



# EXECUTIVE SUMMARY

## Introduction

In March 2019 ERS was commissioned by Great Yarmouth Borough Council to evaluate the Neighbourhoods That Work Programme (NTW). This is the Year 3 Evaluation Report that considers the activity undertaken to date, the impact of the investment and opportunities for the future as the NTW Programme progresses into the final 18 months of activity.

## Programme Rationale

The NTW Programme was established to:

- Support thriving communities and its idea of how to achieve this is to link up individuals within their communities (increase social capital and resilience);
- Enable public and voluntary services to better meet the needs of people (responsive and effective public services); and
- Provide employability support for those who are long-term unemployed (build up skills and training of residents and encourage employment opportunities that match local resident's capabilities) and engage local employers with their community.

The NTW Programme was informed by a clear evidence base on the need for improved person-centred approaches to linking local people into services they need but were not necessarily likely to access. The approach of targeting NTW Programme activity at the most disadvantaged communities was entirely appropriate, enabling a real focus of resources on the people most in need of support.

## Headline Impact

The scale of impact, in terms of the number of people supported in a variety of ways, is impressive. In terms of contracted outputs, the NTW Programme is largely on target to achieve the indicator targets set at the outset of the intervention, and some of those targets have already been met.

Over 4000 people have participated in at least one community event and approaching this number have made new connections within their community. Whilst many people will be passive beneficiaries of community events, 276 report feeling more active in their community and 146 separate groups of residents have been supported in working together to address community priorities or to further common interests.

Over 1,300 people have reported new friendships i.e. 'strangers becoming neighbours' and the value of this in terms of reducing social isolation is considerable. The programme has supported 254 people overcome at least one personal challenge whilst 456 people reported improved well-being from having issues addressed.

The NTW Programme can evidence that 114 local residents have progressed into sustainable employment. Our experience of evaluating similar programmes elsewhere has informed our understanding that the actual number of people supported into work will be greater than this.

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The total estimated net economic impact (net GVA) across Great Yarmouth is almost £1.2m. In addition, additional tax-payer savings from a reduction in employment related benefit is estimated at £562,577, with housing benefit savings of a further £187,320 per annum. On a local level, sustained employment has increased Council Tax generation by £24,497 per annum through a reduction in non-working households.

The NTW Programme has been able to present a number of examples of how other services have been influenced by the NTW approach including: Social prescribing; Early Help Hub; and Jobcentre Plus. The NTW Programme has influenced the delivery model of the ESF Inclusion Project, ensuring that support reflects the requirements of local people.

### Frontline Support for Communities

The community engagement element is critical to gathering grassroots evidence on how services need to better respond to the needs of local people. The frontline connector team serve a valuable function in engaging and supporting local people at crisis and at pre-crisis point. Simply put, if they were not employed then the task of supporting such people would fall to others in the public sector and voluntary sector.

The Community Development Worker role has delivered a range of activity aimed at developing community involvement and community spirit in the area. The role of the Community Connector is vital. The Life Connector approach continues to play a significant role in supporting people with Universal Credit issues, reducing anxiety, maximising benefit entitlement and contributing to the continuation of stable tenancies as well as linking people into their communities to build resilience. There is a real benefit in employing people in the Connector roles; as this recognises the value of the professional skill set required to engage with people, build trust and support them on their journey. The fact that the Connectors actually live in the local area means they have credibility as they have knowledge of the issues faced locally.

The Multi-Disciplinary Advice Workers are well regarded by the NTW frontline staff. Their complementary expertise has been vital in ensuring people get the right support at the earliest opportunity. It is evident that the NTW Programme is largely working well in terms of sharing responsibility, ensuring that people get the right support, at the right time from the most appropriate NTW team member.

Whilst the Service Transformation Leads have a clear remit, there is some overlap with that of the other NTW roles, particularly the Neighbourhood Managers. There is a need to consider how the Service Transformation Leads adds value to the wider NTW Programme and whether the objectives would be achieved more successfully through greater integration with the wider NTW Programme.

Despite the cessation of the Skills Connector role, some elements of the role have been continued by other members of the NTW team i.e. the Job Club in Gorleston has been maintained and residents that worked with the Skills Connectors are still receiving support from others in

NTW and from BBO or the GYBC Inclusion project. There is a clear recognition across the NTW Programme of the continued requirement to focus on improving the employability of residents.

### Next Steps

A central element of the NTW was to develop local community capacity to take an increasingly involved role in influencing services. The degree to which this has been achieved via Neighbourhood Boards is unclear, but this should be a priority for the next six months. There is a need, looking forward, to identify capacity from within communities to take a more active role in supporting this activity potentially passing responsibility onto the Neighbourhood Board.

