



Scrutiny Co-ordination Committee

Time and Date

10.00 am on Wednesday, 19th February, 2014

Place

Committee Rooms 2 and 3 - Council House

Public Business**1. Apologies and Substitutions****2. Declarations of Interest****3. Minutes** (Pages 5 - 10)

- (a) To agree the minutes of the previous meeting held on 22nd January, 2014
- (b) Matters Arising

4. Overview and Scrutiny Management (Pages 11 - 24)

The following matter is reported to Scrutiny Co-ordination Committee, in accordance with paragraph 2.6.4 of the City Council's Constitution, it being responsible for the overall co-ordination of the Overview and Scrutiny function and related responsibilities:

Cabinet Member (Public Services) Item of Urgent Public Business**Petition and Consultation Results Daventry Road Improvement Scheme**

The Cabinet Member (Public Services) considered the above report at her meeting on 10th February, 2014. Councillor Clifford, the nominee of the Chair of Scrutiny Co-ordination Committee, attended the meeting and agreed that the decision was urgent and call-in should not apply. In accordance with paragraph 4.5.3.1 of the Council's Constitution, the report is presented to Scrutiny Co-ordination Committee to inform them of the reason for urgency. The reason for urgency was that the works must be completed before 23rd March, 2014 when Warwick Road is due to be closed for approximately 12 months in connection with the Friargate development. Quinton Road will be one of the routes vehicles will use to avoid Warwick Road while it is closed.

Therefore having planned works taking place on this route while the closures are in place could cause major disruption and be against the public interest, as well as causing reputational damage to the City Council. Although the Daventry Road scheme was originally planned to be completed in plenty of time before this date, due to the design and consultation process taking longer than expected, and then the petition being received, there won't be enough time to complete the scheme before 23rd March should the decision be delayed by the call-in process.

Report of the Executive Director, Place (attached to assist Members in understanding the reason for urgency)

10.10 a.m.

- (a) **Empowering Communities through Asset Based Working** (Pages 25 - 38)

Briefing Note of the Director of Public Health

10.55 a.m.

- (b) **Evaluation of Approaches to Enabling Communities Through Asset Based Working, Including Evaluation of the Community Development Service** (Pages 39 - 48)

Briefing Note of the Director of Public Health and the Executive Director, People

Councillor Townshend, Cabinet Member (Community Safety and Equalities) has been invited to the meeting for the consideration of these two items

11.40 a.m.

6. Outstanding Issues

All outstanding issues have been included in the Work Programme

7. Scrutiny Co-ordination Committee Work Programme 2013/2014 (Pages 49 - 54)

Report of the Scrutiny Co-ordinator

8. Any Other Items of Public Business

Any other items of public business which the Chair decides to take as a matter of urgency because of the special circumstances involved.

Private Business

Nil

Chris West, Executive Director, Resources, Council House Coventry

Tuesday, 11 February 2014

- Notes: 1) The person to contact about the agenda and documents for this meeting is Liz Knight, Democratic Services, Council House, Coventry, telephone 7683 3073, alternatively E-mail: liz.knight@coventry.gov.uk
- 2) Council Members who are not able to attend the meeting should notify Liz Knight no later than 9.00 a.m. on the day of the meeting, giving their reasons for absence and the name of the Council Member (if any) who will be attending the meeting as their substitute.
- 3) Scrutiny Board Members who have an interest in any report referred to this meeting, but who are not Members of this Committee, have been invited to notify the Chair by 12 noon on the day before the meeting that they wish to speak on a particular item. The Member must indicate to the Chair their reason for wishing to speak and the issue(s) they wish to raise.

Membership: Councillors F Abbott, J Blundell, J Clifford (Deputy Chair), C Fletcher (Chair), T Khan, R Sandy, T Skipper, S Thomas and K Taylor

By invitation Councillors

Please note: a hearing loop is available in the committee rooms

If you require a British Sign Language interpreter for this meeting
OR if you would like this information in another format or
language please contact us.

Liz Knight, Governance Services - Telephone: 024 7683 3073
E-mail: liz.knight@coventry.gov.uk

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Agenda Item 3

Minutes of the Meeting of Scrutiny Co-ordination Committee held at 10.00 a.m. on 22nd January, 2014

Present:

Committee Members: Councillor Fletcher (Chair)
Councillor Clifford (Deputy Chair)
Councillor Abbott
Councillor Blundell
Councillor T Khan
Councillor Sandy
Councillor Skipper
Councillor Taylor
Councillor Thomas

Employees (by Directorate):

Chief Executive's: K. Larsen, B. Lee, H. Shankster, R. Tennant
People: S. Brake, H. Simmonds
Place: P. Singh, R. Young
Resources: S. Bennett, A. West

Public Business

55. Declarations of Interest

There were no declarations of interest.

56. Minutes

The minutes of the meeting held on 11th December, 2013 were signed as a true record.

Further to Minute 51 headed 'Welfare Reform', the Committee noted that their recommendations in relation to this matter had been considered by the Cabinet Member (Strategic Finance and Resources) at his meeting on 20th January, 2014 (His Minute 47/13 refers)

57. Overview and Scrutiny Management

Cabinet Member (Education) Item of Urgent Public Business – Proposed Expansion of Edgewick Primary School 2015/16

The Committee received a copy of a report of the Director of Education and Inclusion that had been considered by the Acting Cabinet Member (Education) at his meeting on 19th December 2013 relating to the proposed expansion of Edgewick Primary School. The Committee noted that Councillor Clifford, the nominee of the Chair of Scrutiny Co-ordination Committee, had attended the Cabinet Member meeting and agreed that the decision was urgent and that call-in should not apply. In accordance with paragraph

4.5.3.1 of the Council's Constitution, the report was presented to the Scrutiny Co-ordination Committee to inform them of the reasons for urgency. The reason for urgency was that in order to meet commitments towards the grant conditions for targeted basic need, the statutory consultation needed to be completed by the end of May 2014 and to meet this deadline, formal consultation had needed to begin on 6th January, 2014 for recommendation to Cabinet in March 2014.

58. **Public Safety – Pilot Risk Assessment to Manage Service Demand**

The Committee considered a Briefing Note of the Executive Director, Place which indicated that Regulatory Services receives over 6,000 complaints and incidents each year covering the areas of Trading Standards, Environmental Health, Environmental Protection and Licensing. With resources in the service area having reduced by 21% since 2010, it was no longer possible to respond to every issue. Service demands needed to be prioritised, intelligence led and supported by signposting or self-help mechanism so that expectations can be properly managed in the future.

A risk assessment tool to assess and prioritise reactive work was developed initially in the Trading Standards teams and it was now proposed to trial the model across all of Regulatory Services. After the trial, approval would be sought to use it in future to formally manage the level and types of response to reactive casework in all teams.

The Briefing Note detailed the trial draft model across Regulatory Services in areas where there is currently no recognised guidance. Where reactive work is determined as low risk or medium low risk, then officers will identify how service demand could be met in other ways, such as through website information, standard guidance, referral or recording as intelligence only. An appendix to the Briefing Note detailed examples of potentially low risk complaints and how they could be dealt with.

The Committee questioned officers on aspects of the proposed trial including:-

- The degree of subjectivity used by officers and how consistency in the way similar cases are treated can be ensured.
- How records are kept and monitored to enable “patterns” to be identified rather than treating all cases in isolation.
- Ensuring consistency in the way that smaller and larger retailers are treated.
- How the change in the public’s expectations of the service will be communicated and managed. The Committee noted that following the trial it was intended that there would be a proactive public campaign to provide advice and support for members of the public.

RESOLVED:-

- (1) That the Committee notes that a risk based analysis of reactive casework is to be trialled across Regulatory Services for two months.**
- (2) That the Committee supports a report back on the outcome of the trial and, based on the evidence, considers a proposal for future**

implementation of a wide risk based assessment of reactive casework in Regulatory Services.

59. Effectiveness and Quality of Recent Consultation Exercises Carried Out by Coventry City Council

The Committee considered a report of the Chief Executive, which had previously been considered by the Cabinet Member (Community Safety and Equalities) (His Minute 60/13 refers), and which addressed the effectiveness and quality of recent consultation exercises conducted by Coventry City Council. A Briefing Note attached to the report outlined the Cabinet Member's consideration of this issue, including an additional recommendation requiring officers to consult broadly with Trade Unions, faith groups and residents groups with a view to promoting policies that will develop good consultation practices.

The report provided examples of consultation methods used for a sample of high profile recent consultations and demonstrated that a range of ways to take part had been offered. The report emphasised that in order to maximise participation of those most interested or affected, consultations should be designed to: use the engagement methods preferred by those most affected; remove barriers to participation; be meaningfully written or explained; and be carefully promoted. Guidelines and good practice already existed within the Council, along with mechanisms to help officers leading consultations. It was important that these continued to be provided and promoted across the Council to ensure that future consultations were fit for purpose and offered the most appropriate consultation methods to encourage participation by those most affected.

The Committee considered what role elected Members could play in promoting good formal consultation and community engagement practice and questioned officers on aspects of the report, including:-

- Different types of consultation undertaken by the City Council, such as statutory and non-statutory and prescribed and non-prescribed consultations
- Action taken to ensure views expressed on behalf of a group of people are representative of that group and not reflective of just the lead spokesperson
- What efforts are made to engage with the more "difficult to reach" groups
- How feedback from consultations is used to shape council services
- The cost of consultations and whether business opportunities had been explored for the Council's Insight Team (who undertake consultations) in relation to the use of their knowledge and expertise by outside organisations

RESOLVED that the following recommendations be submitted to the Cabinet Member (Community Safety and Equalities):-

- (1) That, in order to monitor budget implications, the Cabinet Member considers requiring the inclusion of consultation cost details in future reports**

- (2) That further work be carried out to monitor and measure the effectiveness and success of work undertaken to target the more “hard to reach” groups and engage the members, as well as the leaders, of groups and communities
- (3) That whilst endorsing the principles of current consultation practise, support be given to moving on from “consultation” to a more “engagement” approach, with an emphasis on co-design, using feedback to shape future services and building on the assets in communities, particularly in the light of increasing budgetary pressure on public services
- (4) That the Cabinet Member recognises that successful engagement has an important role to play in strengthening democracy
- (5) That consideration be given to exploring all business opportunities for the Council’s Insight Team in relation to the use of their knowledge and expertise by outside organisations

60. **Fact-Finding and Civic Visit to Jinan, China**

The Committee considered a report of the Lord Mayor and the Executive Director, Place, which detailed a fact-finding and civic visit to one of Coventry’s twin cities, Jinan, China between 21st and 28th October, 2013. The visit was facilitated by the China Britain Business Council, a membership organisation which specialises in UK China trade activity, effectively acting as the arm of UK Trade and Investment in China. The itinerary included both high level civic events and business meetings in Jinan and Beijing. This provided an excellent insight into future trade and investment opportunities with China and emphasised the importance of retaining and building on relationships with key decision makers from both the Chinese Government and the Chinese business community.

