

## Executive

17<sup>th</sup> October 2007

### Byker/Ouseburn, North Central and Elswick/Arthur's Hill Project Boards

Report by: Director of Regeneration

Ward Implications: Byker, Ouseburn, South Heaton, Blakelaw, Fawdon,  
Kenton, Elswick, Westgate and Wingrove

For Decision		
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#### 1. Summary (and Community Implications)

- 1.1 Executive approved the creation of a partnership-based Project Board to oversee the regeneration plans and proposals for Byker and Ouseburn in May 2006, following the Walker Riverside model and aimed at placing the community and key stakeholders at the heart of matters.
- 1.2 Following the OPM report and the recent decision by Executive that the revised Walker Riverside Project Board should be the generic model for other such Boards in the City this report recommends a revised governance structure to be adopted for the Byker/Ouseburn, North Central and Elswick/Arthur's Hill areas.

#### 2. Recommendations

- 2.1 The Executive is requested to:-
  - (i) Approve the model for governance and partnership working for the Byker/Ouseburn, North Central and Elswick areas;
  - (ii) Approve the City Council representation on the Byker/Ouseburn, North Central and Elswick/Arthur's Hill Project Boards, subject to confirmation by full Council.

#### 3. Background

- 3.1 OPM was commissioned by the Walker Riverside Project Board in July 2006 to undertake a review of the governance and partnership arrangements for the Walker Riverside Regeneration Programme. The need for the review was also sanctioned by Executive as an important step before extending the number of Project Boards beyond those initially approved (i.e. Walker Riverside,

Scotswood/Benwell and Ouseburn/Byker). In considering the final OPM report in May, Executive:

- endorsed the changes agreed by the Walker Riverside Board;
- agreed that the revised arrangements at Walker Riverside become the generic model for governance and partnership working for other regeneration programmes;

Executive supported, in particular, the participation of Ward Chairs (as local political representation on local regeneration Boards) together with the inclusion of an Executive Member to lead the Boards (to ensure coherence between the Board and Executive decisions).

3.2 The full Ouseburn/Byker and North Central Project Boards will start to meet formally from November. The Ouseburn/Byker Board has been meeting informally as an interim body since October 2006 and the North Central Interim Board had its first meeting in July 2007. The Elswick/Arthur's Hill Project Board has not yet met in any form, although its organisational structure has been proposed and would be consistent with the generic model. It will start meeting formally in 2008.

#### 4. **Application of the OPM recommendations to the Byker/Ouseburn, North Central and Elswick/Arthur's Hill areas**

4.1 OPM concluded that the goals for effective governance and partnership working needed to be based upon the four criteria set out in 4.2 to ensure that:

- There is a clear and widely owned vision and priorities;
- Planning is strategic, long term and aligned to wider strategies;
- The roles and functions of partners are clearly defined and agreed;
- The Boards are able to both involve local people and take quick decisions;
- Paperwork and regulation is minimised;
- There is strong scrutiny from both agencies and the community;
- The whole community is involved in the vision, decision making, monitoring and challenge;
- Political involvement is constructive and strategic.

4.2 Taking the criteria and research findings, OPM's recommendations from the review were presented under the following four headings:

1. **Vision and strategy: ensuring clarity, shared ownership and wider alignment:** how a clear and coherent vision and strategy for the area in question should be developed and taken forward.
2. **Structures and relationships: ensuring appropriate involvement, participation and leadership:** how the partnership should operate in the future; how it involves all the right stakeholders whilst maintaining strategic and operational leadership and strong community participation.
3. **Implementation and delivery of key responsibilities, systems and processes:** how the partnership's strategy and vision should be

implemented through mechanisms such project management, contract management and risk management.

4. **Performance management and scrutiny:** how the Programme should be performance managed, monitored and held to account.