There is a need for senior management and political leaders to understand the added value of the NTW approach. It is recommended that roles are shadowed for a day to increase awareness of the added value generated to some of the most vulnerable people and key services. There is a need for the NTW team to continue to focus on services that need to be 'transformed' to better suit residents. Priorities are established but this will naturally evolve over time.

There is a need to work more closely with the BBO programme to support the progression of people into training or employment. Neighbourhood Managers should have a role in ensuring that such a service delivers for local people, and that introductions of suitable local people to the BBO programme is facilitated to a much greater extent.

There is a role in ensuring that local people from disadvantaged areas are supported to access opportunities generated by large local contracts, especially those that have clauses encouraging the recruitment of local labour, apprenticeship opportunities, etc. Such a role should be trialled within the NTW Programme over the next 12 months. Consideration should be given to identifying how NTW Programme resources could be directed towards trialling an Employer Broker role over the remaining delivery period.

There is a need to build capacity within each NTW patch for groups, organisations and community representatives to access wider funding to deliver local priorities. Consideration should be made to strengthening the capacity of local neighbourhood boards to take on increased ownership in preparation of reductions in NTW capacity.

The continuation of the neighbourhood management model is a priority. The current staff underpin the whole approach and are a lever for improving mainstream/externally funded services (reducing duplication, etc.) whilst also potentially providing the bedrock for any future bespoke community development programme/projects. There is a requirement to establish a timetable for GYBC to consider the model for future neighbourhood management and community development activity. It is recommended that this is undertaken during 2019, to enable necessary evidence to be collected, options to be appraised and future funding sources identified.

## 1. INTRODUCTION

### About this Report

1.1 In March 2019 ERS was commissioned by Great Yarmouth Borough Council (GYBC) to evaluate the Neighbourhoods That Work Programme (NTW). The NTW vision is to:

- Support thriving communities and its idea of how to achieve this is to link up individuals within their communities (increase social capital and resilience);
- Enable public and voluntary services to meet the needs of people (responsive and effective public services); and
- Provide employability support for those who are long-term unemployed (build up skills and training of residents and encourage employment opportunities that match local resident's capabilities) and to engage employers more with their local community.

1.2 This is the Year 3 Evaluation Report. It was due to be submitted in October 2018. A revised date for submission has been agreed as the end of May 2019. The report will also set out the programme for future evaluation activity, including the Year Four report to be submitted in October 2019.

### Our Approach

1.3 The evaluation aims to explore the validity of the theory of change by uncovering evidence to demonstrate contribution of the programme to key indicators along the pathways to change, with a case study approach at the core of the design. In early April 2019 we prepared an initial 'issues report' that served to clarify our approach and outline an initial list of questions to be considered by frontline staff, managers and commissioners/ deliverers of services during an initial round of one to one and small group interviews.



1.4 Given the relatively short timescale to produce this report it has simply not been possible to undertake any primary consultation with local people who are engaged with the NTW Programme. However, the expectation is that such activity will be undertaken during the summer of 2019 to inform the Year 4 evaluation report to be prepared in October 2019.

1.5 The report has also been informed by a detailed review of wider documentation and programme data, including:

- Original business cases;
- Previous evaluation reports;
- Case studies; and
- Headline data from the database collected as part of programme monitoring.

1.6 The report is structured around the following key sections:

- Section 2 provides the context and background to the NTW Programme;
- Section 3 covers the management and governance arrangements;
- Section 4 outlines the frontline, community facing delivery elements
- Section 5 covers the progress made, and next steps, in relation to transforming services;
- Section 6 highlights successes and opportunities across the economic growth agenda;
- Section 7 covers the headline impact in terms of the key outputs and outcomes, including a cost benefit analysis of the employment generation strand of delivery;
- Section 8 considers the legacy of the investment and outlines a number of recommendations to strengthen the impact of the investment beyond 2020; and
- Section 9 brings all the key findings together.