The Committee questioned officers on aspects of the visit and the detailed Action Plan currently being developed by the Business Investment Team to facilitate further trade and investment opportunities with selected overseas destinations, the ultimate objective of such a plan being to stimulate trade, increase business investment and create new jobs.

RESOLVED that the Committee:-

- (1) **Endorses the report of the fact-finding and civic visit to Jinan and Beijing and the positive outcomes achieved**
- (2) **Agrees that the Leadership’s initiative to more closely engage the Lord Mayor’s Office in economic development matters is beneficial**
- (3) **Supports the development of a detailed Action Plan to facilitate further trade and investment opportunities with selected overseas destinations**

61. **Scrutiny Co-ordination Committee Work Programme 2013/14**

The Committee considered and noted the Work Programme for 2013-2014.

62. **Outstanding Issues**

The Committee noted that all outstanding issues had been included in the Work Programme for the current year.

63. **Any Other Items of Public Business**

There were no additional items of public business.

(Meeting closed: 12.10 p.m.)

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Cabinet Member (Public Services)

10 February 2014

Name of Cabinet Member:

Cabinet Member (Public Services) – Councillor Lancaster

Director Approving Submission of the report:

Executive Director, Place

Ward(s) affected:

Cheylesmore

Title:

Petition and Consultation Results – Daventry Road Improvement Scheme

Is this a key decision?

No

Executive Summary:

A petition with 215 signatures has been presented by Councillor Noonan to request amendments to the proposed improvement scheme on Daventry Road between Quinton Road and Queen Isabel's Avenue. In accordance with the City Council's procedure for dealing with petitions, those relating to traffic management related schemes are heard by the Cabinet Member (Public Services). The petition was in response to a 'Street News' consultation which was delivered to around 250 properties and shops in this area; 81 responses have been received as well as the petition.

The costs of the proposed road changes and associated Traffic Regulation Orders relating to the Friargate Bridge and associated mitigation measures will be funded by external grant from the Regional Growth Fund and European Regional Development Fund.

Recommendations:

The Cabinet Member (Public Services) is recommended to:

1. Note the concerns and suggestions of the petitioners and consultees.
2. Approve implementation of the revised scheme (indicative layout shown in Appendix C).
3. Subject to the approval of recommendation 2 above, approve the use of an experimental Traffic Regulation Order (TRO) to close the exit from the service road on to Quinton Road to enable the situation to be monitored.

List of Appendices included:

- Appendix A – Scheme plan consulted upon
- Appendix B – Alternative plan attached to petition
- Appendix C – Scheme plan recommended for implementation
- Appendix D – Summary of consultation responses and petition comments received with officer responses.

Other useful papers:

Cabinet Report, Tuesday 13th August 2013, Item 10 – Whitley Junction – Road Improvements
Cabinet Report Tuesday 11th February 2014 – Friargate Bridge Additional Works (available from 03.02.14)

These reports are available to view on the council's website: www.coventry.gov.uk/moderngov

Has it been or will it be considered by Scrutiny?

In accordance with paragraph 4.5.27 of the Constitution, Councillor Fletcher, Chair of Scrutiny Co-ordination Committee, has been invited to attend the Cabinet Member (Public Services) meeting to agree the need for urgency such that call-in arrangements will not apply. The reason for urgency is that the works must be completed before 23rd March 2014 when Warwick Road is due to be closed for approximately 12 months in connection with the Friargate development. Quinton Road will be one of the routes vehicles will use to avoid Warwick Road while it is closed. Therefore having planned works taking place on this route while the closures are in place could cause major disruption and be against the public interest, as well as causing reputational damage to the City Council. Although the Daventry Road scheme was originally planned to be completed in plenty of time before this date, due to the design and consultation process taking longer than expected, and now the petition being received, there won't be enough time to complete the scheme before 23rd March should the decision be delayed by the call-in process.

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title:

Petition and Consultation Results – Daventry Road Improvement Scheme

1. Context (or background)

- 1.1 A petition with 215 signatures has been presented by Councillor Noonan to request amendments to the proposed improved scheme on Daventry Road between Quinton Road and Queen Isabel's Avenue. The petition was in response to a 'Street News' consultation leaflet which was delivered to around 250 properties and shops in this area, and extra copies were available in some of the shops. 81 responses to the consultation were received, and some of these people also signed the petition. Appendix A contains the scheme plan which was consulted upon.
- 1.2 The petition states *"Please find attached a list of reasons why we the undersigned are opposed to the proposed traffic arrangements for Daventry Road. Also we have drawn up an alternative plan that we hope you will give consideration to."* The alternative plan presented with the petition can be found in Appendix B. A detailed list of reasons was included with the petition and has been summarised in Appendix D.
- 1.3 This scheme is one of several that are being carried out to facilitate the works at Junction 6 of the ring road as part of the Friargate development. In order to build the new Junction 6, Warwick Road will need to be closed for approximately 12 months from 23rd March 2014. Therefore a deadline has been set for all the Friargate enabling works (Daventry Road improvement scheme being one of them) to be completed before this date. Subject to Cabinet Member approval to proceed with the scheme on 10th February, this would allow just less than 6 weeks to implement the scheme. It is expected that this full period is necessary in order to complete the detailed design, advertise the experimental Traffic Regulation Order, and build on site.
- 1.4 The service road outside the shops on Daventry Road is one way and is entered from Queen Isabel's Avenue near the junction with Daventry Road. The exit is situated near the junction of Quinton Road / Daventry Road. Echelon parking bays are provided on the service road. Due to the popularity of the shops, and the number of people that visit by car, there are often queues to get in and out of the service road. This can cause congestion in the surrounding area.
- 1.5 The junctions of Quinton Road and Quinton Park with Daventry Road are close together and very well used. Many drivers turn left out of one road and right into the other road, and vice versa. Many drivers also turn right at these junctions on to Daventry Road. All of these manoeuvres in close proximity, combined with vehicles exiting the service road, can cause congestion at peak times.
- 1.6 There have been 8 recorded personal injury collisions on Daventry Road in the area affected by the scheme, 3 of which involved pedestrian casualties.

2 Options considered and recommended proposal

- 2.1 The proposed improvement scheme aims to alleviate some of the congestion and safety issues by incorporating mini-roundabouts, and providing a formal access and exit for the service road. This will give drivers a better chance to get in and out of the service road, and improve their manoeuvrability through the junctions. This would be combined with build outs to make it easier for pedestrians to cross. It also aims to increase the overall number of parking spaces in the service road from 53 to approximately 60 (an increase of around 7 depending on detailed design), by allowing some parking on the area between the service road and Daventry Road central reservation.

- 2.2 The petitioners and a number of the consultation responders are concerned that the proposed layout would not achieve the stated aims of congestion reduction and improved safety and have suggested an alternative layout (shown in Appendix B) which they consider would work better. A summary of the petition and consultation comments are listed in Appendix D, with responses to the issues raised.
- 2.3 A number of other options and variations for the road layout were considered before consultation was undertaken. This included restricting certain manoeuvres, introducing traffic signals, moving the entrance and exit of the service road to different locations, building one roundabout to incorporate both the Quinton Road and Quinton Park junctions, and introducing one mini roundabout at the Quinton Road junction. It also included an option similar to the alternative layout presented with the petition. All options had advantages and disadvantages but the chosen scheme was considered to best achieve the objectives of the scheme.
- 2.4 As a result of the consultation responses and suggestions made in the petition, a number of changes have been made to the design that will address most of the concerns raised without compromising the objectives of the scheme.
- 2.5 The options which can be considered are:
- i) implement the scheme as per the consultation (drawing in Appendix A);
 - ii) implement the scheme as per the petition (drawing in Appendix B);
 - iii) implement a modified scheme incorporating comments from the petition and consultation, which is considered more likely to achieve the aims of the scheme (drawing in Appendix C). This includes an experimental closure of the service road exit on to Quinton Road.
 - iv) do nothing.
- 2.6 After considering all available options, it is recommended that option (iii) is implemented, subject to the outcome of traffic modelling results. This includes retention of the existing forwards in / reverse out parking arrangement and traffic flow on the service road, as requested in the petition and many consultation responses. It would also include two mini roundabouts, a new exit from the service road on to Daventry Road, and an experimental closure of the existing exit on to Quinton Road.

3. Results of consultation undertaken

- 3.1 81 people responded to the street news consultation, most with additional comments, suggestions and concerns. The petition of 215 signatures had many of the same comments. A summary of the most frequent comments together with a response are detailed in Appendix D.
- 3.2 All of the comments have been considered and many of the concerns have been addressed with the modified scheme design. The modified scheme has many similarities to the alternative plan included with the petition, as summarised in section 2.6. The main elements that are different from the suggested comments are the mini-roundabout at Quinton Road junction, and the closing of the existing service road exit on to Quinton Road. The second mini-roundabout is necessary in order to facilitate the right turn from Quinton Road on to Daventry Road, which is one of the primary aims of the scheme. The closing off of the exit is necessary to ensure the mini-roundabout works efficiently. However, this element would be implemented experimentally and monitored. Subject to the outcome of the monitoring and any objections received during the first 6 months of the experimental order, further modifications or improvements may be made.

4. Timetable for implementing this decision

- 4.1 If the recommendation is approved, the main elements of the scheme will be implemented before 23rd March 2014.

5. Comments from Executive Director, Resources

5.1 Financial implications

If the recommendation is approved, the costs associated with the installation of the scheme will be match funded by external grant from the Regional Growth Fund and European Regional Development Fund. The estimated cost of the scheme is £80,000.

5.2 Legal implications

The Council has a range of highway and traffic management powers available with which to address road safety and traffic management issues, consistent with Department for Transport guidelines.

A Traffic Regulation Order (TRO) can be made, amongst other reasons, where it appears to be expedient to introduce restrictions in order to preserve or improve the amenities of the area through which a road runs.

In making a TRO, the Council has to have regard to and strike a balance between various issues e.g. safe/convenient movement of traffic, provision of adequate parking facilities, maintaining access to premises, passage of buses.

An experimental TRO takes immediate effect upon making and can remain in force for up to 18 months. The first 6 months of such an order stands as an objection period and any objection received must be considered when deciding whether or not to make an experimental order permanent or to abandon it.

An experimental order can be varied during its operation provided at least 6 months of the total 18 month experimental period is remaining. This 6 month period functions as the objection period to the varied order.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The proposed scheme will enable a prosperous Coventry by helping small businesses to operate effectively, as well as supporting the local community. The changes proposed in this report will not affect this.

6.2 How is risk being managed?

None

6.3 What is the impact on the organisation?

None

6.4 Equalities / EIA

No formal equalities impact assessment has been carried out. However, if the recommendation is approved and the measures balance the flow of traffic in the area then drivers and shop owners will benefit from the scheme, including vulnerable, disabled and elderly people.