## 5. **The Governance Model**

5.1 Having established the Walker Riverside governance and partnership working model as best practice for the other regeneration programmes in the City, these three models show some slight variances to reflect differing local circumstances. For example, in Byker/Ouseburn it is recommended that as the bulk of the Board's area covers Byker ward two Byker Members should be on the Board. The detailed Governance diagrams for Byker/Ouseburn, North Central and Elswick/Arthur's Hill can be made available to Members on request. The governance models show three key elements, namely:

- Strategic Direction
- Operational Delivery
- Community Involvement

5.2 **Strategic Direction** is provided by the Project Board (Strategic Steering Group) in each of the areas. The membership of the Boards, including the City Council representation is shown in Appendix 1. Following full Council approval in September the Byker/Ouseburn Project Board is to be chaired by Councillor Cooper. It is proposed that the North Central Project Board will be chaired by Councillor Faulkner and the Chair of the Elswick/Arthur's Hill Project Board will be Councillor Cookson with the other Board members appointed in due course. The appointment of the Board Chairs is subject to full Council approval. Task Groups can be commissioned as required to carry out time-limited work on specific issues on behalf of the Project Boards. The Chair and Vice Chairs of each strategic Project Board and operational Programme Board (see 5.3 below) should meet on a regular basis, preferably monthly, to improve communication, understanding and the management of risk.

5.3 **Programme Delivery and Financial Management** in each area will be overseen by the Management Group (Programme Board) chaired by the Head of Sustainable Development. These Management Groups will be quite small and will comprise appropriate Council officers and representatives from other key agencies, primarily BNG and YHN. This approach follows the Walker Riverside model, and is consistent with the Newcastle Project Management Framework. The programme for each area will be split into themes, which group together similar projects. Each theme will be lead by a project executive, who is responsible for the delivery of the projects within their theme and oversees the project managers who manage the projects on a daily basis. The themes will be consistent with the corporate Regeneration Strategy, such as Housing, Transportation and Sustainable Neighbourhoods and the officers sitting on the Management Groups will reflect these themes. In addition there will be both Directorate and central officer support to provide guidance on finance, risk, procurement and legal issues.

5.4 **Community Involvement** is recognised as being of central importance to this governance model and each of the three new Project Boards includes representatives of the local community, from existing tenants and residents

associations and also representatives from the community and voluntary sectors. This level of resident and community and voluntary sector involvement is designed to ensure that all sections of the local communities within the three areas, including the young, the elderly and BME groups, are able to feed their views to the Project Boards and one of the key themes for each Board will be Communication and Consultation.

## 6. Project Board (Steering Group) Terms of Reference

6.1 Following on from 4.2 and section 5 above, the principal responsibilities of each Board will be set out in Terms of Reference based on the Walker Riverside model. The Terms of Reference for the Walker Riverside Project Board are in the process of being reviewed and updated but currently they cover the following issues:

- i. **Strategic.** Providing strategic oversight of the implementation of the agreed Programme by the Management Group to ensure that it is delivered in accordance with a Funding Plan, a Delivery Plan, and a Regeneration Programme. This includes prioritisation of investment and projects and ensuring effective partnership working across public, private, community and voluntary sectors

*Providing advice, direction and assistance to the Management Group so as to maintain the strategic direction of the Programme during implementation.*

- ii. **Annual plan.** Monitoring the annual business planning and budgeting process in respect of the Programme.

*Commenting on the annual review of the plan produced by the Management Group.*

- iii. **General financial.** Receipt of annual (or more frequent) reports on the work of the Management Group.

*Strategic overview of the finance of the Programme.*

- iv. **Programme Progression.** Monitoring the performance of the various elements of the Programme through receipt and consideration of regular management reports.

*Monitoring performance through regular management reports by reference to the Regeneration Programme, tabled sufficiently in advance of meetings to allow Board members to consider and approve the same so as to be able to comment and debate the contents at the meeting.*

- v. **Public awareness.** Ensuring that the Programme is well

known and easily recognisable.

*Generally publicising the aims and objectives of the Programme in accordance with a communications strategy developed by the Management Group.*

- vi. **Regular meetings.** Convening regular meetings of the Board (not less than bi-monthly) in order to administer the objectives of the Board.

