

Governance, neighbourhoods & service delivery – connecting the structural strands



Presentation by Dr. Steve Griggs, Inlogov & Mark
Bramah, Assistant Chief Executive

**Full Association meeting, Friday 25 January 2008, Our
Dynamic Earth, Edinburgh**

www.apse.org.uk



1. GOVERNANCE, NEIGHBOURHOODS AND PUBLIC VALUE

Rationales for Neighbourhood Governance



- Civic rationale: citizen participation and active communities
- Social rationale: citizen well-being and stakeholder collaboration
- Political rationale: accessibility, responsiveness and accountability
- Economic rationale: efficiency and effectiveness

(Lowndes and Sullivan, 2007)

Different designs borrowing different rationales (Lowndes and Sullivan, 2007)



	Neighbourhood empowerment	Neighbourhood partnership	Neighbourhood government	Neighbourhood management
Primary rationale	Civic	Social	Political	Economic
Key objectives	Active citizens and cohesive communities	Citizen well-being and regeneration	Responsive and accountable decision-making	More effective local service delivery
Democratic device	Participatory democracy	Stakeholder democracy	Representative democracy	Market democracy
Citizen role	Citizen; voice	Partner; loyalty	Elector: vote	Consumer choice
Leadership role	Animateur, enabler	Broker, chair	Councillor, mini-mayor	Entrepreneur, director
Institutional forms	Forums, co-production	Service board, mini-LSP	Town councils, area committees	Contracts, charters

An array of challenges and political choices



- Reconciling participatory neighbourhood governance with traditional patterns of accountability and representation;
- Too small a unit of governance to influence policies over which citizens want a say; just pushing down 'problems' but without capacity to address them;
- Neighbourhood engagement as new form of 'incorporation' of community demands, creating cadre of 'expert citizens' divorced from 'everyday makers' and communities;
- Yet equally potential 'burnout' of community leaders and insufficient capacity of community and voluntary sectors; will neighbourhoods attract leaders and representatives with requisite skills

An array of challenges and political choices



- Hampers the capacity of local authorities to engage in the likes of place-shaping and community leadership agenda; failure of metagovernance or strategic steering.
- Produces diversity of service delivery across neighbourhoods and inefficiencies of scale;
- Potential exclusionary dynamics of engagement; privileging dominance of particular groups and enhancing fragmentation across localities;
- Poor vertical and horizontal connections between neighbourhoods and other levels of governance, revealing 'ad hoc inconsistent arrangements'; constraints of national performance targets and regulatory regimes

(See for example the work of Bang, 2005; Lowndes and Sullivan, 2004; Lowndes and Sullivan, 2007; Smith, Lepine and Taylor 2007).

Our research focus...



- How might we start to design local authority institutions for neighbourhood governance so as to deliver public value?
- And how are we to understand the implications for local stakeholders of 'designing in' particular elements of different rationales?
- About mapping different institutional designs and their implications; what they enable and what they constrain.

Questions of organisational design



- Drawing upon the work of Mintzberg, how are we to envisage the strategic apex of a local authority within the context of neighbourhood governance?
- And the role and functions of the operating core? What about questions of line-management? Support and technostructure?
- Looking at the strategic apex, what governance mechanisms facilitate the strategic leadership and coordination of neighbourhoods to ensure the production of public value across a locality?;
- WHILST enabling ward councillors to advocate residents' concerns, to influence strategic service delivery, and broker agreements between local neighbourhood partners (Foot and Newman, 2006).

After all...

