

## **The Manchester Partnership Safer and Stronger Communities Fund Agreement 2005-2008**

### **The Manchester Context**

Manchester is experiencing a period of unprecedented economic growth. It has the fastest growing economy outside of London. Its GVA is £22,861 million, over one quarter of the North West regional economy and greater than the combined GVA of Liverpool and Leeds. It grew by 49% between 1995 and 2001 compared with 30.9% growth in the region and 36.6% in the UK. Over the last five years, 45,000 new jobs have been created.

Despite this however, Manchester continues to experience high and enduring levels of deprivation. The Index of Multiple Deprivation (IMD) 2004 places Manchester as the third most deprived local authority area in the England. This marks a deterioration on its position as 7<sup>th</sup> in the IMD 2000, which also showed 27 out of the 33 wards in the worst 10%, and a further 3 in the worst 20%. Harpurhey is now shown as the second most deprived ward in England. Underpinning this problem is a very high level of worklessness with around 35,000 people economically inactive and in receipt of benefits.

The challenge for the City is to ensure that the economic growth being experienced benefits local people. Manchester is working to create neighbourhoods where people choose to live because they are able to access good quality housing, feel safe from crime or the threat of crime, can access good quality public services, in particular schools, experience good levels of health and are enabled to travel to where opportunities, like jobs, exist using integrated high quality public transport. Equally important is the work going on to reduce the levels of worklessness in the City by enabling people back into the workplace as well as ensuring that the future generation of workers have the skills and qualifications needed by employers in the City. These factors are all inextricably linked and to tackle them effectively a thematic approach is taken in the City.

The Community Strategy sets out the City's high-level strategic priorities and the targets for achieving these strategies are set through the Local Public Service Agreement. The seven thematic partnerships co-ordinate the input of the key partners in the City into high level thematic strategies and are responsible for the delivery of services which address the main quality of life gaps. The Board functions at a high level to focus on those big picture issues likely to have the greatest impact on quality of life in the City. It's focus is on adding value to existing activity as well as performance managing thematic partnerships and ensuring cross-thematic working. The partnership is working towards achieving continuity between the budget and service strategies of the key partner agencies and the thematic partnership strategies.

This thematic approach is underpinned by a focus on neighbourhoods to ensure that the overarching strategies for the City are translated to locally focused actions. For some priorities, there are few or no areas of Manchester that reach national averages, but gaps between national and local performance are higher in some parts of the city than others. The gaps are widest in different parts of the city for different themes. A neighbourhood focus is needed to ensure that action is targeted towards neighbourhoods where gaps in performance are greatest as well as ensuring that the approach taken is appropriate to meet the needs of the diverse communities within the city.

### **The Development of the SSCF Agreement in Manchester**

Manchester welcomes the development of SSCF Agreements. Considerable effort has been put into developing the Manchester Partnership (LSP) over the last year with the aim of securing a partnership which drives forward the change agenda for the City, targets the key performance gaps in the City and is a vehicle through which partners are held account for their contribution to improving the quality of life of residents.

Whilst there remains a significant distance to travel, considerable progress has been made through:

- A restructure of the partnership to create a more “fit for purpose” structure
- The introduction of a performance management framework which has resulted in a real focus on performance which cuts across the whole partnership
- The development of the Board through an away day and follow up session to enable the Board to both start to develop as a team of leaders for the City and to be clear about it’s focus, composition and functionality.
- The establishment of a Management Group which both supports the Board and oversees the work of the seven thematic partnerships
- The development of the seven thematic partnerships towards becoming the key strategic partnerships for the City which co-ordinate the thematic planning, delivery and performance mechanisms for each theme with a focus on changing mainstream service delivery
- Involvement in the Places project which has lead to the development of closer working relationships between the theme groups involved, and a more informed relationship between the Manchester Partnership and Government Office. The Partnership is also seeking a more direct relationship with Government in order to take forward the issues that are highlighted in the Places report.
- The development of closer links with the democratic process through the agreement by the Manchester Partnership to be subject to scrutiny through the City Council Overview and Scrutiny processes. Individual thematic programmes of scrutiny are in the process of being worked up between Overview and Scrutiny Chairs and Thematic Partnership Chairs

The SSCF Agreement is seen by the partnership as a vehicle for building on these developments towards an LSP “with teeth” model. Whilst 2005/06 will operate as a transitional period due to the fact that much of the funding which makes up the 2005/06 SSCF allocation is already

allocated, this Agreement sets out the processes which the partnership will put into place during 2005/06 to develop a challenging and far-reaching agreement post 2006. It is our intention to seek local area agreement (LAA) pilot status through the next round of identifying an additional 40 LAA pilots. We view the LAA model as fundamental, not just to increasing local decision making and autonomy but equally importantly in providing a vehicle through which to increase the accountability of partners in the City to delivering performance improvements.