6.5 Implications for (or impact on) the environment

None

6.6 Implications for partner organisations?

None

Report author(s)**Name and job title:**

Simon Gordon, Transportation Projects and Programme Officer (Traffic and Transportation)

Directorate:

Place

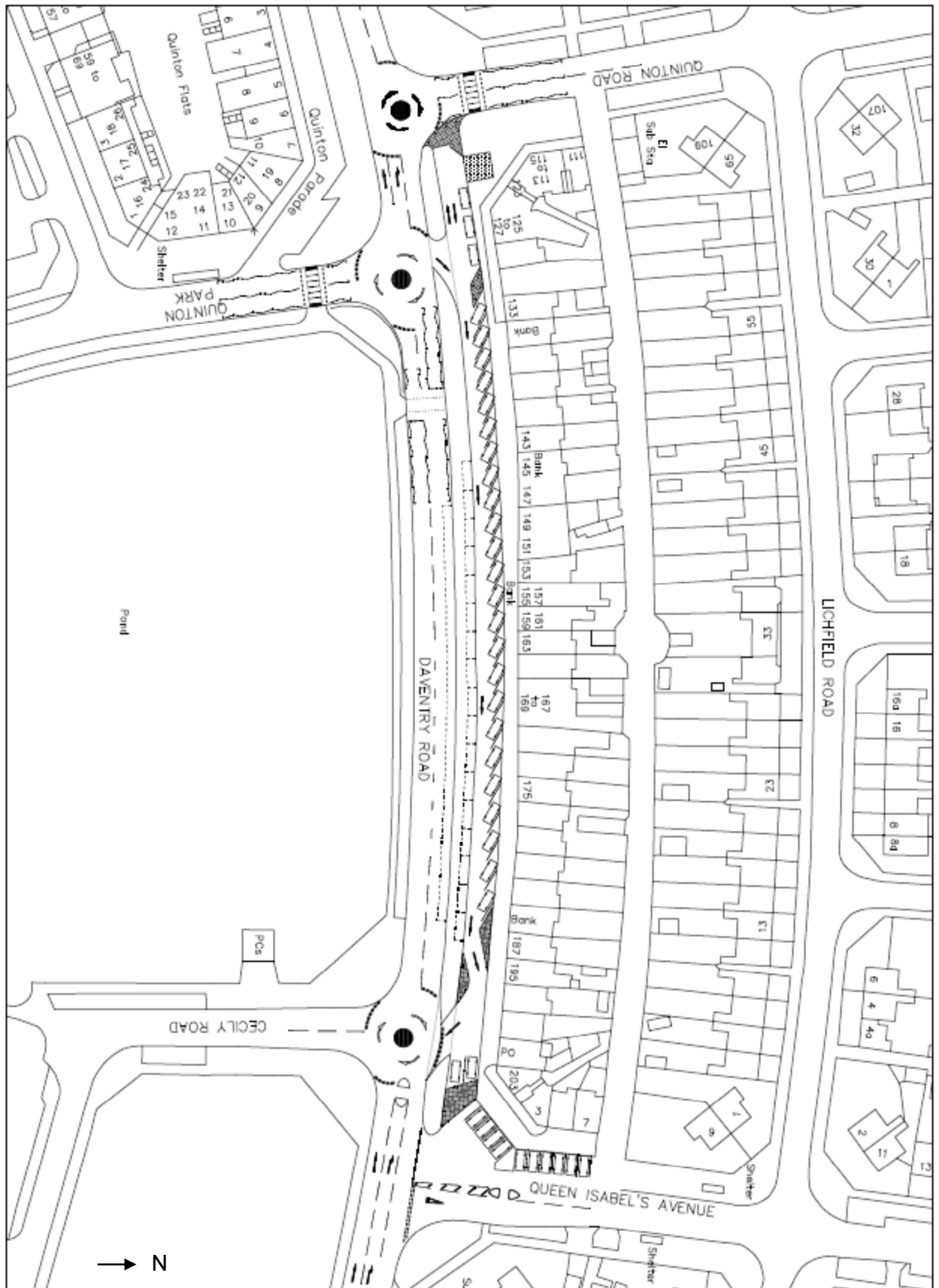
Tel and email contact:024 7683 3394, simon.gordon@coventry.gov.uk

Enquiries should be directed to the above person.

| Contributor/approver name | Title | Directorate or organisation | Date doc sent out | Date response received or approved |
|---|---|------------------------------------|--------------------------|---|
| Contributors: | | | | |
| Colin Knight | Assistant Director (Planning, Transport and Highways) | Place | 27/1/14 | 30/1/14 |
| Paul Boulton | Group Manager (Traffic and Transportation) | Place | 27/1/14 | 30/1/14 |
| Shirley Reynolds | Team Manager (Traffic and Road Safety) | Place | 27/1/14 | 28/1/14 |
| Rhian Jones | Project Manager (Friargate) | Place | 27/1/14 | 28/1/14 |
| Jas Bilen | HR Manager | Resources | 27/1/14 | 27/1/14 |
| Matthew Rossi | Governance Services Officer | Resources | 27/1/14 | 29/1/14 |
| Names of approvers: (officers and members) | | | | |
| Finance: Mark Williams | Lead Accountant | Resources | 27/1/14 | 29/1/14 |
| Legal: Mark Smith | Senior Solicitor | Resources | 27/1/14 | 27/1/14 |
| Members: Cllr Lancaster | Cabinet Member (Public Services) | | 27/1/14 | 29/1/14 |

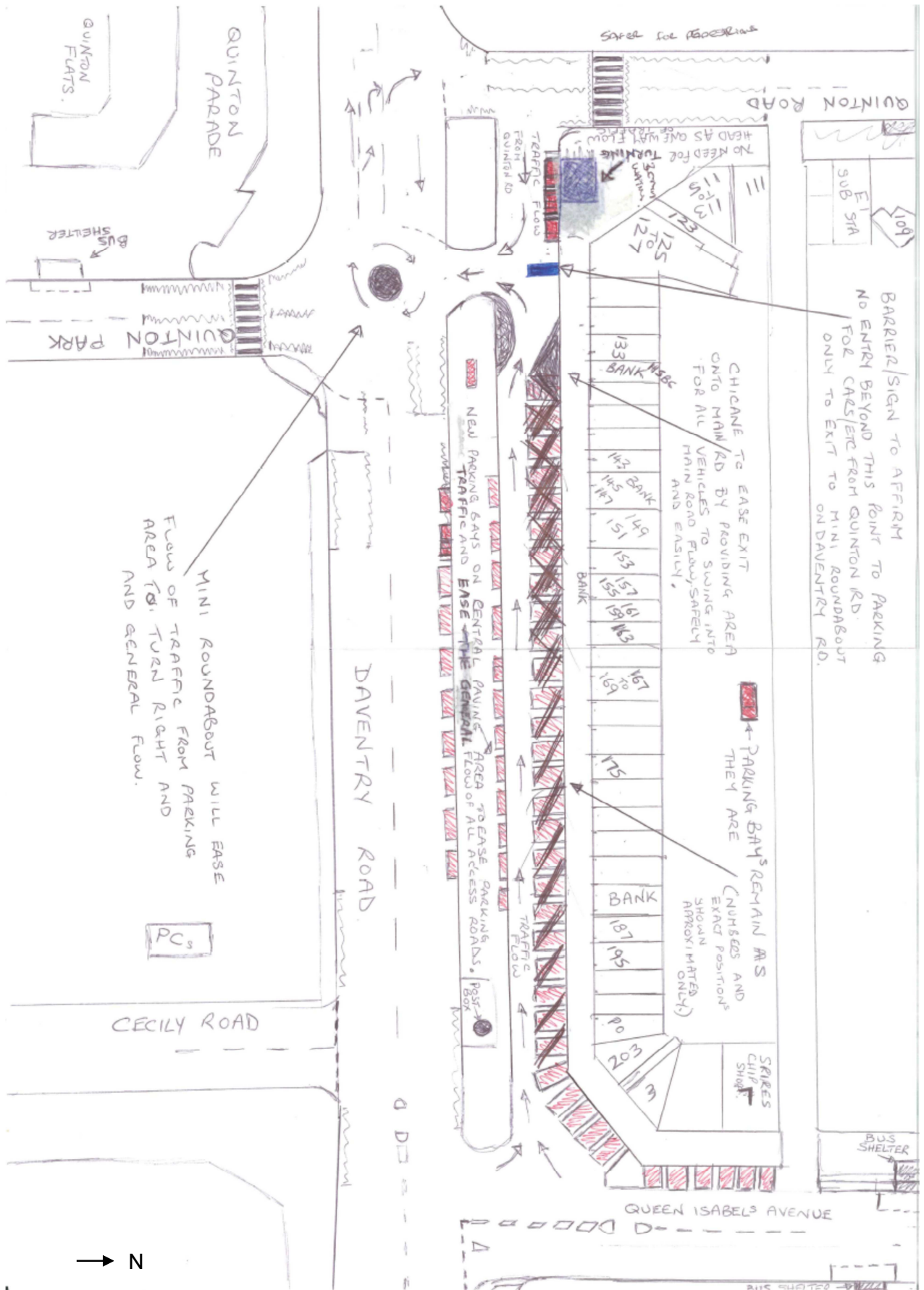
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Appendix A – Scheme plan consulted upon