*Giving directions to enable administration of Board meetings, production of suitable actioned minutes and supporting documentation in order to process the business of the Board.*

- vii. **Communication.** Ensuring that the relationship between Board members any co-optees and the Management Group benefits from good communications and information exchanges.

*Developing a robust and responsive system of internal communications to ensure that information and data is freely exchanged in an efficient manner between Board members and co-optees and the Management Group.*

- viii. **External advice.** As a Board, taking appropriate advice from within the City Council or from external advisers as the case may require.

*Commissioning the advice referred to.*

- ix. **Board behaviour.** Upholding standards of diligence, competence and probity, including:

- upholding the standards of conduct and probity expected of members when representing the Board,
- accepting collective responsibility for decisions and actions, and not expressing personal opinions externally, and
- declaring an interest to the Board in respect of any matter where there may be a potential conflict or duality of interest.

- x. **Board training.** Annually reviewing the Board's effectiveness and ensuring that effective arrangements are put in place to maintain and develop the skills of all Board members.

*Authority to implement training and development arrangements for Board members as required.*

The Terms of Reference for the new Project boards will be based upon the updated Terms of Reference which are produced for the Walker Riverside Project Board.

## **7. Corporate Implications**

### **7.1 Financial**

Using a best practice governance model in conjunction with effective programme, project, risk and partnership management, will assist in ensuring the optimum use of resources.

### **7.2 Any additional views of City Treasurer**

City Treasurers staff are involved in the continuing development of business plans for the Byker Ouseburn and North Central areas and the intention is that these will be completed in the near future for Project Board and Executive approval. A similar business plan for Elswick/Arthur's Hill will also be brought forward in due course.

The City Treasurer will regularly review each of the three programme funding plans. In addition a City Treasurer's representative will sit on the three Management Executives (Programme Boards) to strengthen, scrutinise and challenge the financial accountability.

### **7.3 Legal**

The Head of Legal Services has been consulted on this report. Whilst the Council will take full account of the Boards' views in reaching decisions on any matter which relates to the Project Boards or their respective programmes, it should be noted that any decisions to be made by the Council will still be progressed through the Council's decision-making framework. For example, decisions as to land disposals or compulsory purchase orders will still be made by the Council's Executive or, where appropriate, by officers under delegated powers. Similarly, any planning decisions will be a matter for Development Control Committee or delegated officers. The proposals in this report are considered to be compliant with the requirements of human rights legislation.

### **7.4 Environmental and Sustainability**

The successful outcome of a regeneration programme is delivering a sustainable community. Having an effective mechanism for meeting that objective is essential. Using the Walker Riverside model, informed by the OPM review will strengthen the ability to deliver the goal.

### **7.5 Risk Implications**

Implementing the proposed governance arrangements in the three areas provides the opportunity to balance the desire for tight controlled governance and the involvement of all partners in the process.

Having effective governance arrangements in place will enable the City Council to monitor and control the objectives of the regeneration programme and ensure their alignment to the Regeneration Portfolio targets and the regeneration strategy. A clear governance structure ensures that the right people with the right skills are involved at the right time, and that the right

people are responsible for making any decisions.

The key risk associated with agreeing the proposal is whether all members of the structure have the capacity and skills to implement the model to all regeneration areas. This can be addressed for Council officers by undertaking Programme Management training and peer review, and externally by working with the community to develop any skills gaps. Programme managers will need to undertake an internal and external skills audit as part of their programme and action as appropriate.

Should the Council decide not to agree the governance and partnership model proposed, the lack of structured governance, partnership and consultation working may result in the programmes failing to deliver their regeneration objectives to time, cost and quality.

#### **7.6 Equalities**

The Community Involvement element of the model set out in 5.4 and the programmes' adherence to the approved corporate Community Engagement Strategy enables equality issues to be identified and addressed accordingly at all levels within the programmes and across the communities within the three areas.