## 2. BACKGROUND TO THE NEIGHBOURHOODS THAT WORK PROGRAMME

### Local Context

- 2.1 The NTW Programme approach was shaped from a number of directions. The Community Development and Neighbourhood Management approach at GYBC has been operational in the Central and Northgate ward and Nelson ward since 2006, and expanded and evolved in 2009 to include Cobholm, Southtown and Gorleston. The approach has been a key function of delivery, particularly in the most disadvantaged neighbourhoods.
- 2.2 At the time of conception there was a clear ethos of supporting the most vulnerable people living in the most disadvantaged communities. NTW understands the value of a place-based approach in resolving some of the fundamental issues and root causes of deprivation. The NTW Programme aims to benefit individuals and households with complex and multiple needs, at risk of repeat crisis intervention; and who are furthest away from the labour market.
- 2.3 A foundation stone for the NTW model was the previous Community Development delivery, and within it the Family Connector Model pilot. This was a proactive approach that sought to work with people to guide them into support to reduce social isolation and begin to consider a raft of other personal issues. The funding from the Big Lottery Fund (now National Lottery Community Fund) enabled a more expansive programme of activity.
- 2.4 The lack of close social bonds is the key driver for the community development/connector work. Individuals are therefore not resilient and not connected to public and voluntary services that meet their needs early enough/at the right time. The wider benefit of greater local connections to others in their community has considerable value in reducing social isolation, building confidence and sharing of knowledge and resources.



- 2.5 There is an understanding that across the NTW Programme area that local people often cannot access sustainable employment in the local economy. Seasonal work and low-skilled weekend employment opportunities may also be difficult to take up if people don't have access to affordable childcare. Making connections and friendships in their community can help in either offers of direct support or through provision of trusted recommendations.
- 2.6 Across Great Yarmouth in 2015, 20% of working age residents were in receipt of at least one out of work benefit. In some urban areas, like the Nelson Ward, this figure rose to almost 50%, alongside high levels of income and related deprivations.

2.7 Meanwhile, the local labour market suffers from the structural deficits associated with seasonal employment, meaning there is high competition for sustainable jobs. Information from the local partners indicated that at the outset of operations over 1,000 economically active residents find it difficult to compete in the jobs market because of their additional learning, physical or mental health support needs.

Key Finding 1: The NTW Programme was informed by a clear evidence base on the need for improved person-centred approaches to linking local people into services they need but were not necessarily likely to access.

### Focus of the Programme

2.8 The NTW programme set out to tackle:

- Social capital in the community. This needs to be strengthened in order to improve individual, household and community resilience, through access to networks for advice, support, and resources.
- Public and voluntary services need to be more approachable and responsive so that the vulnerability and disadvantages of individuals, households and communities are addressed.
- Long-term unemployed residents need to be supported in developing their skills in order to improve access to paid work and meaningful occupation.
- Employment opportunities need to be developed that match the skills, capabilities, strengths and assets of local people to drive forward sustainable economic growth, providing more appropriate economic activity.

2.9 While all four points relate to improving local people's individual and community wellbeing, the first two focus more on social resilience and living well together, as individuals within a community, while the latter two focus more on employment and linking people to opportunities in the local economy. Since October 2018 there has been less emphasis upon the latter two bullet points above since the emergence of the complementary BBO programmes and the cessation of NTW roles that previously underpinned employability support activity. However, there is still a major role for NTW to contribute more fully to this agenda.

Key Finding 2: At the outset of the NTW Programme the objectives were clear and understood by staff and wider partners.

### Focus on Disadvantaged Neighbourhoods

2.10 Great Yarmouth has 13 neighbourhoods in the bottom 10% nationally in terms of relative deprivation. Typically, households and communities in these areas have low levels of resilience, with low ability to cope with gradual, moderate or sudden changes in their lives, making them especially vulnerable to the impacts of changing social, economic and environmental factors.

Key Finding 3: The approach of targeting NTW Programme activity at the most disadvantaged communities was entirely appropriate, enabling a real focus of resources on the people most in need of support.

### 3. PROGRAMME MANAGEMENT AND GOVERNANCE

#### Introduction

- 3.1 This section of the report covers the programme management of the design and delivery of NTW. The NTW Programme (Years 1 – 3) was delivered by Great Yarmouth Borough Council in collaboration with seven delivery partners from the voluntary, public and private sectors: GYROS, Voluntary Norfolk, Business in the Community (BITC), DIAL, East Coast Colleges, Great Yarmouth and Waveney Mind and Future Projects. The original Lottery bid included a taper at Year 3 for some roles, and so in line with the original programme delivery plan, some partners are no longer directly involved in the delivery of the NTW programme.