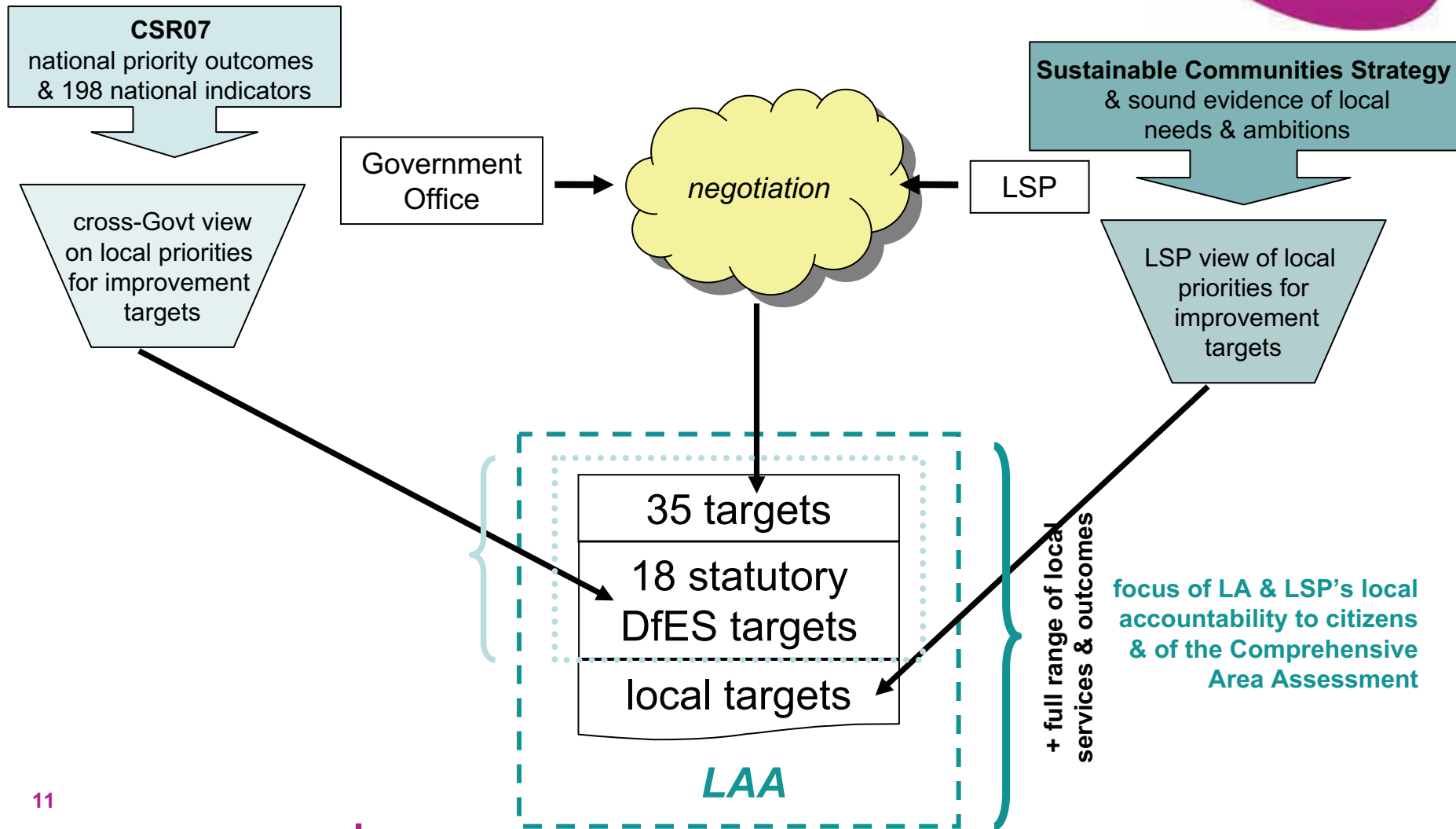


- As Lowndes and Sullivan (2007: 20) argue:
‘Neighbourhoods can’t do everything; we need to concentrate on what they are best placed to do – and on how to manage the inevitable trade-offs they throw up. We need to develop a conception of [...] “a good political life” at the neighbourhood level and then explore in detail the implications for citizens, representatives, leaders and public servants.’