### SAFER AND STRONGER COMMUNITIES FUND STATEMENT OF AGREED OUTCOMES 2005/06 - 2007/08

The national outcomes for SSCF are listed below. Please list the mandatory and negotiated indicators/measures and targets for each. In two tier areas where the county is involved please state if it is a county target or to which district(s) it applies.

<b>National Outcome:</b> To reduce crime; to reassure the public and to reduce the fear of crime and anti-social behaviour; to reduce the harm caused by drugs.				
<b>Local Outcome</b>	<b>Local Indicators or measures</b>	<b>Targets to be achieved by 2008</b>	<b>Milestones 2006</b>	<b>Partner/body responsible for outcome delivery</b>
Reducing Crime		25%	Milestones not yet agreed by partnership. Commitment from partnership to review targets in 2006.	<b>CDRP</b>
Reduce domestic violence	To increase the reporting of domestic violence	10% 15324, baseline 13931		<b>CDRP</b>

	To reduce the number of repeat incidents by 10%	10% 4020. Baseline: 4467		<b>CDRP</b>
Reduce hate crime	To decrease the number of repeat victims of hate crime by 20%	Baseline: TBC		<b>CDRP</b>
Reduce anti-social behaviour	LPSA Target – awaiting agreement			<b>CDRP</b>
	To reduce youth nuisance by 20%	Target 15026 Baseline 18782		<b>CDRP</b>
Reduce drug related crime and substance misuse, including alcohol	Awaiting Home Office agreement			<b>CDRP</b>
Improving public reassurance	To be confirmed pending outcomes from LSP Quality of Life Survey			<b>CDRP</b>

**National Outcome:** To have cleaner, safer and greener public spaces.

<b>Local Outcome</b>	<b>Local Indicators or measures</b>	<b>Targets to be achieved by 2008</b>	<b>Milestones</b>	<b>Partner/body responsible for outcome delivery</b>
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Improve the quality of the built environment in deprived areas				SNP
Improve the quality of public space in neighbourhoods				SNP
Reduce level of graffiti, the number of abandoned vehicles, fly-tips and eye sore sites				Initially SNP, to become CDRP

**National Outcome:** To increase the capacity of local communities so that people are empowered to participate in local decision-making and are able to influence service delivery

<b>Local Outcome</b>	<b>Local Indicators or measures</b>	<b>Targets to be achieved by 2008</b>	<b>Milestones</b>	<b>Partner/body responsible for outcome delivery</b>
Increase the percentage of people who feel they can be involved in decisions in their local area	46.5% (2004/05 baseline: 44%)			All TPS supported by MCES working group
Increase the percentage of people who feel that they can influence decisions in their local area	35% (2004/05 baseline: 33%)			All TPS supported by MCES working group

Increasing the percentage of people who have worked in a voluntary capacity over the last 12 months	16% (2004/05 baseline: 11%)			
<b>National Outcome:</b> To improve the quality of life for people in the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery				
<b>Local Outcome</b>	<b>Local Indicators or Measures</b>	<b>Targets to be achieved by 2008</b>	<b>Milestones</b>	<b>Partner/Body responsible for outcome delivery</b>
Manchester Partnership Partners to have in place neighbourhood outcomes and targets as part of mainstream service delivery plans		Neighbourhood targets and outcomes embedded within service plans of full range of partners	Management Group supported by Area Co-ordination Team	

## Funding

Manchester takes the view that its SSCF Agreement should be as challenging and far reaching as is practicable. We are continually striving to achieve a focus on core mainstream activity through the work of the partnership and have made considerable progress in broadening the focus from one which is primarily focused on the allocation of short term funding to a bigger picture approach. It is our view that in including only those funding streams included within the SSCF implementation guidance there is a risk of becoming overly focused on the detail of relatively small funding streams.

There is a range of additional funding streams which contribute towards achieving the targets included within the SSCF Agreement. Whilst the SSCF funding tends to be used to directly address the target areas, there is a range of additional funding which supports the achievement of the targets through a longer term, more preventative approach. For example, the funding to support the environmental actions includes the clearing up of abandoned vehicles and the funding of the City's annual 100 days clean up campaign. Those additional funding streams which relate most closely to the target areas are included within this agreement and we will seek to extend this over the course of the next twelve months by working across the full range of thematic partnerships to identify their contribution to meeting the outcomes of the SSCF and the resources that they are able to commit.