#### Delivery Model

- 3.2 The model is delivered by three neighbourhood management hubs. Each provides shared office space for Community Development Workers, Community Connectors and Life Connectors and Skills Connectors, forming the 'patch team', coordinated and led by a Neighbourhood Manager.
- 3.3 A number of other additional roles were operational, but activity was ceased in October 2018 due to an anticipated alignment with complementary Lottery funded programmes (such as Building Better Opportunities) and the ongoing mainstream support of DWP provision. These roles included: Service Outreach Connector; Business Connector, Complex Case Manager – Service Transformation, Volunteer Connector; Training Connector; and Skills Connector. At the time the model of delivery was formulated in the Lottery application, the assumption made was that having such roles would mean duplication of existing provision, but this has not necessarily been the case, Section 6 explores this in more detail.
- 3.4 The expectation was also that complementary programmes, such as BBO, would be informed by any successes and learning from NTW practice at that point, to embed the NTW approach in newly commissioned activity i.e. as part of the service transformation agenda. One strand of the BBO activity, the Norfolk Community College Project, was clearly influenced by NTW in terms of the model of delivery and was also expected at the outset to be a conduit to progress the Responsible Business Network established by the NTW Business Connector role.
- 3.5 Established in 2006 (Comeunity) and 2009 (MESH and MiH), the hubs are led by a partnership board of local residents and statutory partners (Norfolk Police, NHS, County and Borough Councils, and VCS representatives). Their aim is to co-ordinate local service delivery, ensure it responds to identified local priorities, and to proactively work in partnership to ultimately improve quality of life in the locality. Grass roots activity is central to the programmes, and community development work focuses on capacity building and resilience.
- 3.6 The Kingside Hub, resourced with support from the Advice Services Transition Fund, is located in Great Yarmouth Town Centre. This venue provides the main base for the Multi-Disciplinary Advice Workers who liaise on a regular basis with the borough council's Housing Options and Benefits advice team, the DWP's Work Coach Advisors and other voluntary sector organisations.
- 3.7 Where multi-agency specialist service liaison is required, the Service Connectors and Multi-Disciplinary Advice Workers collaborate with Great Yarmouth's Early Help Hub. This is based at

the council offices and facilitated by Norfolk County Council Children’s Services, bringing together statutory and voluntary sector support services on a daily basis.

### NTW Programme Partners

- 3.8 The approach of different organisations employing different members of the NTW team has had benefits and disbenefits. The benefits have included: widening the service offer amongst the voluntary sector, enabling them to evidence an understanding of key issues and demonstrate their competence and capacity to deliver such projects. This will be helpful for NTW when providing evidence for future funding bids. Disbenefits have been largely procedural e.g. IT systems that don’t integrate across organisations, and occasional uncertainty of staff balancing line management and task management priorities.

The Key Finding 4: On balance the approach of employing NTW programme staff via multiple organisations has worked well. It has boosted organisational knowledge and profile, especially in voluntary sector organisations.

### Neighbourhood Manager Role

- 3.9 Neighbourhood Management is an important element of the NTW delivery. The neighbourhood managers who oversee the hubs where NTW practitioners work from are employed by Great Yarmouth Borough Council, and are funded by the council rather than funded through NTW directly. The Neighbourhood Management pilot ‘Comeunity’ was launched by the council in the Nelson ward via the Safer Stronger Communities Fund in 2006. Comeunity focuses on coordinating multiagency service delivery and aligning it with locally identified priorities, with the involvement of local people from a defined locality at the centre of decision-making processes.
- 3.10 Following Comeunity’s success two further Neighbourhood Management programmes, ‘MESH’ and ‘Make it Happen’, were created in 2009 in the borough’s other priority urban wards which include Cobholm, Southtown and Gorleston. Because of this each neighbourhood hub is involved in other work which falls outside of the NTW remit and area.
- 3.11 Since the NTW Programme commenced it is evident that the project management tasks associated with managing a team of people and reporting to an external funder have impacted upon their capacity to deliver their core role as a Neighbourhood Manager. On reflection, the expectations of the NTW Project Coordinator were too wide, particularly in relation to managing teams across three locations and undertaking all the necessary administrative tasks, particularly in relation to performance management and monitoring.

Key Finding 5: The programme management approach works well. Programme staff at all levels are encouraged to challenge and look at new ways and creative ways of working.

The different roles of the NTW team are covered in depth later in this report

## External Peer Review of Neighbourhood Management

- 3.12 In 2018 the Council's approach to neighbourhood management, and the NTW Programme, was subject to a peer review of practitioners from local authorities and the Joseph Rowntree Foundation.
- 3.13 The final report identified a number of key findings. Key strengths identified include:
- Neighbourhoods Managers are highly regarded by partner agencies and the community;
  - Neighbourhood Boards set local priorities and guide the work of the Neighbourhood Team;
  - Determination within the Neighbourhoods Team to make the NTW programme and other activities work and have a positive impact.
- 3.14 Elsewhere in this report we will make reference to the peer review report that identified clear recommendations across a number of areas including:
- Leadership and Accountability;
  - Purpose and Focus;
  - Delivering for the council and others;
  - Evidencing Change; and
  - Community Led Action.