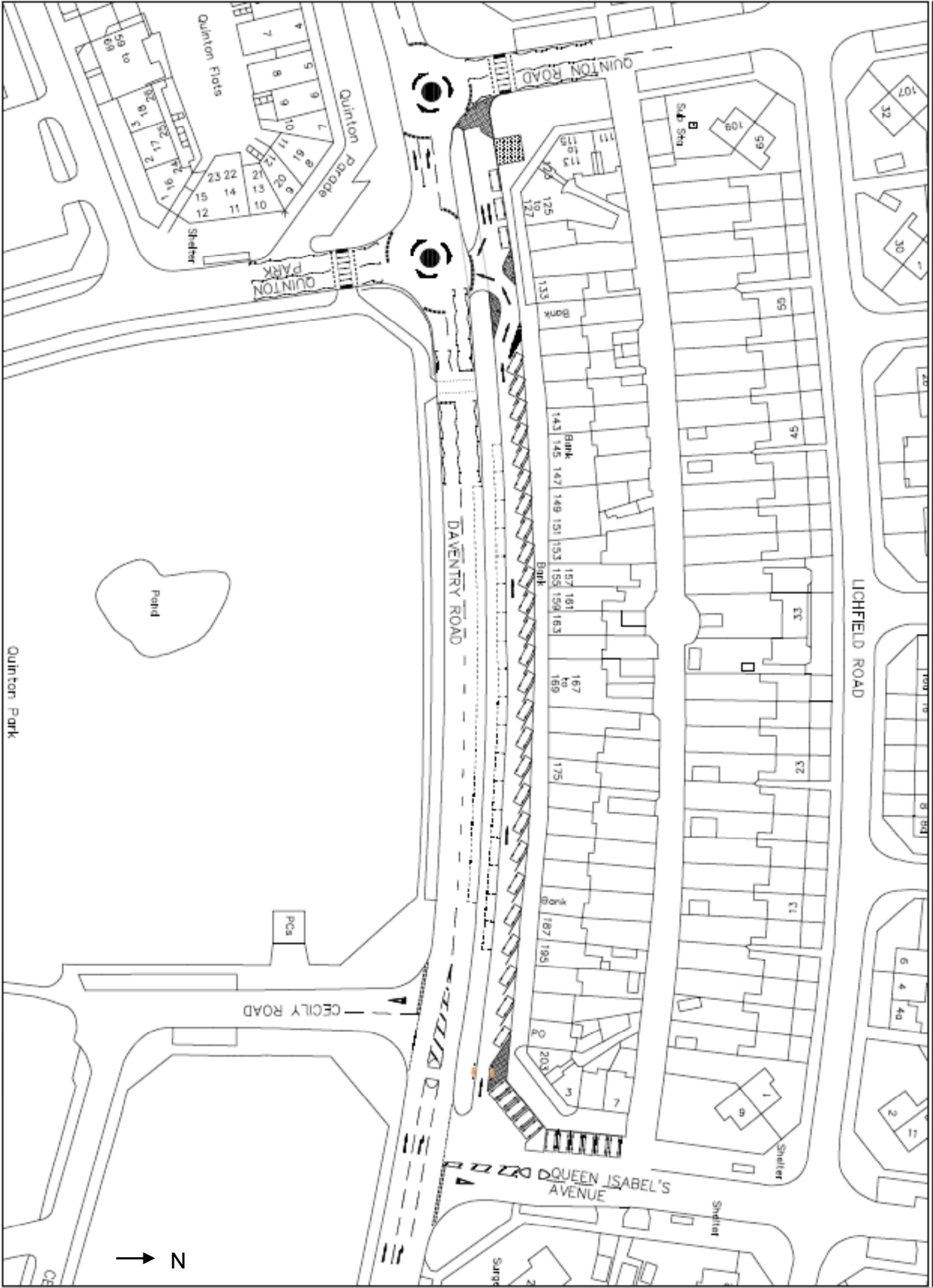


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Appendix B – Alternative plan attached to petition



Appendix C – Scheme plan recommended for implementation



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Appendix D – Summary of consultation responses and petition comments received with officer responses

The explanation included with the petition and many of the consultation responses have similar suggestions and concerns. The most frequent comments are listed below with a response:

1) Comment

Making drivers reverse into parking spaces could cause congestion as it will take longer to do so, and could be a safety issue as most vehicles overhang the footway in front of the shop where pedestrians are walking. It is believed many drivers don't have the skills to enable them to reverse into spaces. The current arrangement of driving into a parking space and reversing out works fine and should be retained.

Response

It is recommended in Department for Transport guidance that echelon bays should encourage drivers to reverse into parking spaces and drive out forwards. That is because a driver's visibility is far better when driving out forwards than reversing. This arrangement was proposed in the consultation for this reason, and also as it would have avoided removing and replacing all the road markings, reducing the disruption during the implementation of the scheme. However, in this case there appears to be an informal understanding that puts the emphasis on drivers on the service road to stop if they see reversing lights from a parked car. Therefore this arrangement could be retained and is included in the proposed amended design (see Appendix C).

2) Comment

Reversing the direction of the service road will cause congestion on Daventry Road as at certain times vehicles queue up to wait for a space, and this could back on to Daventry Road and beyond Quinton Park and Quinton Road, disrupting the operation of both junctions.

Response

The option to reverse the flow of the service road was chosen for consultation as it was considered better for vehicles to exit at Cecily Road junction, which is currently less busy than the Quinton Park and Quinton Road junctions, and easier to manoeuvre into the service road than the current entrance at Queen Isabel's Avenue. However, the capacity for queuing on Daventry Road to get into the service road is less with this option, and people are used to the current arrangements. Therefore this arrangement could be retained (with modifications to the exit to make it easier to get out of the service road), and is included in the proposed amended design (see Appendix C).

3) Comment

There are not enough parking spaces to cope with existing demand and so the removal of any spaces will be detrimental to the shops, especially in the positions proposed.

Response

In order to facilitate the proposed new entrance and exit arrangements, and to ensure vehicles have the manoeuvrability to approach and use the mini roundabouts safely, a

small number of parking spaces are proposed to be removed. In order to compensate for this, a number of spaces are proposed to be marked on the central reservation, where street furniture and pedestrian crossing points don't prevent it. These parking spaces are shown indicatively on the drawings, but will be maximised when the detailed design is carried out.

4) Comment

The proposed mini-roundabouts are too close together and also too close to the signalised pedestrian crossing on Daventry Road. This may cause congestion or be a safety issue.

Response

It is fairly common for mini roundabouts to be placed in close proximity like this, and they work well in other areas. However, as there are no comparable examples in Coventry it is understandable that local people are apprehensive about this arrangement if they have not used a road with this layout before. The same number of manoeuvres are already being carried out in close proximity to each other, and to the controlled pedestrian crossing on Daventry Road, but the new priority arrangements are expected to balance the traffic flows better and improve the situation.

5) Comment

Buses and large vehicles will struggle to use the proposed mini-roundabouts.

Response

Buses and large vehicles already use these junctions and the kerb lines are not being changed so the space available for larger vehicles to make their manoeuvres will be the same. It is common for larger vehicles to have to straddle the island of a mini roundabout when using it, which is one of the main benefits of this arrangement over a normal roundabout which has a central island that cannot be crossed.

6) Comment

A lot of the problems being experienced in this area are due to the closure / restrictions on Stoney Road, Benedictine Road and Franciscan Road. If these were re-opened up to all traffic then a scheme wouldn't be needed here.

Response

The schemes mentioned were all implemented to address concerns of residents about the amount of through traffic using these residential streets. It is not possible to re-open any of these streets without re-introducing the problems and concerns that were present before.

7) Comment

It looks from the plans that post box, telephone box, parking for the banks and pedestrian facilities are going to be removed, which would all reduce the viability of the area.

Response

None of these facilities are going to be removed.

8) Comment

Traffic signals are needed at the Quinton Road / Quinton Park / Daventry Road junction

Response

Traffic signals were considered at this junction but rejected because of the delays they were expected to cause. Traffic signals at staggered junctions like this require a lot of time in between stages to allow traffic to clear the middle section. Combined with the service road access and pedestrian facilities that would have to replace the existing zebra crossings and pelican crossing, the junction would not work efficiently compared to other options.

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Coventry City Council

Briefing note

To: **Scrutiny Co-ordinating Committee**

Date 19th February 2014

Subject: **Empowering Communities Through Asset Based Working**

1 Purpose of the Note

The purpose of this briefing note is to provide board members with information about how communities can be empowered through Asset Based Working (ABW). The note includes details of what ABW is and what can be achieved through adopting the approach, as illustrated by case studies of experience in Coventry and elsewhere.

The note clarifies how asset based approaches – which focus on the positive strengths within a community – complement the more traditional approaches of looking at the needs of community groups. The impact of ABW on health and health inequalities is summarised along with a description of the work being undertaken in the City to embed this approach to service delivery.

2 Recommendations

Board members are asked to:

- note the content of this report and comment on the approach being adopted
- advise on how elected members are best involved in this work on an ongoing basis
- consider how scrutiny boards can assist in embedding ABW through their respective work programmes

3 Information/Background

Empowering Communities Through Asset Based Working

Strategic commitment to asset based working

In Coventry there is a strategic commitment to enabling and empowering communities to take control over their own lives; giving people the opportunity to use and develop their own skills and potential. It is expected that through this approach health and wellbeing can be improved in turn reducing the demand on public services. For this reason there is support from a wide range of public and third sector organisations in Coventry to enabling and empowering communities through Asset Based Working (ABW).

Asset based working: what is it and what can it achieve?

The asset-based approach to health seeks to recognise and use a community's assets in order to improve local health and wellbeing. Assets have been defined as the existing "capacity, skills, knowledge, connections and potential" in a community, as well as physical assets such as buildings. The focus of the approach is to use and build on the local assets as a way of finding new potential solutions to the issues that are most important to a community (see Case Study 1 Bensham and Saltwell Alive and Case Study 2 Manton Estate in appendix 1).

Traditional approaches to improving people's lives through public services has been for 'experts' or 'providers' to implement a policy, intervention or programme and for the 'users' or 'recipients' to utilise the service provided. However, the asset-based approach changes this altogether, encouraging new relationships on a more equal footing. Those who benefit from the service or intervention are involved in all aspects of the project, from identifying the issues to be tackled, to commissioning and evaluating the solution to be applied (see Case Study 3 Lambeth Youth Council's Youth Offending Service and Case Study 4 a Coventry Example, in appendix 1). This changes the nature of the relationship from being done 'to' to being done 'with'. Empowering communities through co-production necessitates that professional staff are willing to share power and this can prove difficult and requires a change of culture that some may find challenging. (See Case Study 5 Made in Lambeth in appendix 1).

Needs and assets both/and not either/or

A focus on assets does not mean that the needs within a community can be overlooked. However, the risk of working exclusively with a needs-based approach is that people can feel disempowered and become dependent, as passive recipients of expensive service. While there has generally been insufficient value placed on assets as opposed to needs in general in public policy, the asset-based approach should not be seen as an alternative to a needs-based approach. Both are necessary to gain a full understanding of the best ways to improve health and wellbeing across communities. For example, we know that communities need jobs and decent housing, and this means that wider strategies to address these issues are also essential.

Asset based working and closing the Health Inequalities gap

The Marmot report published in 2010 provided evidence of the links between social networks and health outcomes and emphasized the way in which social capital (the things that connect people within communities) can produce resilience that buffers people against the risk of poor health. The report pointed out that the extent to which people participate in their community – and the added control that this brings – has the potential to contribute to their well-being and as a result to other health outcomes. The report documented the fact that communities facing multiple deprivation often have high levels of stress, isolation and depression and that involving communities in designing interventions would make the solutions more effective with the potential to reduce health inequalities.

Other research into the relative value of social support and social integration shows that social relationships were more important indicators in the odds of reduced mortality than smoking, excessive drinking and obesity, as shown in appendix 2. (Source: Holt-Lundstad et al 2010)

Summary of a Deficit versus an Asset Way of Thinking

| Deficit Thinking (traditional approach) | An Asset way of Thinking |
|---|--|
| Start with deficiencies and needs often defined by external data. | Start with the assets in the community. |
| Respond to problems. | Identify opportunities and strengths. |
| Provide services to users. | Invest in people as citizens. |
| Emphasise the role of agencies | Emphasise the role of civil society |
| Focus on individuals. | Focus on communities/neighbourhoods and the common good. |
| See people as clients and consumers receiving services. | See people as citizens and co-producers with something to offer. |
| Treat people as passive and done to. | Help people take control of their lives. |
| Fix people. | Support people to develop their potential. |
| Implement programme as answer. | See people as the answer. |

Progress on Empowering Communities in Coventry

Following publication of the Marmot Report on Health Inequalities a review of local action to meet the recommendations was undertaken. As a consequence it was jointly agreed between the Primary Care Trust and the City Council that a particular focus on Asset Based Approaches to empower communities should be jointly progressed. Alongside this, work was being undertaken to promote mental well-being among communities, funded through the Coventry Health Improvement Programme. Through this programme an evidenced-based tool ‘the 10 ways to feeling good and doing well’ was produced and this was used as an engagement tool with organisations and communities to both promote well-being and introduce Asset Based Working.

