, to see and to hear the candidates explain why they are standing for election to the Board. All the candidates were invited to an event on 9th March when the penultimate version of the delivery plan was explained and reviewed.

BNDfC

Key findings from the base-line study

	Area	Sheffield	England
Crime			
Recorded crimes per 100,000 population (d)	16,063	10,729	9,785
Education			
% pupils attaining 5 GCSEs A*-C (c)	20.3	41.1	43.8
average number of GCSEs A*-C (c)	2.3		
'Worklessness'			
Household income			
less than £10k (e)	64.2		34.0
% in receipt of income support (e)	40.0	19.0	19.0
Unemployment rate (e)	24.1	6.8 (f)	5.5 (f)
Environment			
% satisfied / very satisfied with general appearance of the area (c)	28.2		85.0
Health			
Quality of Life (EQ-5D) (b)	0.747 (c)	0.816 (b)	
Self rated health	67.5 (c)	76.5 (b)	
Housing:			
Ave. terraced house prices (a)	£19,332	£47,650	£105,924

Source: (a) Land Registry (Jul-Sep 2000), (b) SHAIPS 2 (2000), (c) Sheffield Education Authority (1999/2000), (d) South Yorkshire Police Force (1998/1999), (e) Local Household Survey and (f) ILO unemployment rate - Labour Force Survey (Aug 2000)

This is the challenge that BNDfC has to respond to!

These statistics raise a number of key considerations for us as we develop and modify our plans. Full core statistical information (Table A) is included as annex A.

- *In all of the key outcome areas, it appears that the BNDfC partnership area is suffering substantially when compared with Sheffield and, even more so, the country as a whole.*
- *The gap between the NDC area and the rest of the City clearly varies across indicators; but there does tend to be a consistent pattern across many of the statistics gathered. Closing the gap between the NDC and the average for Sheffield as a whole will require a relative improvement of between 50% and 100% in many policy areas.*
- *This indicates that the regeneration of the NDC will require a sustained and significant commitment from all key agencies over a long period of time.*

However, in starting out on this challenge, the baseline study also highlights some very helpful encouragement factors, for instance:

- *Most people like living in the area and do not intend to leave;*
- *People think they can influence decisions which affect Burngreave;*
- *Involvement in local activities is substantial, and on a par with what appears to happen nationally.*

These are important foundations on which to build!

The table below provides a summary of the total levels of planned and existing public

Summary of Total Public Expenditure in Burngreave

expenditure entering into the Burngreave neighbourhood for the 2000/2001 financial year.

Programme Theme	Area of Expenditure	Total Expenditure
Crime	Police	2,561,000
	Youth Offending & Probation Service	479,000
Education and Training	Local Education Authority	4,067,000
	Careers Service	219,000
	New Deal 25+	93,000
Worklessness	Benefits Agency	13,201,000
	Inland revenue	668,000
	Employment Service	1,159,000
Health	Sheffield Health Authority	7,012,000
	Health Action Zone	265,000
	Joint Financed Scheme	95,000
	Social Services	2,605,000
Housing & Environment	Sheffield City Council	1,895,000
Other City Council	Sheffield City Council	1,222,000
	TOTALS	£35,541,000

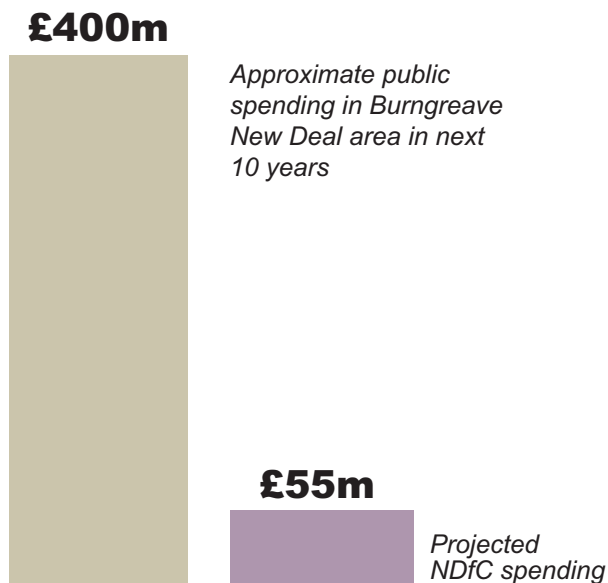
Note - More details of public expenditure in Burngreave can be found in annexe B of the delivery plan.

These figures, produced as part of the base-line study do not include any information

from Sheffield TEC / South Yorkshire LSC. The Burngreave NDfC Phase 1 submission document included an estimate of £700k from Sheffield TEC for the year 1999/2000. This seems to be a conservative estimate. There is also some concern that the figures for Health and Housing are too low. In revising the base-line information particular attention will need to be given to ensure that any under-estimates are corrected.

It is therefore probably safe to assume that a figure of closer to £40m for mainstream service public expenditure comes into the BNDfC area every year. Over the 10-year life of BNDfC, it can be assumed that approximately £400m will be spent on programmes that can be shaped and developed by the BNDfC programme.

A major aim of the BNDfC programme is to bring together the various zones,



Integration with other regeneration initiatives

regeneration initiatives and other pilots to create more cohesion and give the community a better oversight of the whole picture of development. This will (i) achieve better value, (ii) help to identify new and more effective approaches towards area-based management and (iii) break down barriers between the mainstream, community and voluntary services.

Linked to the regeneration initiatives, the mainstream services must also become more customer-based to meet the needs of individuals in the community. There must be a focus on (i) outcomes rather than simply provision, (ii) promoting more innovation to meet client needs and (iii) engaging the community in the management of mainstream services. Without this type of approach, BNDfC will be more concerned with filling the gaps instead of reconfiguring mainstream services.

A Best Value audit of mainstream provision in Year 1 will be crucial to systematically establish what is currently being provided by the statutory agencies and to establish a clear baseline for improvement, ensuring that all activities are seen to be additional to the current provision.

Some of the key regeneration initiatives in the BNDfC area are:

Sure Start

The Burngreave Sure Start programme has just got under way. This is a 10-year programme of family and community support for families with children under 4. It will form part of a wider strategy to tackle child poverty and exclusion, with links to other new initiatives such as the Children's Fund. All of these initiatives are designed to improve the lives of children, young people and their families, particularly those who are at risk, and involve the local community in the planning of services

SRB Round 4

The SRB 4 programme has been an important first step towards developing a more co-ordinated, community-led and strategic approach to regeneration. It is aiming to produce joined-up solutions to resolve common problems as well as improving services to

local people through a partnership approach. However, the allocation of resources to Burngreave has been modest as the programme now spans Handsworth, Darnall, Firth Park, Sharrow, Tinsley and Burngreave Wards.

Under the SRB 4 education strand, key projects in the BNDfC neighbourhood include a Bookstart programme for all babies born in the area after April 1999, the Firshill Out of School Club offering affordable play care for children in the area, "Spread Your Wings" – a project at Fir Vale School involving a wide range of community-based partner organisations and "Listen to Us" – a project to give young people a voice and influence the regeneration of their area. An SRB Learning Consortium has also been set up to identify future projects that meet community needs and build on the national strategies for raising achievement.

Under the SRB4 employment strand, a major focus has been the development of an Intermediate Labour Market (ILM) programme and the provision of financial support to Verdon Street Enterprises for their refurbishment of 3 shops and a launderette.

Under the community strand, major support has been given to the development of the Burngreave Community Action Forum/Trust. In addition, a Community Initiatives Fund has been used to support a wide range of capacity building projects in the SRB 4 area, including some projects for the NDC neighbourhood (Somali Education Breakthrough Project, Yemini Language School, Parenting and Independent Living courses and the Black Women's Resource Centre).

Education Action Zone

Burngreave is part of Sheffield's Northeast Education Action Zone (EAZ). This provides support for improving the quality of teaching and learning, providing new training opportunities for teachers, enhancing learning programmes around the Arts, ICT, Environment and supporting the development of home-school links. Promoting inclusion is a key priority with the development of school-based pupil support provision. While its main focus of activity has been further to the north of the area, there is EAZ support for the area's primary schools and through activities such as mentoring.

Integration with other regeneration initiatives in Burngreave

Excellence in Cities

Excellence in Cities is an important educational programme providing access to additional education opportunities and services to tackle the multiple barriers to learning in deprived areas such as Burngreave. It sets out to give every pupil more opportunities for learning, ensure that the education system is ready for the challenge of raising achievement in deprived areas and celebrates “excellence with diversity”. Some of the key programmes include the introduction of learning mentors and learning support units in school, summer schools and activities to raise standards for those pupils who are gifted and talented but under-achieving. There are no EiC City Learning Centres (CLC) in the BNDfC neighbourhood but a partnering arrangement exists.

Connexions

The South Yorkshire Connexions Partnership Business Plan has recently been submitted to the DfEE. It calls for a fully integrated network of services for all young people in the 13-19 age range focusing on the diverse needs of individuals. Currently it is proposed that Burngreave/Brightside Wards will constitute one of the four Connexions areas, involving Fir Vale, Firth Park Schools (both are involved in BNDfC) as well as Hinde House School.

Objective 1

This programme has barely started to have any impact as procedures, especially within the Priority 4 Driver Partnership have been slow to get established. Thus far the role of the City Council has been to offer a sign-posting service to communities such as Burngreave. However, in time, it is anticipated that this programme will have major impact especially when matched to BNDfC funds.

Two measures within Priority 3 are also relevant. Measure 12 concerns the development of more work-related learning opportunities for young people at Key Stage 4, with an emphasis on key skills and pathways to employment. Measure 14 addresses a new learning infra-structure building on existing ICT initiatives such as the National Grid for Learning (NGfL) and Anywhere Anytime Learning (AAL) supported by Microsoft and the University for Industry (Ufi).

Health Action Zone

The Sheffield Health Action Zone is a seven year programme having a two-fold purpose: to implement new ways of tackling health inequalities: to modernise services to make them more responsive to people’s needs. The process of allocating resources and managing the HAZ projects is overseen by the Partnership for Health Committee.

The focus of activity is on the four priority areas: Burngreave, Darnall, Tinsley, Manor and Parson Cross. The budget for the whole of the HAZ area includes £690k for disease management; £590k for Health and Social care – promoting independence; and £240K for tackling root causes of ill health. Key projects within the NDfC area include, integrating services for children and young people: young people’s mental health project: childhood review of asthma management: Healthy Housing project: Community Healthwise.

Police Community and Burglary Reduction Initiative Programmes

Burngreave receives Community Initiatives Programme funding for a worker doing drugs awareness / peer education / tenancy support work for young people 12-21 years of age. The Burglary Reduction initiative commenced in April 2000 and will recommence in April 2001 with funding worth £97,000.

Linking to wider economic development opportunities close to Burngreave

Significant growth programmes within the planned transformation of the South Yorkshire economy under the EU Objective 1 programme are currently being devised and implemented in close proximity to the Burngreave NDfC area:

- The City Centre revitalisation being led by Sheffield One, the urban regeneration company, and the opportunity to link to consequent jobs growth via SRB6-funded elements
- The M1 Corridor Strategic Economic Zone and the employment opportunities it will bring.