It is important to note that some of the funding included within the Agreement may not be available after 2006. It will be important to establish an evidence base over the course of coming months to demonstrate, where appropriate, the value to the partnership of maintaining these activities and therefore seeking to identify alternative funding sources, from April 2006.

The way in which funding is allocated makes it difficult to profile against the specific local outcomes detailed in the table above. The table below summarises the funding allocations against the four national outcomes. A more detailed breakdown is available on request. Further information on how this funding will be utilised can be found in the Crime and Disorder Reduction Strategy and action plan, the Sustainable Neighbourhoods strategy and action plan and the Community Network for Manchester Delivery Plan.

**Table: Breakdown of Funding to support SSCF Agreement**

**National Outcome 1:** To reduce crime; to reassure the public and to reduce the fear of crime and anti-social behaviour; to reduce the harm caused by drugs.

	<b>NRF</b>	<b>SSCF</b>	<b>HMRF (cap)</b>	<b>HMRF (rev)</b>	<b>SRB</b>	<b>NDC</b>	<b>HO (rev)</b>	<b>Connexions</b>
Preventing Criminality	<b>945,000</b>	<b>303,000</b>	<b>195,900</b>	<b>2,700,000</b>	<b>21,041</b>	<b>78,938</b>	<b>174,000</b>	<b>30,000</b>
Capacity Building	<b>2,065,000</b>	<b>594,000</b>						
Supporting Victims	<b>520,000</b>	<b>97,000</b>						
Offender Targeting	<b>1,280,000</b>	<b>85,000</b>						
Designing Out Crime	<b>2,690,000</b>	<b>74,000</b>	<b>533,000</b>	<b>350,000</b>				

**National Outcome 2:** To have cleaner, safer and greener public spaces.

	<b>NRF (cap)</b>	<b>NRF (rev)</b>	<b>ERDF (cap)</b>	<b>ERDF (rev)</b>	<b>SRB</b>	<b>NDC (rev)</b>	<b>Other (cap)</b>	
Improving District Centres	<b>1,215,000</b>							
Environmental Action Budget		<b>790,000</b>						
North & South Regeneration			<b>685,423</b>					

Regeneration Teams		<b>497,251</b>						
					<b>49,000</b>			
						<b>76,000</b>		
Longsight District Centre (SEMMS) - South East Manchester Multi Modal study QBC – A6 quality bus corridor							<b>260,000</b>	
<b>National Outcome 3:</b> To increase the capacity of local communities so that people are empowered to participate in local decision-making and are able to influence service delivery								
	<b>NRF (rev)</b>	<b>ERDF (cap)</b>	<b>Other (cap)</b>	<b>CEF</b>	<b>CC (small grant)</b>	<b>CLC (small grant)</b>	<b>ERDF (rev)</b>	<b>ESF</b>
SNP Engaging Partners Budget	<b>1'418,588</b>							
North & South Regeneration		<b>854,080</b>						

Willow Park Housing, Sport England, MCC Funding – Woodhouse Park Lifestyle Centre & Benchill Community Resource Centre			4,200,000					
Community Network for Manchester Funding				493,040	592,000	156,000	403,000	124,779

**National Outcome 4:** To improve the quality of life for people in the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery

Existing LSP capacity to be used to develop approach. The identification of specific funding streams to support the development of neighbourhood targets will form part of this work.

## **Ownership and Management of the SSCF Agreement**

In the development of the SSCF Agreement for Manchester, it is important to achieve a shared sense of ownership across all partners. Whilst clear lead responsibilities have been identified within the Agreement, all partners have a role to play and, in particular, community engagement and neighbourhood management targets cut across all partner agencies.

The Management Board and Group will each have important roles to play in:

- performance managing the SSCF
- ensuring a cross-thematic approach in working to achieving targets
- achieving the buy-in of partners to the process
- helping to addressing barriers that arise that impede progress

## **Strategies for Achieving SSCF Targets**

### **Crime and Grime Targets**

The Manchester Partnership views the SSCF Agreement as an opportunity to more closely unite the crime and grime agendas. In order to achieve this, the CDRP and Sustainable Neighbourhoods Partnership (SNP) will be reviewing their structures over the course of the coming months to transfer those elements of the SNP currently responsible for the “grime” agenda into CDRP which is currently undergoing a restructure to achieve a sharper focus. This transition has been agreed in principle by both partnerships and the detail of the change is now being worked through for implementation in the early part of 2005/06. The change will bring together the CDRP strategy with elements of the SNP strategy. For the interim the strategies for achieving the crime and grime targets are set out within the CDRP and SNP strategies respectively. Both are attached as annexes to this Agreement.