In order to provide direction and co-ordination of these developments a multi-agency partnership group - Coventry Asset Based Approaches (CABA) was established in December 2011. This group has overseen two pilots testing two different approaches to empowering communities in two different communities.

In Foleshill – the Connecting Communities (C2) approach has been piloted – working with residents on their priorities for their neighbourhood, with the aim of setting up an equal decision making partnership between local residents, agencies and services. ‘Foleshill moving Forward’ a mainly resident led group was established and constituted through the C2 process, reaching step 4 (of 7 steps). Although membership of this group has waned, new residents are currently being co-opted

In Bell Green an alternative approach to ABW was trialed using the 10 ways tool as a means of engaging with residents in conversations about wellbeing. The aim was to find out what is good about where people live and what they want to do to improve wellbeing working with their neighbours and community. Formal asset mapping was undertaken to uncover the community assets - the strengths that exist in people, groups and organisations to begin to join these up and build upon them.

Alongside these two pilots a Wellbeing Fund was established to support community members in the two pilot areas to turn their ideas for promoting well-being into action. This fund has helped to dispel the myth that communities are not interested in improving the wellbeing of their neighbours and community (also see Case Study 6 Community Freshview in appendix 1). From small beginnings it starts to bring out the assets, the people, groups and organisations and provides resources, to join these assets up, and develop activities and opportunities which will benefit and improve levels of wellbeing within the community. The Wellbeing Fund was subject to a Briefing (see report at <http://internaldemocraticservices.coventry.gov.uk/documents/s9510/Wellbeing%20Fund%20Report%20Appendices.pdf>) at the Wellness, Liveability and Public Health Scrutiny Board on 11th March 2013 where beneficiaries were able to relate the positive experience the fund was affording to participants. There was broad support for the approach and formal evaluation has been undertaken which shows that through the wellbeing fund new sets of relationships were formed, skills and confidence improved and participants felt a sense of agency, voice and presence in their respective groups.

In recognition of the contribution ABW could make in improving health it was identified as a priority in the Health and Well Being Strategy. It was also identified as a transformational priority for Public Health following its transition to the Local Authority in April 2013 because of its potential contribution to health and wellbeing and also because of its potential to assist the council and partner agencies in managing future demand on services.

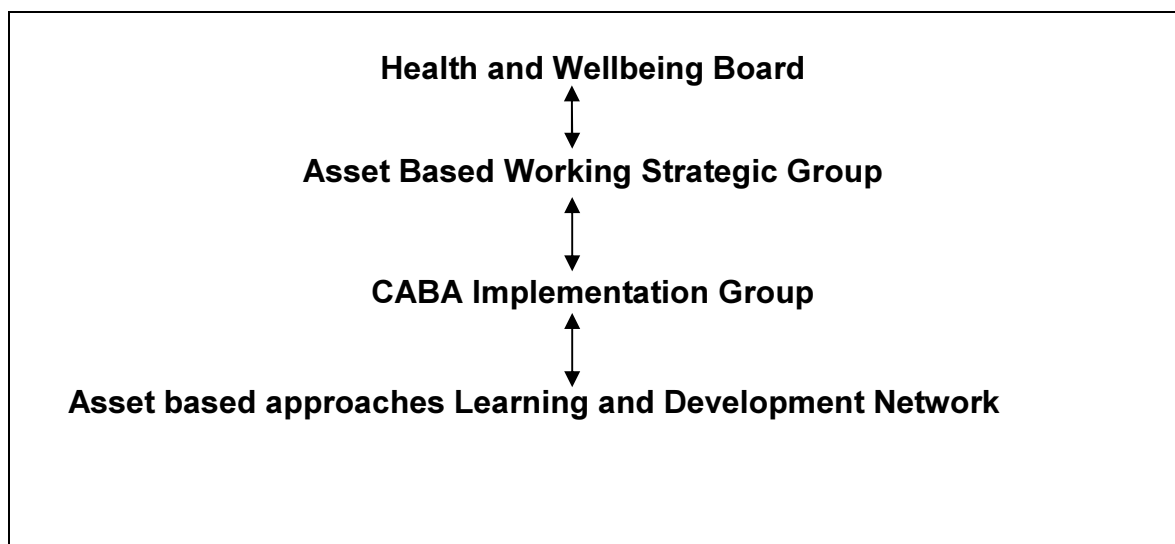
This ambition has now been expressed in the Council Plan where there is a commitment to promoting ‘active citizens’ and developing ‘strong and involved communities’. There is a commitment to having ‘new conversations with residents, communities and partners, enabling them to do more for themselves and engaging with communities to involve them in:

- uncovering and using their own assets to achieve their ambitions

- shaping and improving local services
- designing and implementing solutions that meet local need'

Through promoting a universal approach to community asset based working all frontline services are being encouraged to re-define the way in which they deliver services – changing the conversation so that the focus first and foremost is on what individuals can do for themselves and where services do need to be provided these are produced with residents. In this way the ability of the community to contribute is maximised and the need for public sector input is restricted to what is essential for the most vulnerable. Building on the strengths of communities – rather than focusing only on their deficiencies, builds their wellbeing, resilience and ability to deal with the challenges they face. In the Council this is also being embedded within the Kickstart programme, which is designed to embed the new ways of working required for the organisation of the future.

To support this universal approach to asset based working a strategic group has now been established that includes representation from each directorate in the Council, the Coventry and Rugby Clinical Commissioning Group, police, fire service, Whitefriars housing, the universities and from the third sector. This is supported by the continuing multi-agency implementation group CABA.



Learning and Development Programme and Public Health Investment in Asset Based Approaches

It is recognised that in order to enable front-line services to engage more effectively with the communities they serve, a universal learning and development programme is required. A learning and development network (virtual and ‘face to face’) for staff from all agencies have been set up and plans are being developed to invest public health monies in building community resilience so residents can more easily work with public sector and other community facing services. This investment will complement the community wellbeing seed fund money which is targeted at grassroots community groups so they can implement their ideas to improve the wellbeing of their neighbours and community.

Public Health investment in these areas is considered a priority because as public services shrink, communities will have to do more for themselves. It is hoped that

through strengthening our most challenged communities they will be enabled to cope with the inevitable reductions in public services without suffering a negative impact on their health and well-being.

Further Development and Roll-out of the Programme

Further development of this programme will be influenced by the response of council staff, partner agencies and - critically – the response of communities - to the opportunities presented. An overall summary of key milestones is shown in appendix 3, although it is anticipated that this plan will evolve considerably over the coming weeks and months.

Elected members will have specific opportunities to engage in and direct this programme of work, in particular through:

- Participation in the learning and development programme (first session for elected members scheduled for 17th February)
- Supporting the new CDS and ‘early adopter’ sites – especially where these impact on their constituents (for example through providing feedback on how new ways of working are being received in communities)
- Promoting take-up of the Uplift programme (the extended Well- being Fund project) among their constituents

It is intended that as the approach to ABW further develops the links into the wider community engagement work of the council will be strengthened. It is also the case that new approaches in addition to asset based techniques will be used to assist the council in working with partners and the community. Essentially this is how can we create a new relationship and partnership with communities where they have greater involvement in the design, development, implementation and delivery of change.

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Appendix 1.

Case Studies

Case Study 1

Bensham and Saltwell Alive - creating get-together opportunities

Bensham and Saltwell Alive, a neighbourhood group in an area of Gateshead has continued with their assets and appreciative approach to building a resilient place. In 2010, the community asset mapping project found 145 people willing to share their skills, and showed that there were local skills and interests that could be connected. By creating 'get-together' opportunities for individuals such as creating an allotment, cooking classes, a film club and an over-50s singles club, they have increased the social networks and activities. A celebration of cultural interests – called 'K Alive Oscope' – saw residents of all ages acting, singing and dancing on the stage of a small neighbourhood theatre. Individuals have grown in confidence and in their willingness to participate and take on responsibilities for their community.

J Foot (2012) What makes us healthy? The asset based approach in Practice: evidence, action, evaluation

Case Study 2

Manton Estate

Manton is an estate in Nottinghamshire that is rebuilding itself in the wake of pit closures. The Manton Community Alliance has adopted a social capital model of neighbourhood renewal. Its focus is on changing behaviour and relationships rather than pump-priming projects that are not sustainable and do not lead to long-term changes. Their belief is that increased participation, building social cohesion, mutual respect and confidence leads to sustainable change. A critical outcome is "to move away from a culture of dependency to one of collective action and from blame to mutual awareness".

| Differences between traditional area-based initiatives based on projects and Manton Community Alliance's social capital model | |
|---|--|
| Project model | Social (capital)model |
| <ul style="list-style-type: none"> • emphasis on money • short-term solutions, not long-term change • limited influence beyond the project • not sustainable • can create dependency | <ul style="list-style-type: none"> • less dependency • long-term change • influence with responsibility • collective action • more social cohesion • customer service approach • community leadership |

This approach appears to be working:

- 41 per cent of residents surveyed in Manton said that they influence what is happening compared with 30 per cent nationally and 25 per cent in the district.
- Crime is down by 18.9 per cent, which bucks the national trend, and fear of crime is down.
- Levels of trust with the police are the highest in generations, according to local surveys.
- 55 per cent of residents surveyed said that the estate was better because of the community alliance.

The evaluation commented that: “This approach is not just one of engagement, but empowerment. In this process it is important to make people see that change is possible, and raise their sense of worth and aspiration, particularly by highlighting the positives in the area and celebration of the good things.”

A Glass half-full: how an asset approach can improve community health and well-being (2010) IDeA

Case Study 3

Lambeth Council are working with asset based approaches in the context of becoming a co-operative Council through social value commission. Blume T and Randle A (201 13/14) Social Value: a commissioning framework Pt 1: Lessons from Lambeth . Collaborate London South Bank University

Lambeth Council’s Youth Offending Service Cooperative Commissioning

The commissioning process brought together commissioners and Youth Offending Service (YOS) practitioners with a group of young offenders to set the outcomes of a grant funded project and be involved at every stage including evaluating bids and assigning funding to the most appropriate project. An outcomes based approach was used so that the project group could focus on the change that would occur as a result of particular activities and interventions and to allow providers and young people to innovate. The commissioning team was made up of three young people, one council commissioner, two YOS practitioners and a psychiatrist.

The project used an asset-based approach to help the young people realise their own abilities and visualise a different future for themselves and other young people in Lambeth. This helped them to appreciate their potential and built their confidence for later in the process when they were responsible for allocating funding. The second part of the project involved the allocation of the grant. The young people prioritised the outcomes for the project and chaired the interviews of short-listed candidates. They worked in partnership with the professionals within the group to allocate funding. The process also called for the organisations who are applying for grant funding to co-produce all the activities delivered.

Learning from this project is now being scaled up via the Young Lambeth Cooperative – a commissioning organisation, co-designed with Lambeth residents that will be responsible for £8.8 million of play and youth services over the next 3 years. Source: Lambeth Council.