Reviewing and refining the baseline information

In addition, major employment concentrations exist on the doorstep that will be explored on behalf of Burngreave residents. In particular: the Northern General Hospital; and the Lower Don Valley mixed industrial, commercial and leisure area.

Sheffield First Partnership, the strategic regeneration partnership for the City, has agreed to assist in developing the connections between Burngreave NDfC and these wider opportunities.

The baseline study provides us with a wealth of valuable information that has enabled us to develop clear outcomes for transforming Burngreave. However, we have discovered that there are some areas of further research that we need to undertake:

- 1 To fill the few remaining gaps that exist in Table A - the core statistical information (attached as annex A). These are marked on table A. This work will be completed by 30th June 2001.
- 2 There is a concern at the findings from the household survey in respect of resident responses to questions about literacy and numeracy. It is critical that we have robust information in this area on which to base plans for developing adult education outreach programme.
- 3 We are anxious to develop measures which can track (hopefully improvements in) participation in adult learning.
- 4 There is a high degree of community engagement in Burngreave, but the current position is still not as good as we would like. We need to know more about barriers to engagement and what could be done to overcome them. We also need to know more about how we can retain people's engagement once we have got it.

So there is work to be done to develop measures and then carry out further research around community participation.

The key long-term outcomes chosen by the BNDfC partnership

A number of factors have informed the final choice of key outcome(s) for the six strands of the BNDfC programme. The key influencing factors are:

- Information gathered as part of the base-line study, including findings from a recent local household survey carried out by Sheffield Hallam University;
- Aspirations expressed by members of the Burngreave Community in “Road Show events” during the Spring of 2000;
- The 10-year personal visions (for themselves and for Burngreave) expressed by over 50 Burngreave residents at a case studies workshop held to inform the development of the delivery plan.

Each of the six theme groups worked with this data to agree what they considered to be the key outcome for their particular area of concern. Most have chosen only one outcome. Two theme groups felt that one outcome was insufficient in terms of responding to the range of need in their area. The Interim Partnership Board considered the feedback from the theme groups at their meeting on 5 February and agreed the following.

Theme area	Base-line data	Outcome chosen	Milestones
Overall quality of life	European quality of life measure (see Annex D) based on questions included in the Local Household Survey Burngreave NDfC area = 0.747 City Average = 0.816	<i>Aspirational target:</i> narrow gap between Burngreave and City average by 75% <i>Minimum target:</i> narrow gap between Burngreave and City average by 50%	Closing the gap 2003: by 5 – 7% 2005: by 13 – 19% 2008: by 32 – 48%
Crime	82.5% residents consider crime to be a problem within the area At night time, 70.2% of residents feel ‘unsafe’ when out walking alone and 37.5% feel unsafe alone at home	Reduce to 33% still seeing crime as a problem Reduce numbers feeling unsafe walking to 28% Reduce numbers feeling unsafe at home to 8%	2003: 70% 2005: 57% 2003 - walking 56%; at home 23% 2005 - walking 42%; at home 15%

Theme area	Base-line data	Outcome chosen	Milestones
Education	<i>Year 2000 results for children living in the BNDfC area</i> Average number of GCSEs A*-C - 2.3 % achieving 5 or more GCSEs at A*-C - 20.6% Key stage 2 - % of L4+ English: - 50.4% % L4+ Maths: - 44.3% % L4+ Science: - 55.7% Level 3 for post 16 % residents with NVQ or above: - 26.3%	Improve to City average in 10 years Improve to City average in 10 years Improve to City average in 10 years Improve to City average in 10 years	2003: 57% of City Average (CA) 2005: 67% of CA 2008: 84% of CA 2003: 63% of CA 2005: 72% of CA 2008: 87% of CA 2003: 77% of CA 2005: 84% of CA 2008: 89% of CA 2003: 77% of CA 2005: 84% of CA 2008: 89% of CA
Enterprise & employment	31.3% with household income of < £5k 22.4% with household income of < £8k	Aspirational target: - narrow gap between Burngreave and City average by 75% Minimum target: narrow gap by 50%	No target is set for 2003 as the results of work in this area will take longer than this to result in significant changes in household income. 2005: by 13 to 19% 2008: by 32 to 48%
Environment	29% satisfied or very satisfied with the appearance of the area	Improve to 70%	2003: 35%; 2005: 50%; 2010: 70%
Health	Self rated health Burngreave NDfC area = 67.5 (source - local household survey 2001) City average = 76.5 (source - SHAIPS 2 survey - Spring 2000) 85% registered with a GP (Nat. average = 92%)	Aspirational target: narrow gap between Burngreave and City average by 75% Minimum target: 50% 95% registered	Closing the gap: 2003: by 5 to 7% 2005: by 13 to 19% 2008: by 32 to 48% 2004: 89% 2006: 91%

The key long-term outcomes • reasons for choosing them

Theme area	Base-line data	Outcome chosen	Milestones
Housing	Vacancy rate of all residential property	Reduce the gap between Burngreave and UK average by 75%	Closing the gap: 2003: by 7% 2005: by 19% 2008: by 48%
	Increase in house prices	Prices in Burngreave to be 75% of the City average	2003: back to 44% 2005: up to 50% 2008: up to 60%
	House prices in Burngreave have been falling in real and relative terms since at least 1995. Burngreave prices are 44% of City average		

Overarching theme - Quality of life

When engaging with people in the area and focusing on their personal hopes and visions for the future of the area it was very clear that an ‘over-arching’ wish to see quality of life improve was predominant over particular areas of life. Given that there is a robust, tried and tested Europe wide measure – ‘Euroqol’ – the Interim Partnership Board agreed that this would be an appropriate ‘over-arching’ measure to track progress and the impact of the effectiveness of the BNDfC programmes.

Quality of life will be assessed by the EuroQuol EQ-5D questions that are included in the baseline questionnaire. These will generate a robust single score to compare with City, regional, national and European averages. The SHAIIPS 2 survey (2001) shows that Burngreave is among the wards with the lowest self reported quality of life of wards in Sheffield. (The Sheffield Health and Illness Prevalence Survey SHAIIPS 2 Sheffield Health Authority 2001). The outcome is the narrowing of the gap between Burngreave and city average to 75%. *Annex D explains how it has been calculated*

Crime

As can be seen from the base-line data contained within annexe A, crime statistics for Burngreave make for depressing reading. The theme group and the Interim partnership Board agreed that the key factor for people living in the area was about their feelings of personal safety. It is shocking that less than one person in three feels safe about walking around the area at night.

Contributory outcomes will focus on:

- Reducing levels of specific offences to that of the regional or City average, whichever is the lower
- (initially) Increase reporting of instances of domestic violence and racially motivated offences
- (initially) Increase reporting of anti-social behaviour
- A reduction in crime and the fear of crime
- Increased trust between the Police, other agencies and the community.

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“A reduction in the fear of crime”

“Crime will be reduced and the drug problem solved”

“It will be safer for everyone to walk around”

“Less / no street crime, less burglary”

“Sorting out the crack cocaine problem”

“For there to be peace and harmony - no violence, no drugs, little crime”

Choosing the outcomes • education, enterprise and employment

Education

GCSEs

- The Interim Partnership Board and members of the community felt that Levels of GCSE achievement is the key indicator of the health of the learning culture in Burngreave.
- Attainment of GCSEs at A*-C results, is by any measure, 50% of the rest of the City.
- Data indicates that underachievement is even greater for some groups. No Somali, Yemeni children or Caribbean boys achieved 5 or more GCSEs at A* to C in 2000.
- The following measures will be used: % Children achieving 5 or more GCSEs A*-C – allows comparison with Government targets; average Number of GCSEs – the indicator preferred by the community as it is clearly understood and allows the results of all children to contribute to the outcome.

Key Stage 2 SATs

- Key Stage 2 results are well below the City average.
- The Interim Partnership Board and theme groups felt that monitoring Key Stage 2 results is essential to track children's progress.

NVQ Level 3

- Residents with qualification level of NVQ3 and above are low - 26.3%.
- NVQ3 is key to attracting employment with significant income possibilities.

Other Subsidiary Indicators for monitoring success of the programme

- Rates of adult participation in learning – a key proxy indicator related to the health of adult learning.
- Levels of Adult Literacy
- Levels of Adult literacy in Community Languages – a key factor in raising the self esteem and therefore achievement of ethnic minority pupils.

The Partnership Board have identified a need for more robust baseline data for the above 3 subsidiary indicators, which will be undertaken in the context of feasibility studies.

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“Better education and recreational facilities”

“People who have a language other than English will get more support”

“Better schools”

“There will be more things for the youth to do”

“That people will have recognised the importance of education before it's too late”

“There will be facilities for children and teenagers”

“There will be more support for ethnic minorities”

Enterprise and employment

The theme group and the Interim Partnership Board both had vigorous discussion about what should be the key long-term outcome for this strand of the BNDfC work. There was some support for having challenging job targets and a reduction in the number of people unemployed. However there was concern that success on this front **might still leave people in low paid employment**, something that might have little impact on the worrying findings from the local household survey on household incomes.

The household survey found that: 31.3% of households have an income of less than £5,000; a further 22.4% of households bring in less than £8,000; and another 10.5% bring in less than £10,000. In view of this it was eventually agreed that the key outcome that would make most difference in this area was one that should be focused on raising household income.

Contributory outcomes:

- By 2011, reduce the level of Unemployment in Burngreave to the City average
- By 2011, improve the skills base of BNDfC area to the City average

Choosing the outcomes • environment

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“I want to see banks in the area again”

“More inward investment”

“Better prospects all round for everyone”

“A material increase in people’s wealth”

“Local people trained as enablers, advocates etc”

“More businesses in the area”

“That people will not forever have to work for free”

“But we really need jobs!”

Environment

In response to the question *“How satisfied are you with the general appearance of the area?”* 28.2% said they were either satisfied or were very satisfied.

The environment theme group decided that the target outcome change over 10 years is to aim to reverse the number of people who answered neither satisfied or dissatisfied (11.4%) and those answering fairly dissatisfied (27.2%) plus some of those who were very dissatisfied to provide a challenging long term target.

- Target Outcome 35% by Year 3
- Target Outcome 50% by Year 5
- Target Outcome 70% satisfied by Year 10

Contributory outcomes

The contributory outcomes below will work together to build a strong positive identity and image for Burngreave and instill a sense of pride in its residents, so increasing satisfaction levels in the general appearance of the area.

Increased satisfaction with:

- Local Centres - from the 44% currently satisfied to 75% in 2010
- Parks & Open spaces - from the 35% currently satisfied to 75% in 2010
- Burngreave as a place to live - from the 60% currently satisfied to 85% in 2010

Increasing Recycling

- The number of people who recycle from 25% to 70% in 2010
- The number of people with good access to recycling facilities from 9% to 70% in 2010

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“I would like to see the parks cleaned up and updated play equipment created”

“The derelict buildings either repaired or taken down”

“Something done with the 2 empty garages / petrol stations in the area”

“Spital Hill as an attraction!”