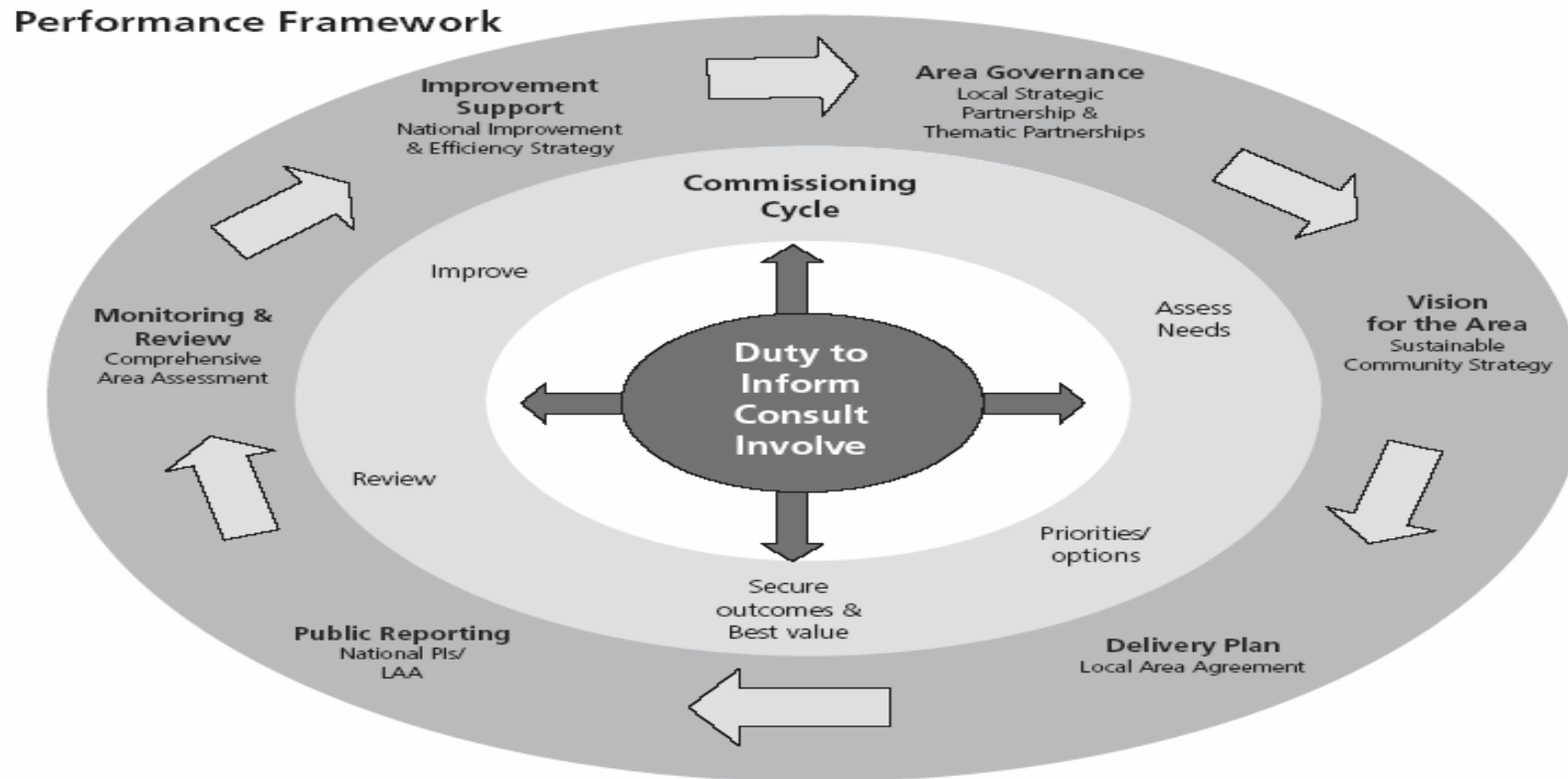


2. BUILDING A LOCAL PERFORMANCE FRAMEWORK

New Local Area Agreements



A new Performance Framework for local government



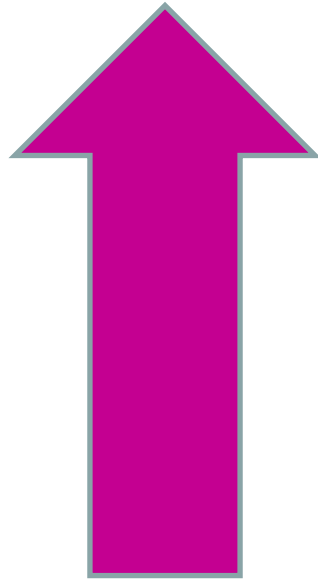
The shapes of performance management



New Performance Management



**Data reported upwards to
Service Managers, Executive
managers, Members,
Auditors, Government**



Reportable data

Actionable data



**Data used to influence
service outcomes and
inform citizens and
service users**



3. DEVELOPING NEIGHBOURHOOD MANAGEMENT

What is neighbourhood management?