#### **7.7 Ward and Community Implications**

The proposals affect the Byker, Ouseburn and South Heaton Wards (Byker/Ouseburn), Kenton, Blakelaw and Fawdon Wards (North Central) and Elswick, Westgate and Wingrove Wards (Elswick/Arthur's Hill).

#### **7.8 Scrutiny**

The appropriate Scrutiny Panel for this report is Regeneration but the report has not been considered.

#### **7.9 Links to the Executive and City Council Committees**

As detailed in 5.1 the role of the Project Boards is to provide strategic direction, monitor programme and project delivery and facilitate community involvement in the respective areas. As with the Walker Riverside model there will be strong links to existing City Council decision-making structures as the Project Boards themselves do not have any delegated powers. The Executive, Procurement Committee, Development Control Committee and Planning and Transportation Committee, for example, will be the appropriate decision making bodies and reports for those Committees will go through the existing internal officer governance systems including Business Management Capital Sub Group, with the Project Board's recommendations clearly set out.

Links to the Ward Committees is provided via the Chairs (or nominated ward Member) sitting on the Project Boards. Where a Board covers a number of Wards there will be Member representation from each ward.

### **8. What Happens Next**

8.1 Following approval of the governance and partnership models for the regeneration programmes for Ouseburn/Byker and North Central it is proposed that these Project Boards commence to meet in full as soon as possible. The creation of the Elswick/Arthur's Hill Project Board is not so far

advanced and requires the other members of the Board to be selected according to a transparent and democratic process. This Board will start to meet formally in 2008.

## **9. Further Information**

### 9.1 Background documents:

1. OPM Report - Walker Riverside Regeneration Programme Strategic Evaluation of Governance and Partnership Working. Final report to Newcastle City Council and the Walker Riverside Project Board - December 2006
2. OPM Report - Review and Recommendations to Walker Riverside Project Board – 13 March 2007
3. The Newcastle Programme and Project Management Framework (NPMF2) is found on the intranet using the link:

[http://194.61.175.66/ccpm.nsf/a/a\\_cppo\\_home](http://194.61.175.66/ccpm.nsf/a/a_cppo_home)

4. Report to Executive May 2006 Ouseburn/Byker Project Board

### 9.2 Contact Officer – John Miller, Head of Sustainable Development

APPENDIX 1: BOARD MEMBERSHIP

OUSEBURN/BYKER (17)	NORTH CENTRAL (15)	ELSWICK (15)
<p><b>CHAIR: Executive Member: Cllr Cooper</b></p> <p><b>Councillors (4) – Ward Chairs plus additional Byker Member</b></p> <p><b>Resident Representatives (4)</b></p> <p><b>Ouseburn Management Board (1)</b></p> <p><b>YHN (1)</b></p> <p><b>Business Community (2)</b></p> <p><b>Bridging NewcastleGateshead (1)</b></p> <p><b>Community &amp; Voluntary Sector (2)</b></p> <p><b>LSP (1)</b></p>	<p><b>CHAIR: Executive Member: Cllr Faulkner*</b></p> <p><b>Councillors (3) – Ward Chairs</b></p> <p><b>Community Representatives (4)</b></p> <p><b>Social Landlords (1)</b></p> <p><b>YHN (1)</b></p> <p><b>Business Community (1)</b></p> <p><b>Bridging NewcastleGateshead (1)</b></p> <p><b>Voluntary Sector (1)</b></p> <p><b>Northumbria Police (1)</b></p> <p><b>LSP (1)</b></p>	<p><b>CHAIR: Executive Member: Cllr Cookson*</b></p> <p><b>Councillors (3) – Ward Chairs</b></p> <p><b>Community Representatives (4)</b></p> <p><b>New Deal For Communities (1)</b></p> <p><b>YHN (1)</b></p> <p><b>Business Community (2)</b></p> <p><b>Bridging NewcastleGateshead (1)</b></p> <p><b>Northumbria Police (1)</b></p> <p><b>LSP (1)</b></p>

\* Subject to approval by Full Council