“There will be more shops and more parks”

“All the empty buildings put to positive use”

“To have as much respect for our area as they do for other areas”

“Roads cleaner and a better environment”

“Better transport”

“It looking a brighter place to live”

Choosing the outcomes • health

Health

The health of Burngreave residents is poor compared with Sheffield as a whole. The Local Household Survey asked people to self assess their personal health on a scale of 1 to 100. Such self-assessment methods are highly predictive of mortality. The results for the Burngreave NDfC area of 67.5 is lower than the Sheffield average of 76.5, and worse than any City Ward. The findings also show that 34% of respondents report their health as less than 50 on this scale of 1 to 100.

	Sheffield – SHAIPS 2* (range)	Burngreave Ward (SHAIPS 2*)	NDfC area (Local household survey)
Self rated health	76.5 (71.3 – 82.7)	71.3	67.5
Quality of life	0.816 (0.741 -0.893)	0.751	0.747

SHAIPS 2 – Sheffield Health and Illness Prevalence Survey 2, Spring 2000

Primary outcome

Throughout the BNDfC consultations, there has been a commitment to tackling the health inequalities experienced by Burngreave residents in both levels of illness, and in the relatively poor access to services.

Finding a single measure for these inequalities that is appropriate over the lifetime of BNDfC, reliable, and widely used to allow for comparison is problematic. While the priority of reducing health inequality mirrors commitment 62 of the National Strategy for Neighbourhood Renewal, the recently set national target of reducing childhood mortality was not felt to be appropriate as a primary outcome for health in Burngreave.

“Previous work has shown self reported health status to be highly predictive of mortality, independent of health behaviours, comorbid conditions, and access to health care” (BMJ 25/11/00, p1312).

Self reported health status is widely used, reliable and mirrors the patterns of health inequalities already well established in Sheffield. The health theme group have chosen

to use this measure from the local household survey. The aspirational target is for the gap between the BNDfC area and Sheffield to be narrowed by 75% by 2011.

Contributory health outcomes

We will continue to track SMRs, and admission rates particularly for mental health, heart disease and stroke, but these are inappropriate for outcomes over this time scale for a variety of reasons. We will continue to work to update and improve the Local Household Survey and other baseline data in collaboration with community researchers and an external academic partner. This work will inform the development of BNDfC and maximise the potential for community engagement.

In trying to work towards better self-rated health we have identified contributory outcomes that indicate healthier lifestyles, better access to health care and lower levels of illness, particularly mental health, cardiovascular and respiratory disease. As was highlighted by numerous comments from the roadshows, improvement in the outcome measures of other themes will also be important if health is to improve. Income is one of the strongest predictors of health and the local household survey found that more than 30% of households have incomes of less than £5,000.

Choosing the outcomes • health and housing

Healthier lifestyles	Equitable access to healthcare	Lower levels of illness
Dietary quality and awareness improved, increase number of residents eating fruit or vegetables daily from less than 50% to 75%	Increasing the percentage of residents registered with GPs from the current figure of 85% to the national average of 92%.	Reduced harm resulting from substance misuse, measure to be developed
Increase number of residents taking moderate exercise (eg walking to the shops) every day from less than 50% to 75%	Improved access to services to regional average including access to a member of the primary care team in 24 hours and a GP in 48 hours by 2004 (as in NHS Plan)	Anxiety and depression, narrow gap with national average by 50% by 2010
Reducing levels of smoking to meet national target of 26% by 2010 (From The Cancer Plan).	Narrow gap between BNDfC area and City in take up of hospital services, measured by ratio of heart disease to appropriate treatment	Narrow gap between UK and BNDfC area rates of circulatory disease by 25% by 2010
Increase participation in community facilities by older adults, ethnic minorities & people with disabilities		Narrow gap between BNFfC area and City rates of cardiovascular disease by 25% by 2010

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“We will have supported the middle and older generations”

“Great sports facilities”

“That people are acknowledged as people – their strengths are seen and that they are not negatively labelled”

“That there is a service for people who are addicted to drugs – with constant time for them – chuck as much money as it needs at the problem”

Housing

The area has seen significant sums of money spent in recent years on improvements to Council housing. However, the area still remains unpopular to outsiders as a place to choose to live. Consequently there are high levels of vacancy rates (15.5% in BNDfC

area, compared to 4.2% in the City) in all residential property. This low demand leads to a number of ‘vicious circle’ effects:

- Low demand leads to houses and flats being empty for long periods
- The rate of vandalism and theft from empty properties rise
- People are even less inclined to move into the area
- Demand reduces some more
- This affects vacancy rates in private rented accommodation; and
- Contributes to the very stagnant private housing market.

The private housing market is so stagnant that at the moment that house prices are actually falling. Prices have been falling in real and comparative terms since 1995.

Indicator	Burngreave	Sheffield	Yorkshire and the Humber
Average terraced house prices	£19,332	£47,650	£45,415 (n/a for England)

Consequently, the theme group supported by the Interim partnership Board felt that two outcomes were justified as appropriate measures to track and measure success in this area: falling vacancy rates; and house prices.

Here are some of the things that people said about their hopes for the future at the case studies workshop:

“Nice housing restored”

“People staying in the area”

“Derelict buildings are repaired and people are living in them”

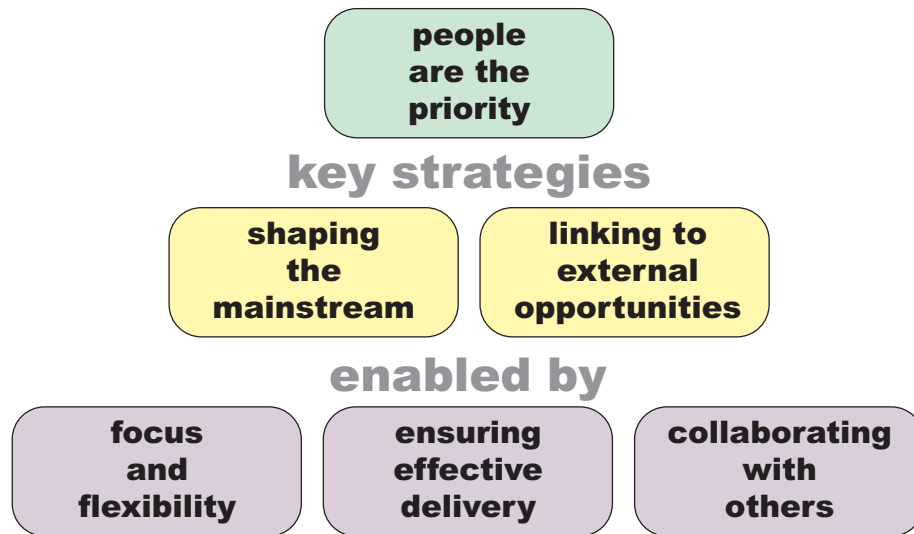
“Housing improvements”

“For more buildings to be repaired and lived in”

“I am hoping to see empty properties filled, old buildings regenerated”

“People will have invested in the area and improved housing and brought in businesses”

A strategic approach • people are the priority



This is the strategic framework that we want to work within to achieve success.

People are the priority

Centered and focused on the people and organisations in the area

We are committed to ensure that in everything that is done, maximum use is made of Burngreave's key resource – the people in the area. In year 1, resources are prioritised to allow for capacity building and the beginning of job training to get people ready to take advantage of increasing job opportunities.

Respecting diversity

We want to make sure that the BNDfC programme and activity is shaped in such a way as to derive benefit for all of Burngreave's diverse communities. A practical way of making this a reality will be for BNDfC to require all of its delivery partners to apply a 'diversity test' to their plans and proposals. We will encourage our partners to

see women, as well as men, in their plans. We want to see provision for child care and a thinking that is challenging of historic stereotypes around roles and responsibilities. We will (and encourage our partners to) consider access for disabled people, both as users and as potential employees. We want to see provision made for translation and interpretation as appropriate. Above all, we will (and encourage our partners to) acknowledge and challenge racism and discrimination when we encounter it.

Ensuring and maintaining an approach which is driven by the community

We want to encourage people to take part in the ongoing development of the BNDfC programme. We will build awareness and understanding of decision-making and improve access to information.

BNDfC is fortunate to have had significant levels of community engagement in the development of its plans. This has been possible because of the work of others in the community long before BNDfC 'came along'. We acknowledge the importance of fostering the community infrastructure that has made this possible.

We also remain committed to evaluating processes for engagement, how can we do them better? In this regard we will review the process for electing Board Members. We will explore other ways of promoting active citizenship. We want to track our progress and we will establish mechanisms to do this in year 1. We will start by using the 'Five Roles Ladder' and the Yorkshire Forward 'Active Partners' benchmarking process.

Nurturing active citizens and community strengths

Community activity is demanding anyway. Getting involved in helping to shape BNDfC is an added task – in fact a whole series of added tasks. We know that many people are very tired. This is not because too much is falling on too few shoulders, although there is an element of this, we are just acknowledging that the extraordinary scale of community engagement in developing BNDfC.

A strategic approach • shaping the mainstream

Such huge commitments of time and enthusiasm must not be taken for granted. We must make time to say “thank you”. We must celebrate community achievement. Well-organised and enjoyable events need to happen periodically to allow everyone to pause and take a breath for reflection. We are aware and need to work to remain aware of the importance of sticking to a ‘speed limit’, even though external pressures to rush things through may be intense. The ‘speed limit’ needs to be agreed by all parties. If we break the speed limit we risk losing people’s engagement and the huge fund of goodwill that currently exists in the area.

Having respect for what already exists - and building on these firm foundations

An important way of ensuring respect and celebration for community achievement is to remember that Burngreave in 2001 is not ‘a blank sheet of paper’. Countless individuals and organisations are working hard to make a difference. We will resist temptations to start things that are ‘shiny and new’, instead we will explore ways of working with and building on work that is already ongoing. When we are clear that we need to start something new, we will always do this in consultation with stakeholders in the community and elsewhere.

Learning as we go

A steady period of build up in the first three years should see maximum benefit made of the locally available resources. Coupled with our desire to use local labour and resources is an equally strong wish to use the BNDfC experience as a learning experience. We want to track and evaluate as much of the work as possible ourselves. This means building on the experience of using community researchers who we engaged in doing some of the base-line study work, We want to continue to have a ‘squad’ of local researchers and evaluators with developing skills to ensure that this happens.

Most of the those who participated in the “Burngreave Visions” case studies workshop at the end of January are willing to be re-interviewed every year as a personal contribution to tracking impact and performance. There are over 50 people in this cohort from a wide range of backgrounds.

Shaping the mainstream

The chart on page 10 shows that the ratio of New Deal for Communities money to the level of public spending is likely to be 1:7.27. While the NDfC money will enable many vital activities and improvements to take place, real and lasting change and improvement will only come to Burngreave if there is an effective ‘re-shaping’ of mainstream public service delivery.

On 9th March, service heads and senior managers from all the public service agencies met with members of the BNDfC Interim Partnership Board, candidates for election to the Board and theme group co-ordinators. The purpose of the meeting was to review the draft delivery plan and to seek the endorsement of public service heads and senior managers for its contents. This endorsement was positively given. The meeting also explored and reached agreement on a number of key initiatives which will lead to the longer-term ‘re-shaping’ of mainstream service delivery.

Background

Sheffield City Council’s Executive Management Team have agreed to work to develop a framework that will enable the BNDfC experience to help to shape future mainstream service delivery.