Neighbourhood management: Lessons from working for communities pathfinders – The work of Alison Brown for the Scottish Government

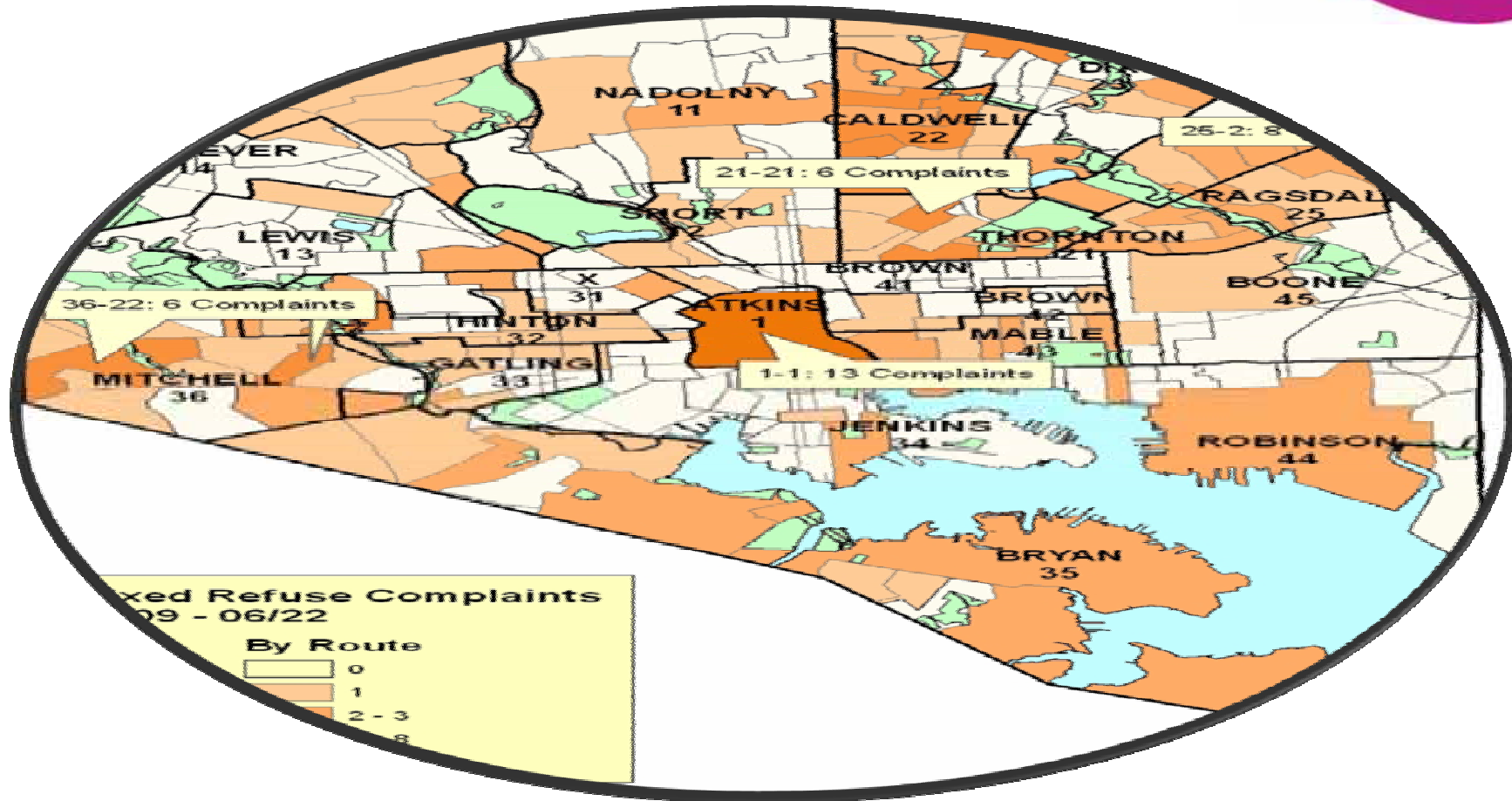
“... Neighbourhood management could be part of area co-ordination of services, where accountability is to an area rather than a service structure. It can be taken forward as part of community planning, better neighbourhood services, best value, social inclusion, partnerships and related initiatives.”

Aspects of neighbourhood management



- Wide spectrum of activities from estate action teams through to service decentralisation and area governance.
- It can be led by service providers of communities.
- Community ownership of problems and solutions.
- Balancing cost effectiveness against local responsiveness and flexibility – better use of performance data.
- Safer, cleaner greener.
- Area based regeneration and local economies.
- Multi-agency and cross-sectoral.