### **Community Engagement Targets**

Responsibility for achieving the high level targets for community engagement in the City lies with all thematic partnerships. Each partnership has contributed to a community engagement action plan supported by the Community Engagement Working Group.

The Community Engagement Strategy is currently being reviewed with the aim of setting out a single approach for the City to community engagement of which the Civic Pioneers programme is an integral component. The outcome of this review will inform the ongoing development of this Agreement.

Underpinning the high-level community engagement targets is the delivery plan for the CN4M. The delivery plan is attached as an annex and forms an integral part of this Agreement.

The CN4M will be undergoing a review during 2005/06. The aim of the review is to ensure that the CN4M is fit for purpose to contribute to the delivery of the Manchester Partnership priorities. The outcome of the review will inform the SSCF Agreement.

### **Neighbourhood Management Targets**

The Manchester Partnership is working hard to embed an area focus across all of its work. The Neighbourhood Renewal Strategy sets out the City's approach to achieving a neighbourhood focus and is available on request. The development of an area focus is progressing at a faster pace with some thematic partnerships and partners than with others. The CDPR is in the process of restructuring to achieve a sharper neighbourhood focus and has adopted the practice of joint tasking and co-ordination between partners.

Overall the approach to neighbourhood working is underpinned by the Strategic Regeneration Framework (SRF) which cover all areas of the City. The SRFs are implemented locally through a system of ward co-ordination within the City Council. Other partners have similar neighbourhood structures such as Local Action Partnerships (CNME) and Heath Wards. The developing strategy for children and young people in the City will establish multi-agency district teams subject to district governance. The Manchester Partnership Board has identified neighbourhood focus as one of its four priority issues for the coming year.

The SSCF Agreement will provide a means to further develop neighbourhood working in the City. The Area Co-ordination team will support this process and will work with partners to identify fit for purpose structures which enable all partners to be more responsive to neighbourhood needs and improve their delivery.

## **Performance Management of the SSCF Agreement**

Whilst further guidance is awaited on the performance management requirements of the SSCF Agreement, it is envisaged that existing performance management processes can be utilised for the purposes of the SSCF.

The Manchester Partnership Performance Management Framework provides the means for managing performance across the partnership. The CDRP and SNP already provide the Manchester Partnership Board with quarterly performance data. The high level indicators relating to community engagement are new to the Partnership, however the PMF will provide the means through which to monitor progress.

The CN4M delivery plan is subject to performance management arrangements through Government Office North West. These existing arrangements will continue for 2005/06 although there will be increased transparency across the partnership through the sharing of CN4M performance information across the Board and Management Group.

The Board will oversee the performance management of the SSCF as it currently does for thematic partnerships.

## **Developing the Agreement for 2006 and beyond**

The Manchester Partnership intends to develop the SSCF Agreement along the lines of a Local Area Agreement (LAA) for 2006 and beyond.

It is anticipated that for 2006, the City will be allocated a single SSCF payment to be used as the Partnership deems appropriate to meet the performance targets contained within this Agreement. In addition to the SSCF allocation, Manchester has already included a number of additional funding streams within the Agreement which will be added to the SSCF "pot". Work will be progressed over the coming year to work with partners to identify elements of mainstream funding which can be ring-fenced to the SSCF and allocated accordingly.

This represents a significant shift and has the potential to add weight to the partnership. With increased local autonomy however comes increased accountability and options will be explored for increasing the accountability of partners for their contribution to performance targets.

Other important developments for the coming year include work with partners to develop neighbourhood management structures and the reviews of the community engagement strategy and the Community Empowerment Network.

Achieving the buy-in of partners will be fundamental to the success of the Agreement and effective communication will be an important part of this. A communications plan will be developed to help partners to understand the full implications of the SSCF/LAA, the impact it will have on them and their role in developing and implementing it.