Case Study 4 Coventry Example

Brookstray Action Group (Brookstray is a large green space adjacent the River Sowe in Willenhall)

Neighbourhood Action Priority:

Projects that support local environment improvements

What Neighbourhood Action did – And Why:

The Brookstray was highlighted as a hotspot for vandalism and crime. There were incidents of arson, graffiti and vandalism in the play area, which meant the play area was not used. Windows of neighbouring properties were smashed. The local community did not take any kind of ownership for the area and there was no active resident group.

Neighbourhood Action worked with partners to set up a resident group. This group is now very active and have (with training and support) held a community event on the green, encouraging local use and engagement. They have also purchased suggestion boxes to gain local input on how the area can be improved and maintained – taking local “ownership” of the area.

Key Outcome / What was achieved:

- Vandalism and arson reduced on the play area and surrounding neighbourhood
- Play equipment replaced
- Neighbourhood Service Agreement (NSA) empowering the Brookstray Action Group to take an active role in engaging with partners over environmental issues on the green space.
- Local people work together to support use of the area as well as taking on board suggestions for improvements.

Brookstray is now a much more pleasant green space that the local community value and take more responsibility for.

The difference it made to local people:

- Improved local well-being (improved environment and engagement)
- The green space and park is now better used as it is better maintained
- Local people trained to do community events on the green space / increasing and enhancing community engagement
- New community information boxes encourage local people to post details of their issues for the action group to resolve

- The Action Group have taken ownership of reporting issues and directly report all issues Coventry Direct for swift remedy.
- Partners now work more closely together to achieve joint outcomes, pooling resources and capacity where needed
- Residents behaviour in the park is influenced by the Action Group in a positive manner
- The Action Group know how to move things forward if necessary, and are empowered to do so through the NSA.
- Play equipment has been replaced

The project was delivered in partnership with a range of voluntary and statutory providers. These agencies are now more aware of the community activists and passion from local people to tend/improve the local area.

Case Study 5 Made In Lambeth

This approach represents a fundamental shift in the way the Council operates and the relationship with residents, placing them at the heart of decision-making. Whilst the full extent of these changes are only starting to be seen there are already emerging examples of how Council officers, elected Councillors and local people can collaborate to deliver real social value.

Lambeth Council wanted to find a new way of working collaboratively with residents to solve social challenges in the borough and using the skills within the community to create a positive impact.

Made in Lambeth is a collective of people from a mix of backgrounds: from graphic designers and software developers, to those with legal and financial skills. All are united by a desire to use their skills to solve important social challenges in Lambeth. It is supported by the council with officer time and in-kind support, such as use of the Town Hall for events, but is an independent community and brand. Made In Lambeth uses a blend of online and face-to-face events to bring people together to tackle specific challenges.

Among the growing number of challenges that the Made in Lambeth community have tackled include:

- Launching a playstreets scheme where residents can close off their roads to traffic for 'play days'
- Created a website for a local youth group
- Designed a new logo for the local food partnership
- Created a new social media strategy for the local credit union and demonstrate the alternatives to high street lenders
- Developed branding and communications to support a new community network that will enable local people to take a stand against violence

- Created a new marketing plan, social media strategy and produced posters to revitalise a local city farm.

Their achievements were generated not by the council officers who led the event, but by Lambeth citizens, whose enthusiasm over the weekend goes to show the true potential of cooperative working. Blending the resources and expertise the Council has, with the knowledge and skills in the community to deliver positive outcomes in a radically different way of working. Source: Lambeth Council

Case Study 6

Lambeth – Community Freshview case study

Community Freshview is an award-winning scheme that sees residents join forces with the council to makeover their local areas. After being approached by and helping several community groups to do their own clean-ups, the council saw an increase in demand for the service from more and more residents who were keen to get involved.

Community Freshview offers local people the chance to make a difference to the environment in their local areas and is led by residents and supported by the council. Volunteers within the community can undertake any activity that helps to improve the quality of the environment in their local area, such as:

Clearing and tidying an area of woodland

Building on-street planters and window boxes

Removing debris from disused land

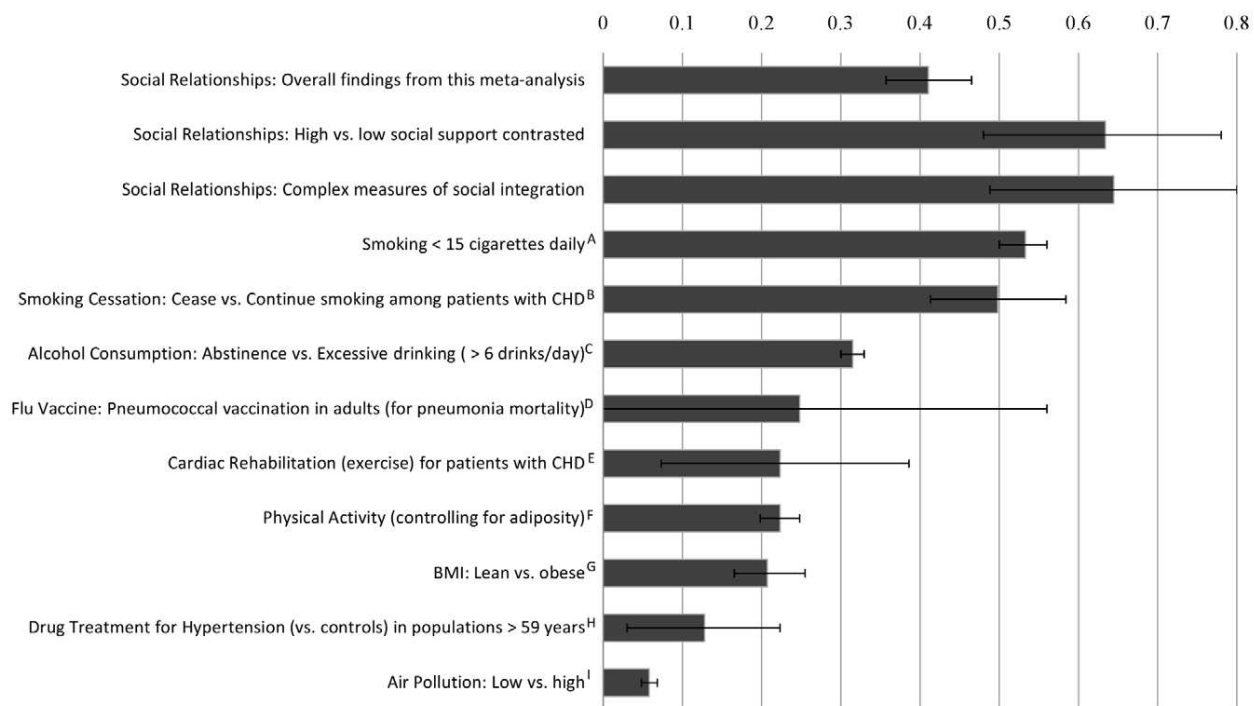
Cutting back overgrowth from alleyways and footpaths

Brightening up local areas to make them visible and safe

Appendix 2.

Impact of Social Relationships on Mortality

Meta-analysis: comparative odds of decreased mortality



Appendix 3

Key steps that are planned/need to happen over the next year (provisional)

| | Feb | Mar | Apr | May | June | Aug |
|--|---|---|---|------------|-------------|------------|
| Learning and development programme Sharing learning and evidence of effective ABW | Elected member development session 18 th Feb | Uplift Project established extension of Wellbeing fund | Learning and development network meeting Vision into practice: what would our services and communities be like if we adopted ABW? | | | |
| New CDS | | | New CDS service established 2 week induction programme | | | |
| Early adopter Sites – creating the evidence of effective ABW in Coventry <ul style="list-style-type: none"> • Public Safety • NHS respiratory service Ripple | Social Care ABW development session 18 th Feb Early adopter site ABW development session 17 th Feb | Developing and supporting new early adopter sites across the Council /partners | | | | |
| Kick start | Conversations with key Kick Start programme leads to identify opportunities to embed principles and practice of ABW | Kick Start - customer journey <ul style="list-style-type: none"> • Communicating better, creating 2 way communication flows between the council and residents • Developing and Knowledge community using insight and engagement • Use of behavioural insight (Nudge) in council communications starting with standard letters | | | | |
| Council plan involvement in budget setting | Discussions to bring together monitoring/evaluation of commitments made in council place re active citizens and strong and involved communities | Rationalising/ joining up separate conversations into the Big Conversation were ABW principles can be shared with residents | | | | |
| WB B | | | | | | |

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Coventry City Council

Briefing note

To: **Scrutiny Co-ordinating Committee**

Date: 19th February, 2014

Subject: **Evaluation of Approaches to Enabling Communities Through Asset Based Working, Including Evaluation of the Community Development Service**

1. Purpose of the Note

There is a strategic work programme aimed at enabling and empowering communities through using asset based approaches (as described in the first briefing note). The purpose of this paper is to provide an overview of how the impact of this work programme can be evaluated.

For the council this work programme is embedded in the Council Plan and it is being integrated into the kickstart work streams, as appropriate. The work programme has got a number of different elements which together should collectively impact on community health and well-being and which should over time lead to a reduced dependency on public services. The key elements include:

- A learning and development programme for frontline council (and partner agency) staff to promote their understanding of asset based approaches and support their use. Staff and managers need to appreciate the benefits of working differently with communities (benefits to health and the potential for reduced demand on services) and work to deliver services in ways that enable communities to do as much for themselves as they can.
- Providing small levels of public health investment in community led projects that help promote mental well-being and community resilience. This should enable communities to engage more easily with public sector services and other agencies and ultimately create services and solutions that are co-produced by all parties.
- Establishing the Community Development Service (CDS) to work with Coventry's most challenged communities bringing together community members with public sector and other local agencies, to solve the issues most important to that community.

At a programme level evaluation needs to be undertaken to answer a number of different questions, for example the following:

- Does the programme lead to improved community health and well-being?
- Have the intended outcomes been achieved?
- Are there any unintended outcomes associated with the programme?
- Does the programme reach relevant communities?
- Are there indications of better connectedness within communities?

For each of the elements within the programme evaluation needs to be undertaken to help distinguish the separate contributions each is making to the overall outcomes. In this way we will have a better understanding of what works and therefore how we should invest in future.

Both the learning and development programme for front-line staff and the public health investment should provide important infrastructure to enable both the universal approaches and the CDS to have maximum impact. The way in which these elements are being evaluated is described in appendix 1, whilst the focus of this paper is on evaluation of the collective impact of asset-based approaches and on evaluation of the CDS.

Recommendations

It is recommended that Scrutiny Co-ordination Committee:

- Approve the suggested approach to evaluation and receives regular progress reports.