Baltimore - CITISTAT

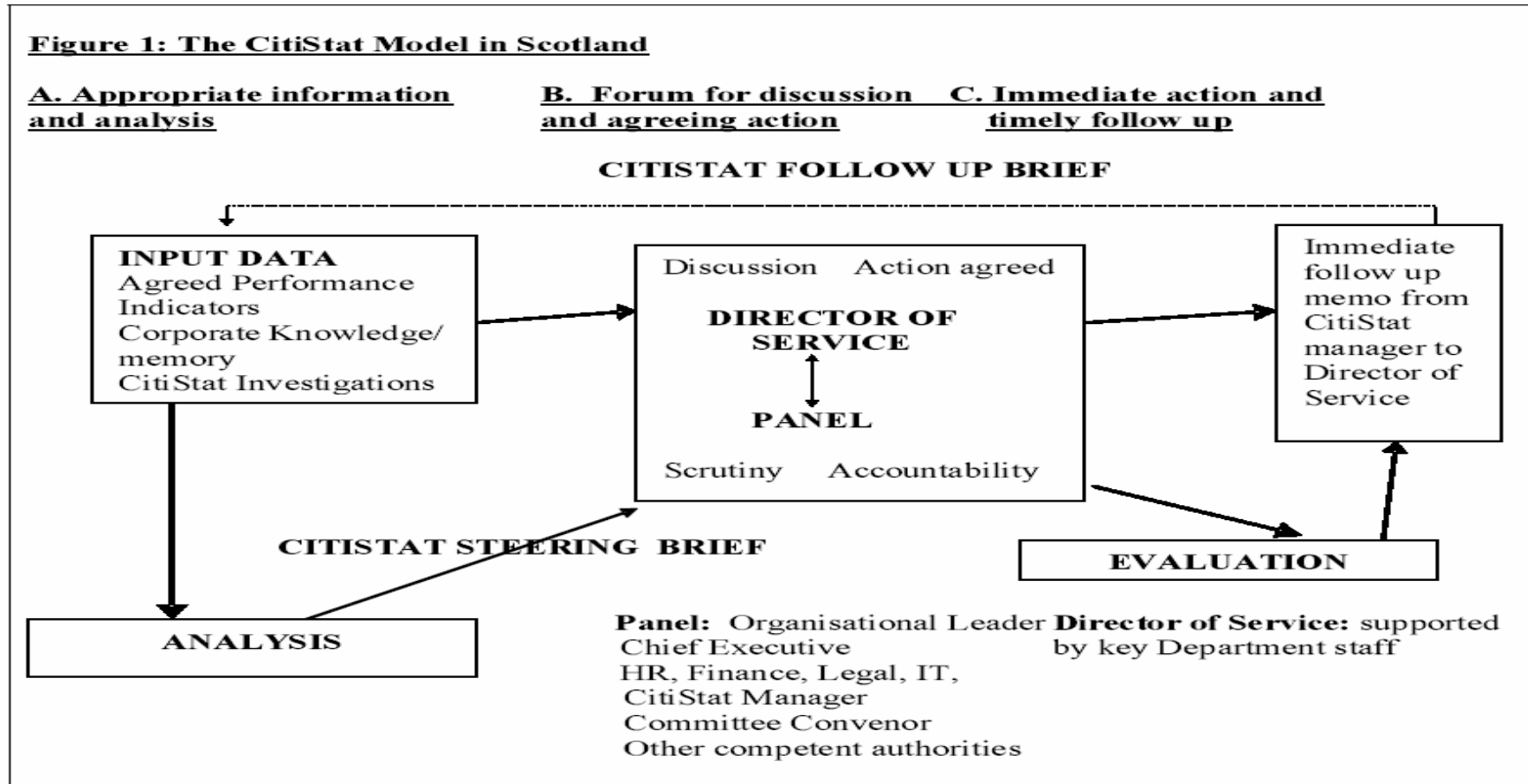




What is Citistat?

- Grew out of CompStat – New York City Police in 1990's
- Introduced by the Mayor of Baltimore Martin O'Malley in 2000 to address excessive absenteeism and overtime.
- Developed into a data driven management system designed to monitor and improve performance across all city departments.
- Tracks a range of local government performance indicators using standard software packages.
- Bi weekly reporting to the Mayor at high level meetings.