The Executive Director Education is responsible for co-ordinating the City Council support for New Deal and is a member of the Interim Partnership Board. He has also convened a heads of service group for Burngreave NDfC. The Council is providing a theme leader for the following theme groups: Education, Environment and Housing, and is a member of the Enterprise and Employment, Crime and Environment Groups.

Similar to the heads of service group focusing on BNDfC within the City Council, there is as well a senior managers’ health group with participation from Community Health Sheffield NHS Trust; North Sheffield Primary Care Trust; the Sheffield Teaching Hospitals NHS Trust and Sheffield Health Authority.

A strategic approach • shaping the mainstream

The Employment Service and the Police are both committed to working to find new ways of making their services locally appropriate and accountable.

Focusing on users needs not the provider's

Public service providers are aware that in order to be able to respond effectively to the community's wishes, it will need to ensure that its personnel who are involved in the theme groups have effective support. They see this as an important pre-requisite in being able to respond in a cross service way to the challenges of achieving a more user and area based focus for the work. Public service providers acknowledge that these are issues that they will face in many inner city areas of Sheffield as area working develops and sees Burngreave New Deal for Communities as an opportunity for piloting the developing approach to area working. It is acknowledged that there will be a need to establish arrangements within public service agencies that ensure the support for BNDfC is also part of their structures for supporting social inclusion more generally.

Community proposals for service change and development

These are at an early stage but at least three examples of the need for service reconfiguration are apparent:

Establishment of local one-stop shops

The desire is to achieve a coordinated approach to tackling housing repairs, street scene and to providing training opportunities for the unemployed. To avoid frustration it is important that at senior level implications such as the design of contracts are considered early on for the wider restructuring of street scene.

Integrated services for children and young people

The desire is to see the introduction of a 0-19 approach to identifying on a multi-disciplinary basis the needs of children and their families and developing a coherent client-focussed area approach to tackling them. This will build on work already started in connection with Sure Start, the Children's Fund and the work of the newly established Connexions Partnership

Community Led Planning

The development of locality based, inclusive partnerships, facilitated by local residents to tackle issues (particularly around health) will actively seek out the views of service users and those traditionally excluded. This work will inform the development of locally appropriate, accessible, culturally competent service provision.

Agreement for immediate action

Heads of service and senior managers who attended the meeting on 9th March agreed a range of initiatives for their own and cross service delivery. These initiatives (which will be developed with the community as equal partners) will:

- review, within the context of 'Best value', existing provision
- establish a clear baseline of what current levels of service ought to be
- agree new targets for future delivery
- produce local plans which include agreed targets and outcomes
- explore new ways of managing and delivering services
- explore ways to devolve decision making to the lowest level which is practical and efficient
- introduce more joint working
- (in respect of the City Council) develop role of area panel of Elected Members

Year 1 projects focusing on reshaping and re-configuring mainstream public services

In order to achieve the above, the following year 1 projects will be established:

Neighbourhood management reshaping and re-configuring public services (OA019 - page 49)

The public service agencies and BNDfC will appoint a senior manager to improve the co-ordination of the work involved in shaping and re-configuring existing public service delivery. This manager will work in partnership with the BNDfC theme groups and the BNDfC Partnership Board. One of this manager's first tasks will be to take a lead in ensuring the effective implementation of the local best value reviews (see below).

A strategic approach • shaping the mainstream • external links

‘Best Value’ Review leading to local service plans (OA019 - page 49)

This project will, in an equal partnership with the community, commission and complete a local best value review that will:

- establish the current level of service delivery across all major public services, benchmarked against the rest of the city and against other NDC areas elsewhere
- establish the level of service that could be achieved within current resources given better management arrangements
- establish the level of service within each area of delivery that could be achieved given a reconfiguration of delivery and given increased resources (with “stepped” options)
- produce a local service plan / service level agreement benchmarked against national standards and targets for delivery.

Developing integrated services for young people (OA020 - page 49)

This project will carry out an investigation of the potential to reconfigure young people’s services within the area. The project will run in parallel with and feed off the local best value review, but not wait until year 2 to enact. It will ensure a focus which takes in all current services and new initiatives and partnerships, including Early Years development and Child Care and Connexions.

Using theme groups as the vehicle to build the partnerships for change

There will be a continuing role for theme groups throughout the life of BNDfC and beyond. They create opportunities for effective engagement around issues of common concern and interest. During the life of BNDfC they will:

- be an effective vehicle for communication and participation
- be the vehicle for developing local service plans and for supporting the best value review process
- monitor the effective achievement of local plan targets and outcomes
- provide an effective first point for accountability for those who are delivering the programme areas for BNDfC

- report to the BNDfC Board, Burngreave Community Action Forum, the City Council’s Area panel, and the new Primary Care Trust on progress, achievements and difficulties.

Public service commitment to early action

In recognition of the importance of an early demonstration of how immediate changes and improvements to the mainstream delivery of services can be made, the following additional commitments were made at the 9th March meeting:

- The Police Service will begin to explore new ways to reduce the local drugs market
- EducationService will undertake a feasibility study into the question of local 6th Form provision
- Employment Service will work to establish equal status between placement into work and training
- The Primary Care Trust will begin GP registration drive
- Sheffield City Council’s Streetforcewill give priority to tidying streets and removing dumped waste items
- The Housing Service will give priority to tackling ‘nuisance neighbour’ problems

Linking to external opportunities

The Burngreave NDfC area is but a part of Burngreave as a whole. The Burngreave Community Action Forum and Trust were established to work to the interests and concerns of the whole of Burngreave. The BNDfC Partnership is fortunate to have very close links with BCAF / BCAT that will enable work to be progressed so that there can be a wider impact from BNDfC activity. A key priority for BNDfC will be to maintain this important relationship.

The Area Panel of the Council is represented on the BNDfC Partnership Board and we will want to work closely with them to ensure effective sharing and collaboration of experience and in learning.

A strategic approach • focus • delivery

Mention has already been made on page 10 of the opportunities that exist for the BNDfC Partnership to link to other regeneration initiative both within and without the BNDfC area. We will ensure that we continue to ‘look outwards’ to engage in collaborative and partnership working arrangements.

Focusing on key influencing factors

It is tempting, especially when there are many encouraging voices, to get the scattergun out and spray regeneration money in every direction. We are aware of the need to prioritise our programme carefully and cleverly. This is important for several reasons:

- Sequencing of programmes will be important – some things won’t happen well / at all unless something else happens first.
- Opportunities to match NDC resources with other resources to make bigger impact will be there for some programme areas but not for all. We need to ensure these opportunities are spotted and that there is money left to take advantage of match funding opportunities.
- At the same time, we must make sure that programme decisions don’t always ‘follow the money’. A ‘huge bang’ in one area might actually be of less strategic importance than a ‘little bang’ in another programme area.

Making the right decisions about priorities and thinking in Year 1

We have discussed the key outcomes long and hard. We feel good about the decisions we have made. A key part of our first year’s work will be to continue to develop and refine the strategy so that the spending decisions we make about priority work areas are done so with increasing confidence. This is vital, as we must be able to explain spending decisions with confidence to all BNDfC stakeholders.

Ensuring that we get added value

A key gain from the local best value review is that we will get a clearer and clearer picture of what is, or should be, the mainstream ‘standard / level’ of public services in

the area. Empowered with this awareness, we will be able to ensure that BNDfC resources are always focused on gaining additional value and enhancement.

Ensuring effective delivery

The plans that we are making to ensure effective delivery are described on page 56. We have become aware during our focus on the six key themes for BNDfC work that there are areas of overlap / common need.

Overarching work areas

The following describe three work areas that offer over-arching / under-pinning support for the six main strands of BNDfC delivery:

Development Agency (OA1 in Table C)

We want to see a development agency set up to:

- Employ staff on many of the BNDfC developments
- Be a delivery or training vehicle where required by BNDfC and community groups
- Be the starting point for the development of autonomous social firms and community enterprises that could, in time, deliver work for BNDfC

Community Support and Capacity Building (OA2 Table C)

It is important to ensure that everyone can get to the regeneration starting line and to keep those already involved. To ensure this, we will see the provision of:

- Quality opportunities to learn, develop skills and share experiences
- Training and employment for local residents to facilitate partnership working
- Practical support including childcare, language support and community transport
- A detailed feasibility to investigate setting up a project to provide a single point of access to information, practical support, advocacy, crisis resolution, and further specialist services if required for individuals and families.

A strategic approach • over-arching support

Communications and Culture (OA3 in Table C)

All of our work will depend for its success on our ability to communicate effectively and to celebrate the diversity of the many communities in the area. Therefore, we need:

- A range of IT initiatives aimed at ensuring that all can use the technology
- To ensure support for those that wish it to be trained for jobs in IT both individually and, through a community business venture
- To ensure that there is good community access to all the IT developments that will happen over the lifetime of BNDfC
- To support independent communications networks, including the excellent community newspaper, the Burngreave Messenger
- To promote good quality arts and culture events which celebrate the area's rich diversity and histories.

Seeing regeneration money spent and re-spent in the area

We want to see that every £ of NDC money is capable of being recycled within the area. We want money to be spent as much as is practicable on local labour and through local delivery partners. Some organisations are 'ready to go' – others need to get support to 'get ready to go'. We want to resist the temptation to get off to too quick a start and to try and tackle all the problems at once.

Collaboration with others

To achieve success in this key strategic area Sheffield First Partnership, the strategic regeneration partnership for the City, has agreed to assist in developing the connections between Burngreave NDC and these wider opportunities.

BNDfC will also seek to work with a number of local and regional organisations including the Burngreave IT Partnership; the Burngreave Messenger; Yorkshire Arts; Sheffield's Cultural Industries Quarter.

Support for National Strategy for Neighbourhood Renewal commitments and targets

77 New delivery arrangements for physical change in urban areas

91 Support for faith organisations

93 Community Chests to promote community self-help and mutual support in 88 severely deprived areas

94 Simplified access to funding for community groups

98 Clear responsibility for ensuring that neighbourhood renewal benefits ethnic minorities

99 Learning and development framework for neighbourhood renewal to be developed

The vision

A community protective of people in which a reduction in crime has been brought about through developing an open relationship between agencies and the community

We acknowledge that in addition to (and perhaps because of) the high levels of crime, the biggest challenge that BNDfC faces is the perception that Burngreave is an unsafe place to be, especially at night time. Therefore we recognise that while it is important to undertake activity that will reduce crime, we must also try and enable people to feel a greater degree of personal safety.

Cross theme support

The work of other programme areas, in particular environment and housing, will have a key part to play in reducing opportunities for crime and for contributing to a greater sense of individual and collective security.

Links will be made with the education programme area to facilitate engaging young people. Young people must be seen as having a positive role to play as members of the community, being active, happy, healthy and enjoying for themselves higher levels of personal and collective security. It is too often tempting to reflect only on a range of punitive measures that can be put in place in anticipation of young people 'stepping out of line'. We acknowledge the importance of showing respect to the needs of young people and to foster greater levels of self-esteem amongst young people themselves.

Links to the health programme area will see supportive work being undertaken in terms of drug rehabilitation. The enterprise and employment programme area can also make a huge difference by increasing opportunities for jobs and careers of choice. For many it is the lack of hope and of opportunities to see challenging and positive alternatives which enables using and selling drugs to be seen as a challenging and attractive option.