1 Information/Background

The Cabinet approved changes to Neighbourhood Working Services at its meeting of 9th July (see report at: <http://democraticservices.coventry.gov.uk/documents/s11838/Neighbourhood%20Working.pdf>). This approval included the introduction of the CDS together with the associated funding, on the understanding that individuals and communities should be at the heart of creating local solutions to the issues that they face. The CDS will play an important role in ensuring that communities in Coventry are able to take more pride and responsibility for their own neighbourhood and can engage with other public sector services in producing the solutions to the issues that are most important to them. The cabinet member asked that scrutiny be involved in agreeing how the CDS will be evaluated in the context of the wider approaches to promoting asset based working.

The CDS will comprise of a team of 12 community development workers, 2 team leaders and one business support officer. They will work with communities and individuals to identify and build on the assets within priority neighbourhoods or with communities of interest across the City. The aim will be to enable individuals to have greater influence and control over what happens in their lives and, where appropriate, the area in which they live. This will be achieved through active participation in community based working

and utilising a range of asset based approaches. More detail of how the service is intended to operate is included in appendix 2.

The Principles of Evaluation at a City Wide -Level

The objectives of enabling and empowering communities through using and developing their assets include:

- Building community wellbeing and resilience
- Reducing inequalities in the social determinants of health.
- Enable communities and public sector agencies to work together in designing and implementing local solutions to problems and services where these are needed

The expected outcomes of taking this approach include:

- Improved health and wellbeing
- Increased connectedness within our communities eg. individuals within communities supporting each other
- Communities coming together around a common purpose and co-producing solutions and services
- Maximising existing assets within the community: individuals, places and spaces, local resources and services

Contributing to the wider determinants of health:

- Opportunities to learn new things and develop new skills
- Increased participation in local decision making and influencing
- Widening (and potentially creating new) employment opportunities and enterprise
- Better use of local services and increased access to those who need them most

In addition to the impact on the determinants of health it is expected that investing in communities through building their capacity and resilience will ultimately reduce demand on services: council, health services, police, etc

Evaluation at a city wide level needs to capture the extent to which these objectives and outcomes are achieved. To inform this judgement key data items need to be compared to reflect the 'before' and 'after' scenario using qualitative and quantitative data. The data items used will be a combination of routinely available existing data and the development of new data sets as described below.

Evaluation of the CDS

The CDS will be expected to make a significant contribution in meeting the objectives and outcomes of asset based working for the residents of Coventry's most challenged communities. However, evaluation of community development approaches is complex because of the inter-connectivity and complexity of neighbourhoods. The approach adopted needs to reflect the specific challenges being tackled, which will differ by community. As such evaluation will require the use of diverse methodologies incorporating the use of locally sensitive data – including stories from communities

together with more formally structured data collection. In each instance evaluation will need to capture:

- The start point (baseline data reflecting relevant social outcomes eg. crime or educational statistics, measures reflecting health and wellbeing).
- Details of the intervention(s) and the context within which action is taken.
- The intended purpose of the action (what were the community hoping would be achieved?) General and specific outcome measures reflecting the impact on the community in general (for example changes in perceptions of ability to influence decisions and changes in measures that reflect the purpose of the intervention (for example to reduce crime locally).

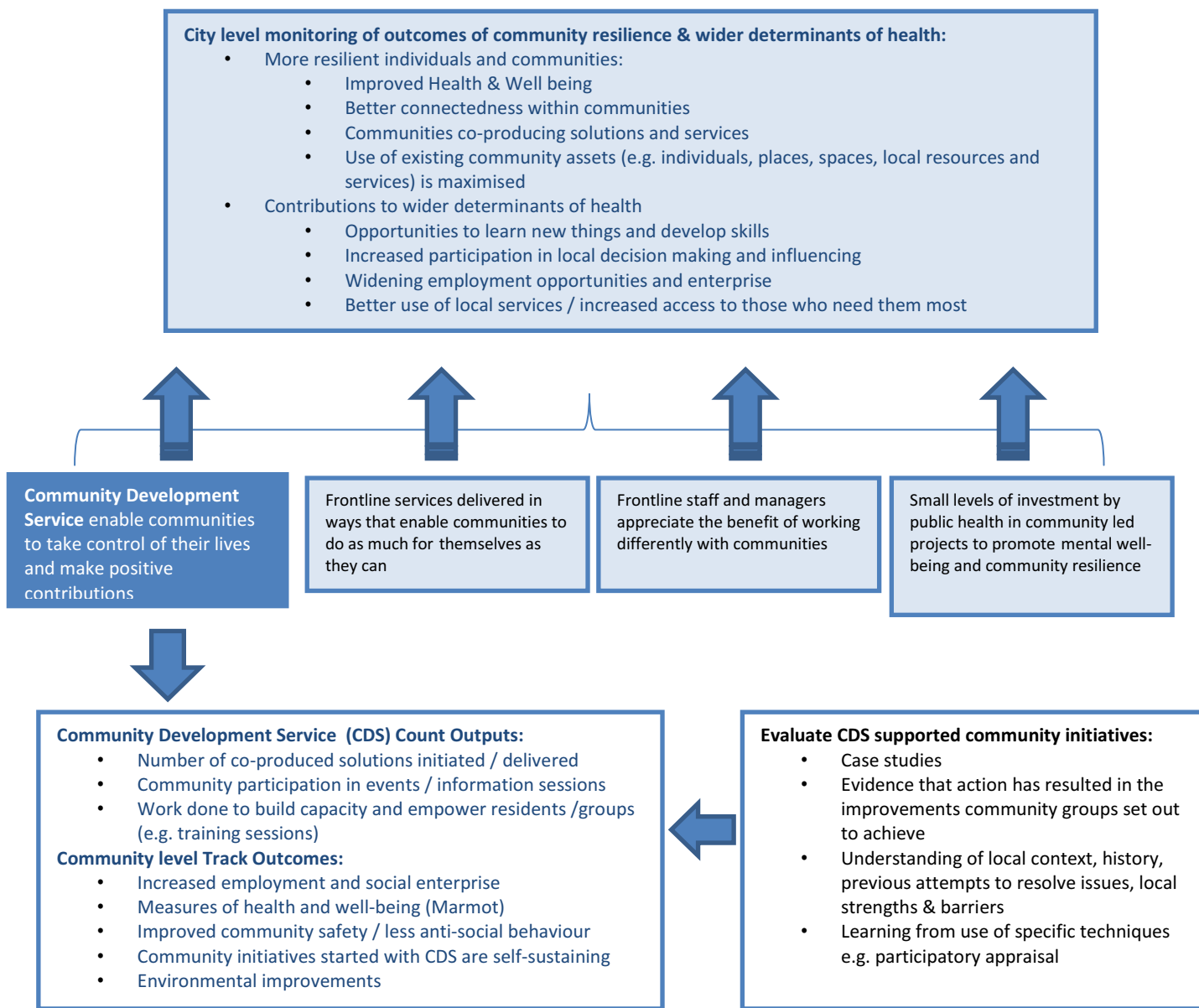
Each local action or development that the CDS is involved in supporting will firstly be agreed with the community who are going to benefit from it. The context will need to be captured so that learning can be maximised and relevant baseline measures will need to be recorded, so that comparison can be made between 'before' and 'after' action is taken.

Alongside the evaluation of outcomes described above a number of process measures and outputs will be routinely collated reflecting the day to day activities of the CDS – for example the number of individuals and groups worked with in specific communities, length of activities, number of action plans developed, number of issues successfully resolved, funding streams secured from external sources etc.

It is important to note that a balance needs to be struck in terms of gathering data to support evaluation versus the danger of over-burdening communities with demands for data and information that could lead to their disengagement. In this context more emphasis might be placed on the 'story telling' aspects of evaluation rather than on gathering more quantifiable data.

The overall approach to evaluation is summarised in Table 1 below.

Table 1. Overall Evaluation Summary



Developing Data Sets to Support Evaluation

It needs to be recognised that development of the data sets required to support the evaluation of asset based working will need to take place in tandem with the development of the monitoring mechanisms required for other key strategic programmes. For example monitoring the Council Plan ambition to grow active citizens and strong and involved communities will need to dovetail with the methods used to monitor the achievement this programme.

City-wide Outcomes of Asset Based Working

There are a number of data items that are already routinely collected that could be used to indicate the impact of empowering communities through asset based working. If people have increased control, feel more connected to each other and are more active

citizens within their communities, we would expect to see improved health and social outcomes. Ultimately successful universal approaches to asset based working would manifest themselves through improved performance in relation to all of the wider determinants of health, such as educational achievement and crime reduction. However, it would take many years for such impacts to become apparent.

In addition in the Coventry Household Survey specific questions are asked about:

- how people feel about their neighbourhood
- their sense of influence in relation to decisions affecting their local area
- the strength of neighbourhood and personal relationships
- their views on the quality of their environment

Over time it might be reasonable to anticipate that successful asset based working would be reflected through an increase in the proportion of positive responses to such questions.

Impact of the CDS

There are broadly two sets of evaluation data required in relation to the CDS:

- Data to indicate the inputs and outputs associated with service delivery
- Data and information to describe the outcomes associated with service delivery

The inputs and outputs can be captured through routine recording of the day to day activities of the CDS service, as summarised in appendix 3.

However, the development of robust outcome measures will take more time to refine. For example if our aim is to give individuals greater influence and control over what happens in their lives and to promote greater connectedness within their communities we will firstly need to develop valid measures. We will need to develop and test questions that we can use to measure at baseline and at intervals during and after intervention by the CDS. Ideally the measures that we develop can be reconciled to the city-wide indicators available through the household survey.

Through the work of the CDS and through the information gathered to support evaluation of the service we will also strengthen our understanding of the assets within our communities. These can be included alongside needs in the Joint Strategic Needs Assessment, allowing us to draw on the assets within our communities, together with our investments targeted at meeting needs.

It needs to be recognised that the outcomes associated with community development tend to be long term and as such it may take a number of years for the full impact of current developments to be evident. There may therefore be a need to place more emphasis on process and output measures in the short term on the understanding that these should generate good outcomes in the longer term. The burden of data collection also needs to be considered in striking the right balance between justifying the investment of scarce resources against the danger of over-scrutinising communities.

Timeline for Evaluation

Work on the development of evaluation data sets and processes are currently underway. It is now anticipated that the service will be operational from April 2014 and routine data

collection (reflecting the aspects of delivery shown in appendix 3) will commence at this time, with regular reporting thereafter. This data will ultimately inform evaluation of the service delivered. The methods used to support evaluation of the outcomes associated with the service are under development. They are likely to be more qualitative in nature and will need to be flexed to suit the particular issues being addressed by the service. The development of these outcome measures will also have to reflect the need to monitor achievement against other relevant corporate plan targets (eg council plan), so that as far as possible there is a unified approach to evaluation.

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Appendix 1

Evaluation of Learning and Development Programme and the Well Being Fund

Learning and Development Programme

Coventry University undertook a review of the initial steps taken in Coventry to empower communities through promoting Asset Based Working. They examined what had been learnt through partnership working to date, including learning and development opportunities, and made specific recommendations to inform the future work programme.

As learning and development sessions are provided we will evaluate the extent to which the development needs of those attending have been met.