CITISTAT – SCOTTISH EVALUATION



Evaluation of CitiStat pilot

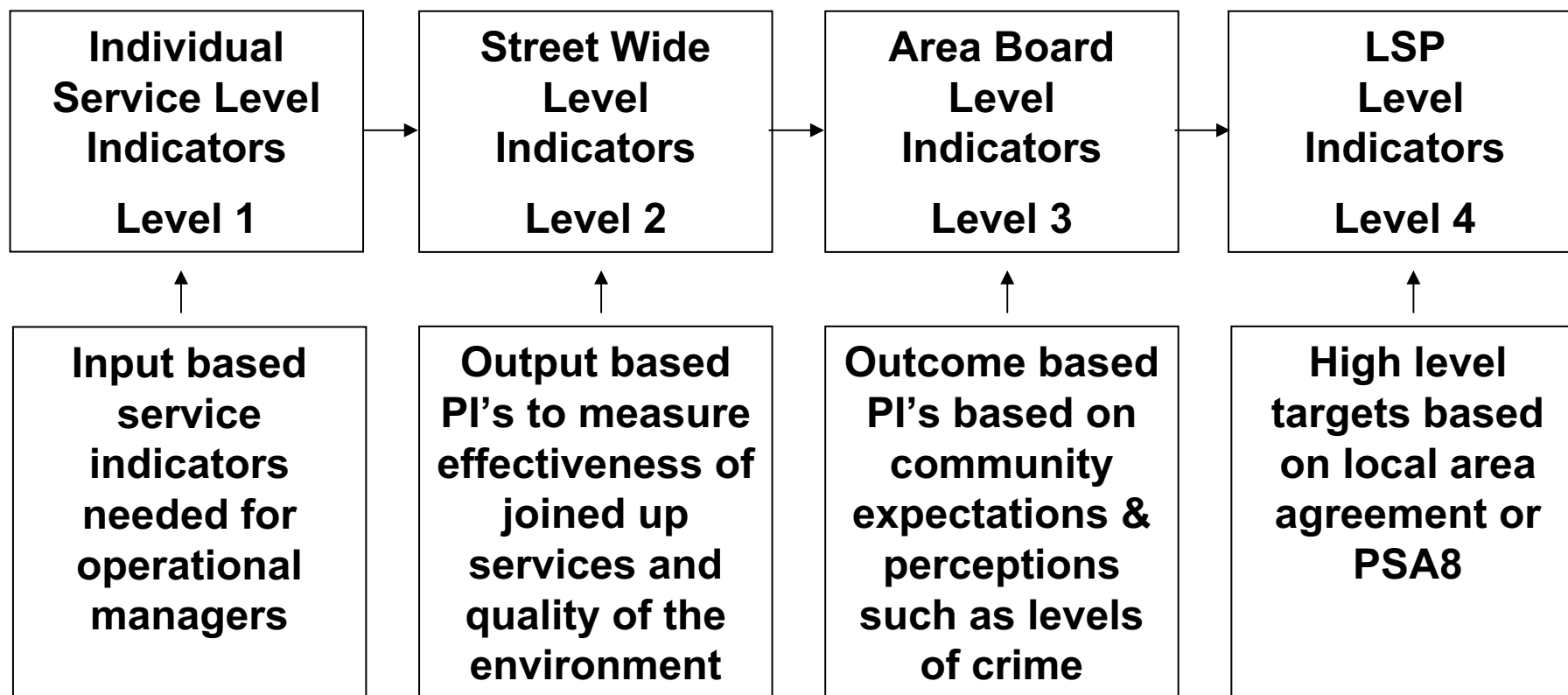


- Flexibility of the model to fit existing governance and accountability structures and be structured in ways to suit different organisational contexts.
- The high level of involvement of Chief Executives and senior non-executives.
- The challenge process of the CitiStat Panel, including praise and recognition of achievements.
- Enhanced data quality and analysis.
- Stronger links between the data, performance and agreed actions and the focus on generating action and change.
- Dialogue between key stakeholders that enhances mutual understanding and communication.
- The use of CitiStat as the driver for organisational and cultural change



4. DEVELOPING A LOCAL PERFORMANCE FRAMEWORK

APSE "NEIGHBOURHOOD" PERFORMANCE INDICATORS



Drivers



- Local community choice
- Customer focus & accountability
- Reflects customer perspectives
- Extensive basis for benchmarking
- Builds on proven methods & networks
- Assists process management
- Could encompass National Indicators