We feel confident that the range of all BNDfC initiatives proposed will provide an excellent framework for the challenges we face. Two key strands are proposed:

Feeling Safe and Confident (CR1 in Table C)

This work focus involves:

- Improving home security, reducing the risk of fire
- Work to increase a police presence and trust in the police
- Reducing housing vacancies
- Improving the physical environment

Reducing Crime (CR2 in Table C)

This work focus involves:

- Improving home security
- Reduction in drug related crime and burglaries
- CCTV initiatives
- Establishing a neighbourhood warden scheme

A local advisory group

It will be vital to achieve support, ownership and consent for policing strategies in order to build trust and gain significantly greater levels of satisfaction for the local police service (currently 35% are satisfied). As an early priority, we will establish a local crime and community safety advisory group.

Local recruitment

We will establish current levels of local employment in the police service and set targets for improvement over the lifetime of the BNDfC programme.

Collaboration with others

To achieve success in this area BNDfC will seek to work with a number of local and regional organisations. These include: Sheffield Crime and Disorder Partnership; Sheffield Community Safety Forum; Sheffield Drug Action Team; Sheffield Youth Service; South Yorkshire Police; the Probation Service, Society of Voluntary Associates; Sheffield Chamber of Commerce and Industry.

Strategies • Education

Crime theme support for National Strategy for Neighbourhood Renewal commitments and targets

27 Reduce domestic burglary by 25 per cent, with no local authority area

having more than three times the national average rate

28 Crime and Disorder Reduction Partnerships (CDRPs) to lead on tackling anti-social behaviour (ASB)

29 CDRPs to have strategies to improve the reporting of racist incidents

30 Neighbourhood Warden schemes

31 Gearing-up of young people's and adults' drug treatment programmes

32 Drug Action Teams to lead fight against drugs

33 Reducing drug demand and supply

The Issues

- High levels of residents with no qualifications
- Lack of play and young people's facilities in the area
- Significant numbers of Young People becoming disengaged from Learning at an early age
- Underachievement at school in GCSEs and Key Stage 2 tests
- Within the minority ethnic communities in particular, there is a strong perception that 'institutions' must take a greater share of responsibility for under achievement
- Lack of confidence in local secondary provision
- Low levels of Basic English literacy
- Lack of support for speakers of English as an additional language and for community languages

The Vision

To encourage a step change in the development of a thriving learning culture in Burngreave.

From the start, the education theme has attracted huge community involvement. For many of the communities in Burngreave, Education has been seen as the point of intervention. As a result, the Education strand of BNDfC is being built as **a Community Campaign for Learning**. Central to this strategy are the following principles:

- Initiatives should be delivered through partnership between schools and community providers
- All initiatives should span both schools and the community
- Schools must be given the capacity to deliver on this and existing initiatives
- Schools will continue to develop their practices to ensure greater inclusion

Key Activity – Firm Foundations (ED1 in Table C)

Both young people and adults need to have access to appropriate support in order to engage with learning. Central to this are the proposed work areas around Supporting Play, Engaging Young People and the Burngreave Support Network. Provision must

Strategies • Education

support and engage young people and also support schools, adults, children and families to:

- Raise self-esteem
- Offer encouragement at the right time
- Discover and address any barriers to learning and participation
- Provide practical support to all people, particularly those experiencing social stress

Supporting Play

Support for Play provision in the area is nothing short of an emergency. A number of community and voluntary sector run initiatives in the area have recently closed or are on the verge of collapse. Connections with environment theme group's focus on parks and open spaces and Pitsmoor Adventure Playground are essential for this work area. Key Objectives for this work area include:

- Co-ordinating and improving community play and youth work provision.
- Providing training for play/youth workers
- Encouraging and supporting community controlled provision
- Encouraging new opportunities for informal learning
- Offering school lunchtime supervisors the opportunity to gain NVQ play-leader qualifications.

Engaging Young People

Bringing together those working with young people is the key challenge for BNDfC in this area. The tradition in the area is one of fragmentation and conflict between different youth providers. Partly as a result of the BNDfC Early Win Young Peoples' Project, all stakeholders have already been brought together to develop a Young People and Play Steering Group. The establishment of an over-arching year 1 project to develop an integration of services to young people will be very helpful.

Key Objectives for this work area include:

- Empowering young people to undertake an audit of existing provision.
- Giving young people 'a say' in the regeneration of their area by developing a Youth Council

- Delivering informal approaches to young people's health issues
- Encouraging active, positive, participation as a diversion from illegal activity
- Preventing Young People from becoming disengaged from learning and providing strategies for re-engaging young people
- Meeting young people's individual needs through both statutory and voluntary sectors in the context of the Connexions initiative

Burngreave Support Network

This initiative is critical to the success of the education strand. It will offer vital connections between providers and users. It will offer positive role models. Key Objectives for this initiative in the context of the Education strand include:

- Employing local people to work in schools in a Family Support role, providing support, mediation, improved access for parents to specialist services
- Engaging parents and other appropriate adults as mentors
- Providing support for adults to allow them to engage with learning
- Co-ordinating support for refugees and asylum seekers

A key objective of the Firm Foundations strand is to provide opportunities for 'joining up' at a local level the work of: the LEA; the Youth Service and their community partner providers; the Early Years and Child Care Development Partnership; Sure Start; and the new Connexions Service.

Key Issue – Supporting Language and Literacy (ED2)

This area of work aims to meet the needs of adults and children; with respect to basic English literacy, English for speakers of other languages including refugees and asylum seekers and support for community languages. Key projects in this work area include:

Literacy Campaigns

This work will aim at improving adult literacy through Community Language Campaigns, active in the Burngreave area in the early '90s.

Strategies • Education

The campaigns will:

- Be community run, working in partnership with Sheffield College and other providers
- Involve and train members of the community to work intensively with small groups
- Include: EAL for Pakistani, Yemeni and Somali Communities, Basic Literacy for white and African-Caribbean communities, Community Language Campaigns and an IT literacy campaign run in collaboration with BNDfC work involved with IT Capacity Building.
- Maintain BNDfC's good links with the Community Based Learning group of Sheffield First Partnership – charged with improving basic skills

Family Language and Literacy Support

This work area will aim at improving children's language and literacy through the following activities:

- Support for Family Literacy activities such as BSA Family Literacy, REAL Project (Sheffield University – Raising Early Achievement in Literacy) and CEDC Share Project.
- Support for extending and sharing best practice initiatives aimed at raising literacy in schools such as Reading Recovery and Talking Partners.
- Support for work in partnership with Association of Sheffield Community Language Schools.
- Support for Sheffield Multilingual City (Modern Foreign Languages in Primary School)

Key Issue – Raising School Achievement / Community Schools (ED3)

This area of work aims to raise achievement in schools through key linkages between existing and planned initiatives. Key senior management personnel appointed in schools, working to a BNDfC Education manager, will co-ordinate existing workers appointed through SRB5, Excellence in Cities and the North-east Sheffield EAZ.

This strand will support initiatives that will:

- Provide targeted support for groups of children who are underachieving
- Encourage schools to extend and share best practice initiatives such as Reading Recovery and Talking Partners
- Encourage existing work aimed at developing a 'community dimension' for the curriculum and to develop this further in collaboration with stakeholders in the community
- Continue to develop links with community education providers to provide out of school and holiday learning activities and Community Language Schools
- Increase attendance and reduced exclusions through building links with other BNDfC young people's initiatives
- Increase parent involvement in learning through opening up schools to adult learning
- Provide the practical resources essential to develop a wider community school function e.g. care-taking costs, cleaning and maintaining of premises, additional non-contact time for staff, resources, heating costs and childcare.
- Explore the feasibility of a local 6th form college.

Key Issue – Engaging Adults in Learning (ED4)

While the bulk of skills activity will be undertaken through the employment strand, the objective of this work area is to encourage adults to take the first steps back into learning and to engage in "first rung" adult learning provision. Central to this strategy is providing locally based provision (within pram-pushing distance) and removing barriers to adults engaging in learning. This will be achieved through:

- Adult learning outreach work / campaigns - working in collaboration with Sheffield College and community and voluntary sector adult learning providers, this work area will learn from a similar campaign run with some success in the Parson Cross area of Sheffield.
- Developing neighbourhood learning centres. An existing consortium of community learning centres will work with Sheffield College and others to develop a strategically sited network of small neighbourhood learning centres and larger 'hub' centres.

Strategies • Education • Enterprise and employment

The education strategy will seek to support the NSfNR commitments as follows:

- 34 *No school to have fewer than 25 per cent of pupils getting 5 GCSEs at A*-C - 38 per cent of pupils reaching this standard*
- 36 *Helping schools improve their performance*
- 37 *Help for the most serious under-achieving schools*
- 38 *Study support*
- 39 *National literacy and numeracy targets*
- 40 *Tackling truancy and school exclusion*
- 41 *Pupil Support*
- 42 *Development of neighbourhood learning centres*
- 43 *UK online centres*
- 44 *Public library to have internet access (where practicable)*
- 45 *Adult Basic Skills National Strategy*
- 46 *Sure Start*
- 47 *Connexions Service*
- 49 *Children's Fund to tackle poverty and disadvantage in children and families*

Key issues.

- It is not just worklessness that is a problem in Burngreave, so is low pay. Moving people from benefits to low paid jobs will not improve the local economy, or make life better for the people of Burngreave.
- We must also seek to prevent people from becoming unemployed and from swinging in and out of low paid work. We should not exclude people who are working but want help in finding a better/more suitable/ more permanent job. We must also link with schools to ensure young people leaving do not become trapped into unemployment.
- We should be encouraging people to develop higher aspirations. We should then be helping them to achieve their new aspirations (This is considered a high-risk strategy as failure to deliver would leave the target group very disillusioned).
- New Deal should not be paying for things that are already funded (training for the unemployed for example). We should be ensuring the funders (TEC, FEFC [to be replaced by LSC] ES, SRB, Europe etc.) are spending the money already available as the community want it to be spent.

Employment Vision

Burngreave will be an area where unemployment is low in a thriving local economy. Local people are properly educated and trained, have access to local support and the opportunities and skills for work.

In order to achieve the vision and address the key issues which have been identified, the theme group wishes to focus on the following three key strands for its work

Guidance and support (WO1 in Table C)

This strand will support initiatives that will:

- Provides an advice and guidance infrastructure
- Provide advocacy support
- Provide job seeking and career development support
- Enable access to financial support
- Co-ordinate delivery between stakeholders
- Link to new Government initiatives around New Deal and Action for Jobs
- Promote the people of Burngreave as an asset to employers

Strategies • Enterprise and employment

Skills development (W02)

This strand will support initiatives that will:

- Audit employer needs
- Audit skill base in the community
- Encourage appropriate and specifically developed training programmes
- Ensure training and job vacancies are directly linked to ensure the right skills mix
- Support and encourage employers to provide skill training
- Promote and provide IT trainee-ships
- Encourage, develop and promote bursaries for skill training
- Establish a mentoring service

Enterprise (W03)

This strand will support initiatives that will:

- From year 2, develop an ILM programme that will support other BNDfC projects
- Support local business development
- Provide support for setting up interpreting & translation community business
- Research and develop opportunities for setting up social firms and community enterprise
- Encourage and support business relocation in Burngreave

Collaboration with others

To achieve success in this area BNDfC will seek to work with a number of local and regional organisations. These include: community and voluntary groups in the area; the soon-to-be established Burngreave Employer's Forum; Sheffield Chamber of Commerce and Industry; the Learning and Skills Council, The Objective 1 Secretariat; Sheffield College; Sheffield First for Investment; Sheffield Community Enterprise Development Unit.