The scope for all partners to sign up to this Agreement thereby accepting their responsibility for delivering performance improvements is potentially far-reaching. The reality of the Manchester Partnership Board holding partners to account for their performance is yet to be tested. There are issues outside of local control which will impact on our ability to move forward and we are seeking a close working relationship with Government to try to resolve some of these issues. The issues have been raised through our Places report and through the second generation Public Service Agreement negotiations. In summary, these issues are:

- **Sense of place.** All public servants should have a responsibility for the future success of the places in which they work as well as responsibility to client groups. This shift in thinking needs to be led from the top. Stronger support is needed from central government in helping to get regional agencies and local arms of government on board with working with LSP's, including considering introducing a clear requirement on agencies to do all they can to contribute to faster improvement in the most deprived areas.
- **Partnership working** needs more accountability. We agree with national minimum standards with outcome targets. We also agree that frontline services should be free to deliver. But there needs to be strategies and partnerships to join their delivery up to a vision and strategy for the places in which they work. Partnerships need to be accountable for delivery of their strategies to a level of governance between Whitehall and frontline delivery units. We need to look at partnership accountability in deprived areas where silo based improvements will not, on their own, enable PSA targets to be achieved. .
- **Inspection.** Local authorities are judged on their partnership role through the CPA and other inspections. It would help if their partners were more often inspected for their contribution. Inspection scores drive management action.
- **Relationship with Government.** We need a more open dialogue in which government departments engage in the design of solutions for specific places rather than waiting to react on the basis of national uniformity. Further discussions are needed on what mechanisms might be put in place as a result of the Places Project and our LPSA2 negotiation, to create an on-going dialogue on the more radical and place-specific changes that would speed up the rate of improvement in the quality of life of Manchester people. The LPSA 2 agreement includes

proposals for an explorer partnership involving a high level dialogue with Government on how public services are organised and managed to deliver the scale and speed of improvement needed. The agreement is about to be finalised, but it does not include details of how the explorer partnership will be taken forward. We are proposing that the Priority Places Group be the mechanism for moving this forward.

A project plan for the development of the SSCF for 2006 and beyond is appended to this Agreement.

### **Statement of Community Involvement**

The Community Network for Manchester have been fully involved in the development of this Agreement and are supportive of the approach that the Partnership is taking to the development of the Agreement towards a LAA model. CN4M are currently undergoing a review to investigate three main areas; effectiveness of the sub-networks, engagement with the Manchester Partnership and the C(L)C grants programme. It is envisaged that the review will provide specific recommendations for the CN4M to ensure its “fit for purpose” status in providing community engagement for voluntary sector organisations and community groups to the Manchester Partnership and neighbourhood focused activities.

The review of the Community Engagement Strategy will also inform the development of the Agreement and the focus will remain on the contribution of mainstream agencies to community engagement objectives.

The Community Network for Manchester’s Delivery Plan has been drafted in response to the emerging Safer and Stronger Communities Fund, the future LAA process and the recent Community Engagement Strategy review.

### **Race Equality Proofing**

The Safer and Stronger Communities Fund Agreement, together with the Crime and Disorder Strategy, will complement the work of Agenda 2010. Agenda 2010 is a framework for delivering race equality in the City of Manchester over a 10-year period that incorporates actions from partners in the statutory and voluntary sectors. It is a priority for the partnership to ensure that citywide and local programmes dealing with other crime and disorder objectives reflect diversity issues. This means checking whether programmes and agency actions are including ethnicity within any assessment of offending, victimisation and general risk of crime. The Race Equality Group will assist, support and lead the partnership in working towards this priority.

The Race Equality Group, chaired by a Divisional Commander from Greater Manchester Police, will have defined outcomes that will be set from consultation with Manchester People. The group will review its focus annually in line with the Agenda 2010 Conference to ensure concerns are reflected throughout the strategy period.

The group will have four main areas of work which will focus on:

- Increasing community engagement in the delivery of crime and disorder activity
- Reducing the risk of offending and victimisation for over represented groups as identified through tactical and strategic assessments
- Ensuring enforcement powers are used proportionately
- Ensuring Crime and Disorder agencies and voluntary groups engaged in the process of delivery are operating to a Race Equality Scheme or where this is not a statutory requirement governance schemes that replicate this

The 2002 strategy laid the foundations to reduce the level of racist incidents and our work will still progress in this area. By continuing to provide a mainstream service to report race and hate crime in Manchester, the group will focus on the support provided by agencies to the victims of race and hate crime.

The newly formed group will also:

- Work with the longer established communities of Manchester through new and innovative projects in which we aim to develop an improved education around equality for all community members
- Develop a forum for voluntary groups who have an interest in crime and disorder issues
- Ensure that black and ethnic minority groups are fully involved in the Forum's activities
- Strive to improve the service provision for Manchester people who may have been the victim of a hate crime
- Develop support systems through initiatives such as community alarms for victims of hate crimes to all vulnerable groups

We will also encourage all our partner agencies to identify methods of improving the rehabilitation of perpetrators of hate crime so that they may better understand the negative impact of their actions on the community.