Methodology



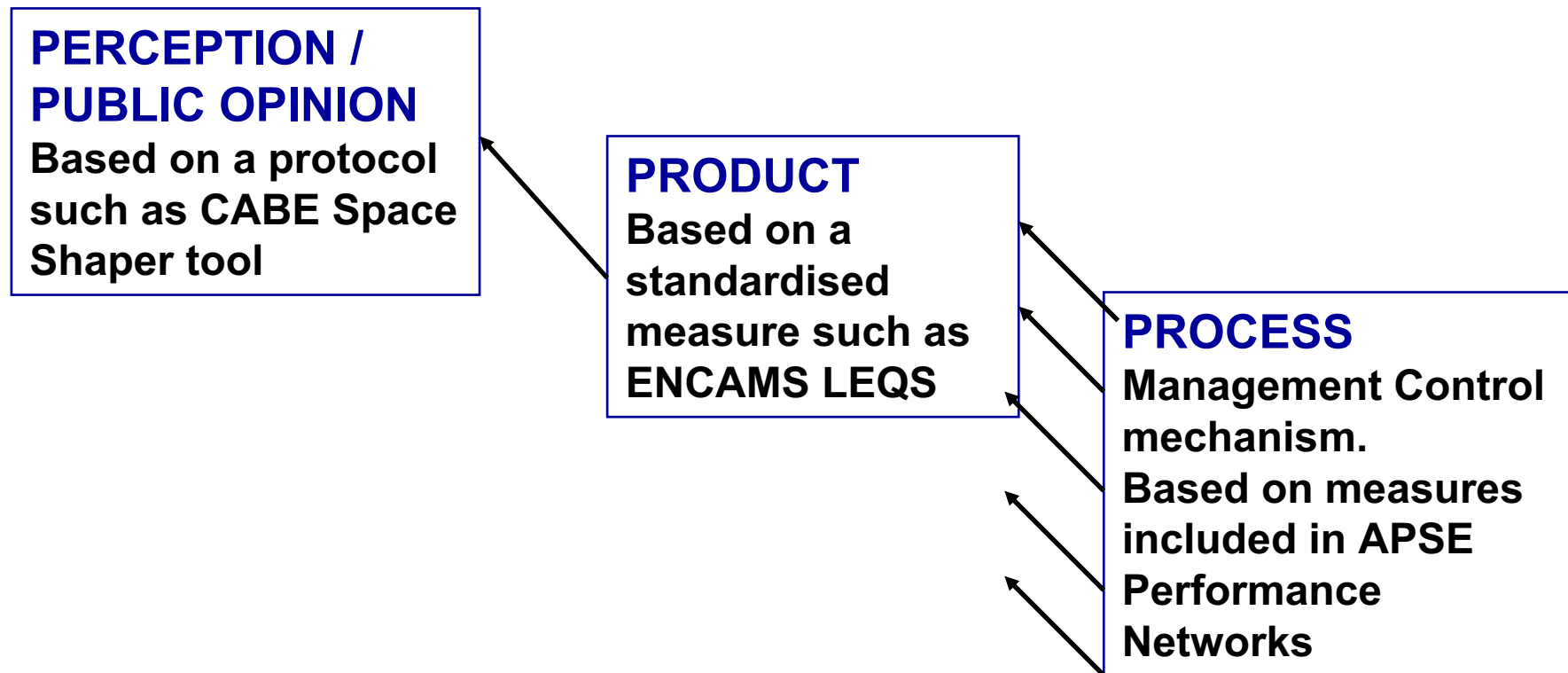
- Voluntary
- Provides local choice
- Based on proven methodologies
- Supported by existing networks
- Recommended by LGA

Methodology cont..



- **Core Feature** - A Library of LEQ Indicators
- Indicators can be added, modified or removed
- Each indicator will have three perspectives:
 - ***Customer Opinion***
 - ***Consistency of Output/Service*** experienced by public
 - ***Process Efficiency & Effectiveness***
- Prescribed methods of measurement & presentation

LOCAL FRAMEWORK MODEL



Pilot Authorities



- Allerdale – South Workington NMA
- Lancaster – Poulton NMA
- Sheffield – Walkley / Walkley Bank
- Southwark – Nunhead

- Pilot started – end October 2007
- Pilot Completion – end February 2008

LOCAL SERVICES

LOCAL SOLUTIONS



Contact details

Mark Bramah, Assistant Chief Executive

Email: mbramah@apse.org.uk

Association for Public Service Excellence

2nd floor Washbrook House, Lancastrian Office Centre, Talbot Road,
Old Trafford, Manchester M32 0FP.

telephone: 0161 772 1810

fax: 0161 772 1811

web: www.apse.org.uk