This enterprise and employment strategy will seek to support the NSfNR commitments as follows:

- 1 *To have lower worklessness, better skills - to narrow the gap between England's most deprived neighbourhoods and the rest of the country*
- 6 *Community Investment Tax Credit*
- 7 *Community Development Venture Fund*
- 9 *Business Brokers*
- 10 *Small Business Service (SBS) priority to help enterprise in deprived groups and areas*
- 11 *Phoenix Fund to help boost enterprise in deprived areas*
- 13 *New Universal Banking Services, to be run through the Post Office network*
- 14 *Credit Unions to be promoted in deprived areas*
- 15 *Help post offices in deprived urban areas to develop retail facilities*
- 16 *Experiment with local retail strategies*
- 17 *Making the New Deal permanent*
- 18 *Making work pay via Minimum Wage, tax credits and benefit reform*
- 20 *Action Teams for Jobs*
- 21 *Increase employment for most disadvantaged groups*
- 22 *Improve initial labour market position*
- 23 *Innovation Fund to support community and voluntary organisations in linking people with work*
- 24 *Childcare targeted on deprived areas*

The key issue – visibly poor environment

The ‘state’ of Burngreave is extremely important to local people. Burngreave has a very poor environment - blighted by derelict land and rundown buildings in its residential, commercial and industrial areas. This is a view strongly held by its residents and those who work there, as well as people from other parts of the City. It is a view which is well supported in fact and figures i.e. the vast scale of dereliction and under-use of properties and land, the incidence of dumping and litter, the poor range of services and facilities. It has suffered from a lack of public and private investment for some considerable time.

The negative effects of this for Burngreave and its residents are not just visual and physical, serious though they are in terms of individual’s confidence and self-esteem and the perception of the area by others. They also have far-reaching social and economic consequences, which ultimately affect peoples, life-chances and restrict their choice.

Land values are low. This results in a spiral of less investment. This damages the image of the area further. Vital commercial services, considered standard in other parts of Sheffield, have left with no real prospect of returning. The image of the area in which you live can affect people’s ability to gain employment. A lack of facilities for play and recreation affect peoples health and well being, and a general down at heel appearance combined with a lack of facilities can raise the likelihood of further vandalism and crime.

Strategic focus

The thrust of the environmental strategy is to transform the very negative image that Burngreave has and to reverse the spiral of decline. The environment theme group has a clear vision about what can be achieved. A significant capital investment programme is planned which will radically raise the quality of the built and green environment and will provide the missing and essential ingredients in terms of facilities and services to enable the area and its people to prosper in the long term.

The Vision

A high quality and sustainable built and green environment to promote a positive image and identity for Burngreave in the eyes of its residents and the rest of the City

The built environment (EN1 in Table C)

A thriving high quality multicultural shopping and commercial centre at Spital Hill serving local people and attracting people from other parts of the city. This strand will support initiatives that:

- Transform the physical appearance of all local neighbourhood centres and reduce shop & commercial vacancies and increase employment and training opportunities
- Support the development of community businesses
- Ensure that appropriate security measures are included throughout
- Provide a coherent strategy within which all transport activity can be placed
- Increase and improve road safety measures, better access to work and services for families without increasing car usage
- Generate an increase in satisfaction with the environment, while improving access for whole community
- Ensure a good use of existing buildings for community events, sport, leisure and enterprise, education and training
- Lead to a reduction in crime (£1 spent on lighting reduces crime by £27)
- Increase people’s desire to stay living in the area.
- Transform the physical appearance of the industrial area, reduce vacancies and increase employment and training opportunities.

Green Environment (EN2)

A network of high quality, safe parks and open spaces, play areas and allotments which are accessible, culturally appropriate and well used by the local community as well as by people from other parts of the City. This strand will support initiatives that will:

- Improve the quality, satisfaction with and usage of local parks and open spaces
- Encourage the use of green space for education and community businesses

Strategies • Environment

- Promote an increase use of fresh food grown locally
- Provide small grants (of up to £1k) to community groups who are undertaking environmental work which contribute towards the achievement of BNDfC outcomes
- Provide facilities for young children otherwise occupied on the streets
- Increase the number of people taking exercise
- Provide local educational opportunities

Sustaining the Environment (EN3)

This strand focuses on gaining an increase in environmental awareness and understanding in the local community. It will work to support locally-run and managed services and facilities that will provide models of good practice in Sheffield and beyond.

Other gains from the strand will include:

- An increase in recycling facilities and a reduction in litter and dumping
- Encouragement for an increase in families recycling
- Creating community businesses that focus on activities which sustain the environment
- Encouraging a reduction in waste
- Encouraging and supporting local food producers (gardens & allotments)
- Increasing training and employment opportunities.

This strand will also support initiatives which use high quality and sustainable design and materials in all new development and refurbishment which also promotes local character and distinctiveness.

Collaboration with others

To achieve success in this area BNDfC will seek to work with a number of local and regional organisations. These include: local community and voluntary groups including Green City Action; SCRAP and the Vestry Hall Trust; Pedal Pushers; Adventure Playground Users groups; Friends of Parks Groups; BCAF environment group; City Estates; City Housing Department; Sheffield Chamber of Commerce and Industry; Objective 1 Secretariat.

This environment strategy will seek to support the NSfNR commitments as follows:

13 New universal banking systems through the Post Office network

15 Help Post Offices to develop retail services

16 Encouragement of LPSs to experiment with local retail strategies

25 Promotion of social inclusion to be a key element in Local Transport Plans

26 Urban Bus Challenge

78 Mixed-use development in priority areas

79 Air Quality Strategy targets

80 Waste Strategy targets

82 Pilot PSAs to work closely with LSPs in developing and delivering local targets

83 Developments to encourage their local service providers to work with LSPs

Key issue - Poor health and quality of life

The health of Burngreave residents is poor compared with Sheffield as a whole. The self-assessed health of Burngreave residents at 67.5, is lower than the Sheffield average of 76.5, and worse than any City Ward. This measure also reveals that 1 in 3 respondents (34%) report their health as less than 50 out of 100.

The standardised mortality ratio (SMR) for all causes of death is the highest in Sheffield. Admission rates for respiratory diseases and Coronary heart disease are higher than the rest of the City. Burngreave has the highest admission rate for mental health problems. The Local Household Survey reports 49% of respondents saying that they experience moderate or large amounts of stress.

Other self-reported health problems uncovered by the Local Household Survey include the following, including levels of anxiety and depression that are twice as high as the UK as a whole.

Percentage of respondents experiencing:	men in BNDfC area	men in UK	women in BNDfC area	women in UK
Pain or discomfort	45.3	32	45.8	34
Anxiety or depression	30.8	15	37.0	22
Mobility difficulty	29.7	18	28.2	19
Problems performing usual activities	24.6	12	27.3	15
Problems with self care	13.9	5	11.4	6

Causes of ill-health

The theme group is agreed that activity must focus on addressing the causes of ill-health highlighted by local residents. This took place during the community consultations that have taken place as part of the work to develop the BNDfC delivery plan. These include:

- Low income, employment and work quality
- A poor quality diet, housing and environment
- High levels of substance misuse
- Poor access to leisure and low levels of exercise.

Access barriers to health services

Problems with access to health care and social support have been repeatedly highlighted during community consultations. Only 85% of residents are registered with a GP compared to a national average of 92%. Burngreave has a broad ethnic mix, a high turnover of residents, with many new arrivals having high levels of unmet needs and a large proportion of residents are in institutional care. These all contribute to the particular challenges to the provision of effective health care. Identified barriers include:

- the complexity and lack of integration of available services
- transport and access difficulties
- lack of culturally appropriate services
- lack of child care facilities
- lack of advice and one to one support

In addition to the difficulties of access, service provision is not felt to reflect the level of need. The lack of community involvement in the planning of services prevents the early identification of need and the development of appropriate services. The health theme group is committed to working in increasing partnership with community members to find solutions to the difficulties faced by many in our community. The development of the Burngreave Support Network and Community Led Planning are key parts of this work which will enable the process of health planning and provision to employ and involve local residents.

Local inclusive partnerships – Locally responsive services (HE1 in Table C)

Supported by the Community Led Planning Team, the health theme group will maintain a strategic overview of local health issues and facilitate the development of services appropriate to local need. This strand is currently supporting initiatives that will:

- Engage local people and health workers in developing local health plans covering the full range of health services
- Encourage and support health providers to examine existing provision and to seek ways of developing change and improvement

Strategies • Health

- Provide improved support, training and employment for people with mental health problems
- In partnership with the Sheffield Drug Action Team and local service providers, develop and implement plans to reduce levels of, and harm resulting from, substance misuse
- Involve older people in BNDfC initiatives generally, but particularly initiatives around health
- Encourage increased community involvement in health issues
- Increase registration with GPs

Supporting healthier lifestyles (HE2)

This strand will support initiatives that will:

- Encourage and facilitate greater access to sport and leisure facilities
- Enable more people to take moderate exercise
- Increase the skills and ability of residents to support healthier lifestyles
- Increase leisure capacity in Burngreave
- Encourage and facilitate activity that will reduce the number of people who smoke
- Encourage and facilitate activity that will reduce the incidence of heart disease
- Improve access to affordable, healthy food.

Collaboration with others

To achieve success in this area BNDfC will seek to work with a number of local and regional organisations. These include: community and voluntary groups in the area, local community health forums; Sheffield Health; Community Health Sheffield NHS Trust; North Sheffield Primary Care Trust; Sheffield Teaching Hospitals NHS Trust; local health workers; Sheffield HAZ; City Social Services; The Drug Action Team; City-wide Advocacy Project and SchARR.

This health strategy will seek to support the NSfNR commitments as follows:

48 Halve teenage conceptions by 2010

56 Personal Medical Services schemes

57 Modernisation of primary care premises

58 New incentives to recruit and retain good primary care staff

60 Target for reducing smoking during pregnancy

62 NHS Performance Assessment Framework (reducing health inequalities)

63 Health inequalities target to be set

National policy context

The Government published its Housing ‘Red’ Paper in December, following the consultation on the Green Paper issued in April. The December paper confirmed the general direction of government housing policy, and committed the government to implementing most of the Green Paper’s recommendations. Four complementary papers also have implications for housing policy:

- the National Strategy for Neighbourhood Renewal; which describes the government’s strategy for tackling the problems of excluded neighbourhoods.
- the ‘Urban’ White Paper ‘Our Towns and Cities : the Future’, which pulls together government strategies for improving urban areas;
- the consultation paper on arms length management of local authority housing – which puts some flesh on the arms-length management option, first mentioned in the Housing Green Paper; and
- Supporting People Policy into Practice, which sets out the government’s programme for transferring responsibility for housing-related support services to local authorities.