Also in the 'early adopter services' where we are supporting individual services to embed asset based approaches we will monitor the impact of any new ways of working. For example we will look at well-being levels before and after service changes and also seek to identify where there is a resultant reduced reliance on public sector services and more connectedness into community support or provision.

Evaluation of the Well Being Fund

We have commissioned an independent evaluation of the extended Well Being Fund (the Community Wellbeing Development Project), seeking to answer the following evaluation questions in relation to each of the funded proposals:

- The effectiveness of the Community Wellbeing Development Project in embedding well-being into the community
- The effectiveness in accessing grass roots community groups to develop community-led ideas for health and well-being promotion
- The impact of the support provided to groups by the Community Well-Being Development Project in reducing reliance or use of mainstream public services.

Appendix 2

Role of the Community Development Service

In essence the service will:

- Work with local people and agencies to understand what assets/skills exist in an area including existing service provision from all sectors.
- Be open to requests and seek direction from individuals and the community on issues in their local neighbourhoods which they want to address. This might involve communities raising issues directly through Members, Officers and other agencies. The team will also be mindful of where there are wider issues that need to be addressed, such as low educational attainment, high mortality rates or high crime rates.
- The officers will assist local people in the development of a community action plan with the focus on the actions the community themselves will undertake to resolve the issue originally identified.
- The CDS will facilitate and identify opportunities to do this which may include supporting groups to access funding; supporting access to education/training opportunities; encouraging/supporting the setting up of groups with a common aim, etc. Use and share best practice tools and approaches with communities and ensure appropriate evidence bases are used.
- The CDS may also introduce and signpost the community to existing service providers where there are opportunities to work together.

Appendix 3 Inputs and Outputs Routinely Recorded by CDS

The number of active community groups in target communities

Evidence of community led action leading to co-produced solutions, programmes and services

Increased community participation in events and information sessions

Capacity Building and empowerment of residents and community groups

More employment and social enterprise in communities

Number of training sessions, education and skills linking to marmot outcomes

Evidence of improvements in community safety leading to a decrease in levels of anti-social behaviour

The number of community initiatives, supported by the Community Development Service, that are still in existence and functioning 6 months after the direct support and facilitation is withdrawn.

Evidence of improvements in environmental issues leading to an enhancement of the local environment

Scrutiny Co-ordination Committee

Work Programme 2013/14

For more details on items, please see pages 2 onwards

10th July 13

- Alcohol Strategy
- Olympic Legacy Scrutiny Panel
- Outside Bodies reports back
- Review of Coventry Community Safety Partnership (CSP)

7th Aug 13

- Equalities
- Equalities in Employment
- Changes to the Constitution

11th Sept 13

- Houses in Multiple Occupation Task and Finish group
- Conference Reports –
 - Civic Visit to Volgograd
 - Delegation to City of Volgograd
 - Presentation to the European Union
 - Civic Visit to Kiel

9th Oct 13

- Council Wide Marmot Plan
- Statutory Advisor on Health

6th Nov 13

- Built Environment Enforcement
- Commissioning of Domestic Violence and Abuse services

11th Dec 13

- Welfare Reform

22nd Jan 14

- Public Safety Services
- Effectiveness and quality of recent consultation exercises carried out by Coventry City Council

19th Feb 14

- Evaluating the impact of the Community Development Service
- Enabling and Empowering Communities through Asset Based Working

19th March 14

- Welfare Reform

16th April 14

- Community Safety Partnership

Date to be identified

- Review of Coventry Partnership
- Transition between Children's and Adult's Social Care
- Immigrant communities – access to healthcare and support services, promoting values
- Organisational Change
- Female Genital Mutilation
- Public Safety Services

| Meeting Date | Work programme item | Lead Officer | Brief Summary of the issue | Source |
|--------------------------|---|------------------------------------|---|-------------------------------------|
| 10 th July 13 | Alcohol Strategy | Jane Moore/ Olivia Taylor | Alcohol has wide ranging impacts on people and communities particularly in relation to health and community safety. A draft Alcohol Strategy has been prepared for consideration by the Community Safety Partnership and Cabinet Member (Health and Adult Services) setting out the position in Coventry and proposals for action and the Scrutiny Co-ordination Committee will contribute to this. | Informal Scrucro meeting 10/06/13 |
| | Olympic Legacy Scrutiny Panel | Gennie Holmes | To feedback and report on progress on the work of the task and finish group established following the Cabinet Member (Policy, Leadership and Governance) meeting on 30 th November 2012. A progress report was presented to Scrucro at their meeting on 17 th April 2013. | Scrucro 17/4/13 |
| | Outside Bodies reports back | Scrutiny Officer | To identify which outside bodies appointed to by the Council at their annual general meeting report to Scrutiny Co-ordination Committee and other Scrutiny Boards. | Annual review |
| | Review of Coventry Community Safety Partnership (CSP) | Sara Roach | To present to the Board the proposed changes to the CSP requested by the Police and Crime Commissioner | Informal Scrucro meeting 10/06/13 |
| 7 th Aug 13 | Equalities | Jenni Venn/ Surindar Nagra | To review the Council's annual equalities report and identify any priorities or concerns for future action or review. | Informal Scrucro meeting 10/06/13 |
| | Equalities in Employment | Shokat Lal | This item will look at the diversity of the Council's workforce and how the Council is encouraging a more diverse workforce. Referred to Scrucro for monitoring from CM(Equalities and Community Safety) | CM(Equalities and Community Safety) |
| | Changes to the Constitution | Christine Forde/ Carol Bradford | For the Board to discuss and comment on proposed changes to the Constitution | |
| 11 th Sept 13 | Houses in Multiple Occupation Task and Finish group | Gennie Holmes/ Vicky Castree | To feedback and report on progress on the work of the task and finish group established following the Scrucro meeting on 20 th March 2013 | Scrucro 20/3/13 |

Scrutiny Co-ordination Committee Work Programme 2013/14

| Meeting Date | Work programme item | Lead Officer | Brief Summary of the issue | Source |
|-------------------------|--|--|--|-----------------------------------|
| | Conference Reports – - Civic Visit to Volgograd - Delegation to City of Volgograd - Presentation to the European Union - Civic Visit to Kiel | Cllr Sawdon, Cllr Crookes, Cllr J Mutton | Conference reports for several civic visits. | |
| 9 th Oct 13 | Council Wide Marmot Plan | Jane Moore | To review the Council's work as one of the Marmot Cities to improve life chances and reduce health inequalities | Informal Scrucro meeting 10/06/13 |
| | Statutory Advisor on Health | Jane Moore | To review the role and impact of the Director of Public Health's responsibilities as the Council's Statutory Advisor on Health | Informal Scrucro meeting 10/06/13 |
| 6 th Nov 13 | Built Environment Enforcement | Sara Roach | To review the effectiveness of initiatives to ensure that enforcement activity (across housing, planning, environment and community safety) is effectively joined up to deliver the best outcomes for local people and the environment, including the work of the Strategic Built Environment Group. This could include information on how the issue of empty properties is being addressed. | Informal Scrucro meeting 10/06/13 |
| | Commissioning of Domestic Violence and Abuse services | Sara Roach/ Mandie Watson | An update on progress since the Streets and Neighbourhoods Scrutiny Board (4) meeting on 21 st November 2012, to include an update on progress on actions and any further actions from the recent SCR's. | SB4 Meeting 21/11/12 |
| 11 th Dec 13 | Welfare Reform | Simon Brake | To consider the approach the Council and partners are taking to co-ordinate services and support for those people affected by Welfare Reform. To include: current position; financial impact on the Council (including Discretionary Housing Payments and the Community Support Grant); impact on individuals, communities and the city. Also links to Credit Unions, Making Every Contact Count and Marmot. | |

| Meeting Date | Work programme item | Lead Officer | Brief Summary of the issue | Source |
|---------------------------|---|---------------------------|--|---|
| 22 nd Jan 14 | Public Safety Services | Sara Roach | To contribute to a review of risk levels and thresholds for intervention as part of review of how the service operates and engages with local people. | Informal Scrucoco meeting 10/06/13 |
| | Effectiveness and quality of recent consultation exercises carried out by Coventry City Council | Helen Shankster | To consider issues raised in a report prepared for the Cabinet Member (Community Safety and Equalities) on the effectiveness and quality of recent consultation exercises, and particularly the role of elected members in promoting good consultation practice | Chair of Scrucoco |
| 19 th Feb 14 | Evaluating the impact of the Community Development Service | Cat Parker/ Berni Lee | At his meeting of 9 th July, the Cabinet Member (Community Safety & Equalities) considered a proposal for the future of Neighbourhood Working proposals and requested that Scrutiny support the development and monitoring of performance measures for the new Community Development Service. | Cabinet Member (Community Safety & Equalities) 09/07/13 |
| | Enabling and Empowering Communities through Asset Based Working | Sara Roach/ Jane Moore | To consider the developing approach to enabling and empowering communities through asset based working. | Informal Scrucoco meeting 10/06/13 |
| 19 th March 14 | Welfare Reform | | During its discussion on Welfare Reform on 11 th December, the Committee agreed that it should return to this item later in the year to review progress in relation to issues including: work being undertaken to understand the non-financial impacts of Welfare Reform, such as public health, and including work commissioned by the Marmot Steering Group; the impact on those people at risk of financial abuse that may be exacerbated by payments being made to households rather than individuals; the full impacts on disabled people and the work to understand the application and impacts of sanctions. | |
| 16 th April 14 | Community Safety Partnership | Mandie Watson | To receive a progress report on crime and community safety issues relating to the Community Safety Partnership/ Police and Crime Board including the draft Police, Crime and | Scrucoco 11/12/13 |

Scrutiny Co-ordination Committee Work Programme 2013/14

| Meeting Date | Work programme item | Lead Officer | Brief Summary of the issue | Source |
|------------------------------|---|--------------|---|--|
| | | | Community Safety Plan; the strategic assessment informing priorities for working; and performance on crime and nuisance. | |
| Date to be identified | Review of Coventry Partnership | Jenni Venn | To review the current priorities and working model of the Coventry Partnership in the context of new national and local initiatives including the LEP | Scruco 17/4/13 |
| | Transition between Children's and Adult's Social Care | | | SB2 2012/13 |
| | Immigrant communities – access to healthcare and support services, promoting values | | Prompted by Referral and Assessment Service visit by Scrutiny Board 2 during 2012/13 | Prompted by RAS visit SB2 2012/13 |
| | Organisational Change | | To scrutinise the impact of the significant organisational change being planned with the creation of the People and Resources Directorates. | All Scrutiny Members meeting 26/6/13 |
| | Female Genital Mutilation | | | Council 03/12/13, and Scruco 11/12/13 |
| | Public Safety Services | Sara Roach | At its January meeting, Scruco considered a pilot approach to reviewing risk levels and thresholds for intervention and how this could affect the way the service operates and engages with local people. It was agreed that the outcomes of the pilot and proposals for rolling this approach out be considered at a future meeting early in the 2014/15 municipal year. | Informal Scruco meeting 10/06/13 and Scruco 22/01/14 |

In addition the following dates are “if required” 5th March, 2nd April

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