The focus for Burngreave

The Housing theme group has been working since November to identify the key issues and the likely key ingredients for success in tackling the key issues, these are as follows:

- The need for improved management and participation of tenants
- The need to improve housing conditions, mainly in the private sector
- The need to provide support for residents

The theme group felt that success in these key areas, with the contribution of work from other programme strands would be the most supportive in helping to achieve the key outcomes of reducing vacancy rates and helping to improve house prices in the area.

Improving management and participation (HT1 Table C)

This strand will support initiatives that will:

- Increase involvement of private landlords and tenants
- Ensure a best mix of tenants with particular needs
- Introduce measures to make properties feel more secure and reduce opportunities for crime
- Undertake work on unoccupied dwellings, garages, lighting, ‘defensible space’ fencing
- Encourage work to change anti social behaviour

Improving housing conditions (HT2)

This strand will support initiatives that will:

- Make improvements to the worst housing stock
- Encourage landlords to bring up standards of accommodation
- Increase the safety and wellbeing of the most vulnerable tenants
- Improve the physical appearance of the area
- Provide for a greater diversity of housing
- Reduce vacancy levels
- Provide opportunities for community businesses.

Supporting residents in Burngreave (HT3)

This strand will support initiatives that will:

- Increase opportunities for local people to take up private sector tenancies
- Enable people at risk to keep their tenancies
- Increase take up and satisfaction from housing
- Increase sale of properties
- Increase trade for local builders

Strategies • Housing

Collaboration with others

To achieve success in this area BNDfC will seek to work with a number of local organisations. These include: local tenants and residents groups; local landlords; Registered Social Landlords; the Housing Corporation.

This housing strategy will seek to support the NSfNR commitments as follows:

- 64 All social housing to be decent by 2010, with 33 per cent improvement by 2004*
- 65 Innovative ways of increasing investment in housing*
- 66 New affordable homes*
- 67 Baseline assessment of number of dwellings and number and location of wards affected and at risk from low demand and unpopular housing*
- 68 Monitor low demand and abandonment with the aim of achieving a turn round in declining demand*
- 70 Tenant participation structures*
- 72 A wider role for Registered Social Landlords (RSLs)*
- 73 Choice-based lettings systems*
- 74 Clearer and more flexible role for local authorities and RSLs in using lettings policies to create sustainable communities*
- 75 Ensuring tenancies contain 'no harassment' clauses*

Forward Strategy

There are three key measures in the BNDfC approach which should ensure that any progress and change enabled by the BNDfC process continues to flourish into 'year 11' and beyond. These are:

Shaping the mainstream

Mention has already been made of the variety of approaches that are being considered to effect long-term changes to the way in which mainstream services are delivered. This is a key component to a successful forward strategy and the benefits from success will have an impact beyond the BNDfC boundary.

If an early link between the role of the BNDfC Director and the area manager is agreed, there is an opportunity for the BNDfC Partnership team to evolve to support the direction of ongoing neighbourhood management as well.

A development agency for Burngreave • building community assets

An important part of the thinking behind the proposal to establish a local development agency is that it will provide a continuing vehicle for developing and sustaining local enterprise, social firms and community owned business.

If the work of the development agency is successful it will have contributed to the development of a community asset base which will be able to under-pin the continuing sustainability of a significant new level of community activity and sustainability.

The development agency will also be crucial to sustaining links to wider Burngreave and this is seen as essential for sustainability beyond the life of the NDfC programme.

Greater capacity and confidence

BNDfC's core principle of ensuring that the people of the area are placed at the heart of the BNDfC programme will ensure a building of capacity and confidence that will lead to a sustainable growth of community activity and engagement.

Delivery • partners and stakeholders

If success is achieved Burngreave's image will have been transformed. This will enable local residents to proudly assert their post-code and to encourage others to come and join us!

Who are BNDfC's partners?

Most of the key statutory partners are represented within the Partnership as can be seen from the membership of the Interim Partnership Board detailed on page 6. Local community and faith groups are well represented within the Burngreave Community Action Forum with whom the partnership enjoys excellent links.

Local professionals from partners agencies have been very active (along side local residents) in supporting the role and work of the theme groups who have been developing the delivery plan content. Some of these agencies have been willing to second members of their staff for between 2 and 3 days a week to support BNDfC development and theme group work.

There are gaps in the network of partners that BNDfC established and work is being carried out to identify and remedy these. The Sheffield Chamber of Commerce and Industry is working hard to fill one historic gap - the need for a local business forum. A forum has now been established and work is continuing to encourage businesses to get involved.

More work needs to be done to further practical and mutually beneficial links with the Northern General Hospital which lies just to the north of the BNDfC area. Sheffield Hallam University is already a delivery partner with the BNDfC as they have carried out the research for the baseline study. Discussions are currently underway with the University of Sheffield Department of Health Research to explore ways in which the partnership can be supported to monitor health gain during the life of the programme. With help from Sheffield First partnership, links are being forged with other likely partner funders such as the new European Objective 1 team for South Yorkshire and the new Learning and Skills Council for South Yorkshire.

Community and other stakeholder ownership and engagement in developing the delivery plan

As already mentioned Burngreave has a lively and diverse range of community organisations. People from almost all of these organisations come together in the Burngreave Community Action Forum on a regular basis. BCAF provides a vital conduit for information and briefing about New Deal developments. In addition, the Burngreave Messenger, which is a well respected community newspaper, has carried features and opinion about New Deal ever since it seemed possible that Burngreave would be chosen to be a New Deal community.

Because of this community infrastructure, there is a high level of awareness in the community about New Deal. There is certainly plenty of positive opinion about the potential for much needed change and development that can be enabled by New Deal. There is a hope that the New Deal process should be one that builds from the bottom and will be a process that listens to the community and works with the community. However, there is a suspicion that the New Deal process will be another example of people having things done to them and at the end of the regeneration scheme much will be the same. A lot of people remain to be convinced that New Deal will be different.

There is a healthy and constructive challenge in the air! While some people are circumspect it has not prevented a very significant level of engagement in the development of the New Deal vision and of most of the content of this delivery plan. This process of engagement began in April 2000 with local people attending a number of 'Road Show Events' which produced details of community aspirations which have subsequently been grouped into the key New Deal focus on reducing crime, raising educational achievement, improving health and tackling worklessness. Burngreave's NDFC's Interim Partnership Board decided to add two additional key areas for focus: housing and the environment.

Theme groups were established to develop more detailed plans for New Deal activity around these 6 key areas. The theme groups have been open to anyone who wanted to come and there has been significant community engagement in all of them. There

Delivery • reporting • enabling community engagement

have been regular reports of their work carried in the Burngreave Messenger. At the same time, BCAF has arranged workshops and seminars to enable discussion of topics of special interest. This has enabled the work of the theme groups to be transparent and has the receipt input from the community on a continuing basis.

On 10 February, members of community organisations joined with members of the theme groups to review the work so far achieved and to begin the process of ‘joining up’ the separate strands into the beginnings of a coherent delivery plan. Over 80 people attended this ‘plan writing workshop’ held at the Hilton Hotel. The Hilton donated the conference suite and refreshments free of charge. The positive consensus that emerged from the workshop was that the theme group work had been faithful to the aspirations that came out of the ‘Road Show Events’ last spring.

Further engagement with the community and other stakeholders on the development of the delivery plan, to gain positive ownership and endorsement was as follows:

- 27 February to Friday 2 March – public exhibition of the key components of the draft delivery plan a Saturday 3 March - open air exhibition of the draft delivery plan at a day of family activities
- Friday 9 March - review of penultimate draft by Interim Partnership Board, theme group co-ordinators, service heads and candidates for the Board elections
- Monday 12 March - the Interim Partnership Board signed off the delivery plan.

Reporting to the community on progress – explaining decisions

The Burngreave Community Action Forum (BCAF) as an independent body, will decide its own programme of work. However it is well placed to provide a forum for accountability to which the BNDfC partnership could report progress and explain Board decisions. We will be careful to ensure that it is not just the ‘community members’ of the Board who do this reporting – it is important for the Board as a corporate entity to be seen to be taking this accountability seriously.

It is anticipated that the Board will wish to continue to make use of the “Burngreave Messenger” as an important information vehicle that is distributed to every household

in the Burngreave area. We respect the editorial independence of the Messenger but nevertheless it offers a valuable opportunity for reporting on work achieved and for alerting the community to up-coming activity. It is likely that the we will continue to be ‘healthily challenged’ in the Messenger’s editorial pages!

Maintaining community engagement in strategic thinking, monitoring and evaluation

It is likely that the theme groups that have played such a significant role in developing this delivery plan will wish to continue in existence. Given that over half of the membership of theme groups comes from people who live in the community this provides an excellent opportunity for each of the our strands of work to be monitored and reviewed for impact and on whether or not a ‘difference is being made’. Agencies and organisations responsible for programme delivery will be encouraged to report on progress to the theme groups and to secure feedback on how people in the area think they are doing.

We anticipate that the theme groups will report in two directions. Firstly they will be well placed to report to BCAF and so provide an ‘independent’ impression of work in progress and of its impact and value. Secondly, we anticipate that the theme groups will also compile periodic reports to the Board so that we can get valuable feedback on programme performance.

In order to enable theme groups to fulfil this potential crucial work they will require servicing and support. We anticipate that BNDfC programme managers will take responsibility, with the help of project development workers, for ensuring that they continue to have the capacity, commitment and enthusiasm for the task.

Delivery partners in the community

We anticipate that we will need to contract with many established organisations such as the City Council or Sheffield College for delivery of programmes. However, we have also agreed, as an important principle, that every opportunity should be afforded to local people and organisations to make proposals for carrying out work in support of the achievement of BNDfC’s key long term outcomes.

Delivery • a delivery agency • partners' contributions

The need for a development Agency

It is clear that some local not-for-profit organisations already have the capacity to make robust proposals for carrying out work on behalf of BNDfC. There are many more local organisations that, with the right kind of support, will be able to carry out work on behalf of BNDfC in the medium-term future. In order to ensure that this happens, we are keen to see a 'development agency' function available as soon as possible. It is envisaged that such an agency will:

- *establish 'nursery' enterprises within the safety of its own operation and to 'float' them off when they are ready to do so; and*
- *provide development support to existing organisations so that they can (a) develop project proposals and (b) have the capacity to carry them out*

As an early priority, a capacity building programme will start in year 1 covering project development, business planning, writing project proposals and project management.

Are our partners clear in terms of their contribution to the partnership?

The honest answer is to say that as our work develops everyone's role and contribution will become clearer and more focused. This is beginning to happen but it would be an exaggeration to claim that the process is complete. Because our key partners have made significant contribution as members of the Interim Partnership Board and as members of the theme groups it is true to say that they have helped to shape the partnership's development to date.

The contribution from the community

We are fortunate to have a developing community infrastructure. There is a diverse range of groups representing wide sections of the population. Some of the groups are well established and robust. Others are newer and more fragile. Together, within the Burngreave Community Action Forum, the community contribution is to:

- *Encourage community engagement in BNDfC partnership programme activity*
- *Receive and respond to information concerning BNDfC activity*
- *When needed, to offer constructive challenges to the BNDfC partnership about*

the content and process of its programme activity

- *To alert the BNDfC partnership to new or changing circumstances within the community*
- *To advise and advocate about ways in which BNDfC can constructively nurture and support community capacity*
- *To provide a forum for accountability for the BNDfC partnership*
- *To support community members of the BNDfC Partnership Board.*

The contribution from Statutory Partners

All of our statutory partners are aware that BNDfC's role is greater than the efficient spend of +/- £55m in the area. They have expressed commitment to the fact that this investment for the NDC programme is a lever to enable all the stakeholders in Burngreave to work in partnership to discover ways in which 'the mainstream' needs to change and develop to sustain lasting benefit to the area. There is an understanding that their contribution includes:

- *The nomination of a senior officer as BNDfC Board member, someone with the authority to speak confidently on behalf of the agency they represent and who will be able to take back and advocate for suggestions and recommendations for change*
- *The encouragement of their agency's professional / field staff to play an active role in supporting BNDfC activity 'on the ground'*
- *Where appropriate, and with the agreement of the Board, to second members of staff to support the BNDfC partnership team*
- *To collaborate with other partners (including groups in the community) in developing joint initiatives*
- *Where possible, to contribute matching funds to appropriate activity areas within the BNDfC delivery plan*
- *To commit to work with BNDfC partners and the community to explore ways in which mainstream services can change in response to new or changing circumstances and user feedback.*

Delivery • partners' contributions • start up structure

The contribution from the elected member nominated by the local Area Panel of Sheffield City Council

It is vital that the work of the BNDfC partnership, insofar as it contributes to a development of mainstream service delivery, is linked to the work and thinking of the Area Panel of Councillors. The BNDfC 'Councillor' Board member's contribution is important in support of this.

The contribution from the Board member nominated by the Black Community Forum

Sheffield has a diverse and developing community and voluntary sector. The 'BCF Board member can make a contribution that ensures that the resources, ideas and networks of the wider community and voluntary sector are available to support the Burngreave Community's engagement in the BNDfC process.

The contribution the Board member nominated by Sheffield Chamber of Commerce and Industry

For BNDfC to achieve success, especially in its work to achieve growth in employment and enterprise, we need an effective partnership with the local and neighbourhood business communities. The Sheffield Chamber will be very supportive.

Collective contribution and role

Collectively the Board will lead the partnership and provide a demonstration of good partnership working. Their commitment to the work and to the process of partnership working can inspire new approaches and confidence from others.

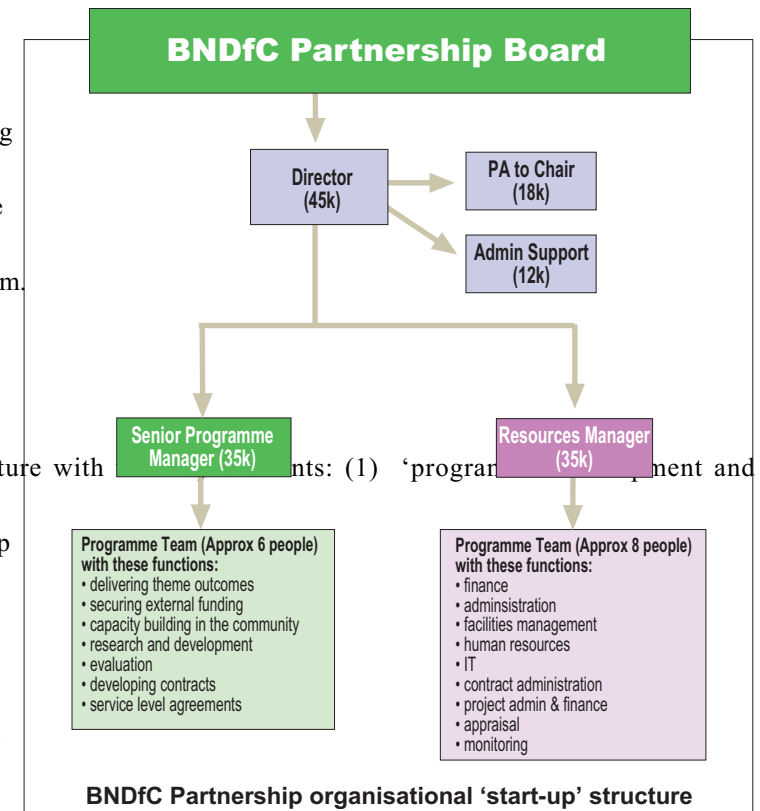
With the elections for 'community members' due to conclude soon, it is possible that there will be changes to the Board's membership. Arrangements are being made to engage all the candidates for election in the 9 March event that will review and endorse the penultimate draft of the delivery plan. However, the Interim Partnership Board is aware that arrangements need to be in place to ensure the 'capacity building' of all the members of the new Board which will lead BNDfC into phase 3 of the programme for Burngreave. This programme of capacity building will commence in April.

We will make sure we review and evaluate the election experience.

Legal status for the partnership

Currently the Interim partnership Board has no legal status. Consideration is currently being given to the most appropriate form of legal status required for the Board to carry out its planned activities. Options are being explored and the Board will be considering these as soon as possible. If, for example, it is decided to opt for a status of 'Company Limited by Guarantee' there will need to be the engagement of Board members in the development of an appropriate set of Memorandum and Articles of Association for such a Company. This process will also need to make sure that Board members are fully aware of their potential new role as company directors.

The diagram illustrates our current thinking about the structure of the BNDfC partnership team. The Interim Partnership Board has agreed that it needs a structure with management; and (2) back-up resources, financial management and administration.



Delivery • building the team • decision-making

The structure illustrated is the basic ‘start-up’ staffing position for BNDfC. As Phase 3 gets under way, we will be able to reflect and decide details of additional layers. We are committed to keeping administrative costs as low as possible and certainly within 10% of programme costs.

A local labour policy for the partnership team

We are committed to local leadership and local engagement in developing and delivering the BNDfC programme. We hope that many, if not most, of the jobs in the partnership team will be filled by people who live in Burngreave. To make sure that this happens in practice, provision is made from year 2 onwards, for a ‘shadowing project’ to operate within the partnership team. This project will give people the chance to develop skills, confidence and experience.

Delivering the programme

We anticipate that BNDfC will focus on the role of purchaser of provision as opposed to being a delivery agent as well. There is a conflict of role and it seems sensible that it should be avoided.

Once the Delivery Plan is approved, we will give consider clear priorities in terms of any urgent spending. Following this, we will consider the year 1 programme and call for proposals for the first areas of programme spend.

Before then, we will have decided on whether we wish to have a list of approved suppliers for particular areas of work. We will also consider whether there are particular areas of likely BNDfC programme that can only be carried out by one of the statutory agencies. Clearly, if we decide that there are areas of work that can only be carried out by a particular statutory agency this will have to be clearly communicated to stakeholders.

In terms of commissioning organisations to deliver work on behalf of the BNDfC partnership consideration will need to be given to developing a tendering and contracting procedure. We will need to move quickly to a situation where we know when work is:

- going out to open tender (as some must because of EU regulations)
- going out to closed tender to a list of approved suppliers
- subject to negotiated tender with a sole supplier (because of their unique nature)
- subject to a negotiated tender with a local organisation with whom the board wishes to contract on the basis that it will build capacity in Burngreave.

Once work has been tendered and a delivery partner selected, a contract will be drawn up containing a clear specification of the work required, to an agreed standard and to an agreed time scale. The BNDfC partnership will monitor the performance of its delivery partners, will encourage feedback from BCAF and from theme groups on delivery impact on the ground.

The thinking to underpin much of this essential preparatory work has already begun. Final procedures and regulations will have to be agreed by the Interim partnership Board.

Financial management systems and procedures leading to clear decision making

We want the BNDfC Partnership to be in a position to seek its own ‘accountable body’ status in three year’s time. In the light of this decision, plans are being made to assemble a team of staff, along with systems and procedures which can be ‘audited’ by Sheffield City Council and by the Government Office for Yorkshire and the Humber to ensure compliance with accountable body requirements.

As a minimum aid to effective financial decision making a detailed yearly delivery plan will be produced with clear financial provision made for each appropriate ‘work area’. As spending decisions are made, a progressive record will be kept of ‘the spend’ in each ‘work area’. Progress reports will be given at each Board meeting. Any arrangements for virement will only be made in line with agreed NDC financial guidance and in consultation with the accountable body and GOYH.

Delivery • systems • accountability • monitoring / evaluation

In the immediate term, the Interim Partnership Board are negotiating a secondment of a member of staff from Sheffield City Council who will be able to establish robust systems. As part of the ‘capacity building’ programme that the Board will be undertaking in the early weeks of phase 3, a fair and transparent system and criteria for decision making will be developed. This will focus on ensuring that spending decisions will be made against clear criteria. These will include consideration of criteria such as:

- *Does the proposal (on which money will be spent) help to achieve the partnership long term outcomes?*
- *Are the proposed outputs realistic?*
- *Is this the best option?*
- *Does it offer good value for money (does it compare well with other alternatives)*
- *Does it pass the partnership’s diversity test (could all sections of Burngreave’s community benefit equally from the proposal)?*
- *Is there a local labour component?*

Proper accounting for public money, securing propriety and regularity of payments

We will discuss and approve a set of financial regulations applying to Board Members (including the question of declaration of interests), members of the BNDfC partnership team, delivery partners and to community organisations receiving financial support. These regulations will draw on best practice from: NDC’s elsewhere; DETR guidelines; GOYH regulations; and the requirements of the accountable body.

To ensure wide understanding and transparency, the Board’s decision-making processes and financial regulations will be published as part of a BNDfC partnership handbook that will be distributed to all stakeholders.

The accountable body and its links to the partnership

We accept for the medium term that the accountable body for Burngreave New Deal for Communities will be Sheffield City Council. Following the completion of negotiations between BNDfC, Sheffield City Council and GOYH *a service level*

agreement will be agreed between BNDfC and the accountable body.

We expect that the functions carried out by the accountable body will be towards the minimum required of an accountable body. We want BNDfC, in support of the objective of building local capacity and rigor, to be able to carry out many of the functions (e.g. project appraisal and monitoring) within our Partnership team. We expect the accountable body to rigorously audit our systems and procedures to ensure that it is satisfied that it (the City Council) is able to discharge its accountable body responsibilities properly. We anticipate that the service level agreement will enshrine the eventually agreed responsibilities of both parties.

Arrangements for monitoring and measuring impact

Mention has already been made to the continuing role of the theme groups in terms of their potential contribution to the gathering of information from the community about programme ‘impact’. The groups will provide an accountability check for delivery partners and because of their close links to BCAF, will be an important channel for community feedback. In addition, BNDfC will undertake the following:

- *Participate fully in the national NDC evaluation*
- *Use the participants in the ‘Burngreave Visions’ workshop as a cohort to be re-interviewed every year to measure impact*
- *Building on the involvement of local people’s involvement in the base-line study, establish a team of local resident researchers / evaluators to carry out further research, feasibility and evaluation work*
- *Ensure that project proposers and delivery partners use robust methods for their own evaluation of their work.*
- *Look for and use good practice from elsewhere*
- *Disseminate the learning from Burngreave and network with others.*