## Articulating Priorities and Impact

- 3.15 A number of opportunities exist for improved leadership and accountability. The peer review report identified that Council Heads of Service, Team Managers and the ELT (Executive Leadership Team) are failing to engage and utilise the Neighbourhoods Team. The Neighbourhood Teams need to be aligned to a council service area to provide a senior management steer and greater management support.
- 3.16 Annual delivery plans have been prepared for each of the areas. The plans demonstrate what the community drivers for change are and identify how the Neighbourhood Board priorities support the delivery of the GYBC corporate objectives. All of the Board plans will feed into the service area plan for Neighbourhoods and Communities.
- 3.17 Each of the three patches have different delivery plans. There is also a separate action plan for the transformation element. Whilst we accept that each Board currently does work differently, it would be advantageous for all action plans to follow a consistent format, to ensure that best practice is adopted e.g. learning from other areas. It also presents a clearer picture, and a perception of a more organised management approach to senior staff within GYBC and other key partners.
- 3.18 The Service Transformation Leads' action plan of delivery operates outside the patch-based priorities. There is limited appreciation across other frontline staff of the activity and added value of the role.

- 3.19 The peer review exercise identified a case for all plans to be standardised and community priorities presented in a way that more closely aligns to council and partner agency priorities. This should increase their relevance to organisations. As the NTW Programme moves towards the final year of operations with the current National Lottery funding, consideration needs to be given to preparing a three-year plan of local priorities for each area to ensure that community priorities and aspirations are clearly defined for whatever service or programme may follow.
- 3.20 There is value, in advance of the Study Visit in October 2019 in producing a single, consistent delivery plan with annual reporting statement and a section on ensuring the legacy of NTW investment. At this point, it is also worth highlighting the gaps that are likely to remain in 2020, approaching and beyond the planned end date of NTW to ensure that the Council, and other partners can commence planning around such service needs. It is recommended that this is produced in a way that reflects current strategic priorities i.e. links to economic development and jobs.

Key Finding 6: Across the NTW Programme there are multiple patch plans and strand activity plans i.e. Service Transformation. Greater clarity could be achieved via ensuring these follow a common template and be packaged in a single NTW action plan.

### Programme Monitoring and Impact Assessment

- 3.21 The NTW Programme has a bespoke database to record data across a range of areas. This includes the recording of participant information and interactions. Importantly, it enables the tracking of individual journeys. Where there are examples of strong outcomes from the NTW programme this is really powerful both in terms of demonstrating part of the programme is delivering and also in building the case for the sustaining of this activity in the future.
- 3.22 There is a perception that the successes of the NTW programme are not as widely publicised as they should be, both within Great Yarmouth and more widely. It has been widely stated that senior decision makers don't understand the benefits of the community development approach. There is a need to articulate this more clearly in terms of the language they understand i.e. making the links to economic development.



- 3.23 The nature of the NTW Programme means that it is often difficult to identify the impact of support on each person who encounters support. We have heard examples of 'light-touch' support that has led to significant benefits to people.

- 3.24 Conversely, we also know that the NTW team have supported people for a number of years without any significant progress made in terms of becoming more likely to progress into employment, etc. However, in some cases ‘standing still’ can be regarded as success given challenges faced in their life.
- 3.25 The peer review report identified the need for a simple way to capture the impact of activity. The database enables separate reports to be produced but often it is not straightforward to identify all the information that is required. For example, in order to identify the number of new community-based groups established it is necessary to manually review the diary entries of all groups supported (Target 1.3a) to identify those that were new (and those that were already established). The same applies in terms of identifying those existing groups and informal networks that were supported to do new and productive activity.
- 3.26 It would be beneficial if the database enabled reports to be produced that show the number of residents introduced to multiple organisations, tracking the journey. This would be useful in assessing not only the strength of linkages between different connectors across each patch, but also to identify any gaps where perhaps introductions would be expected but currently are not.
- 3.27 Therefore, it is expected that overall there is significant undercounting of the number of introductions between NTW staff (Target 2.2a). The database also does not facilitate reports to be produced demonstrating the number of introductions to other external organisations. The NTW management team expect this to total approximately 400 people.
- 3.28 The NTW Programme has suffered given the lack of a dedicated resource to effectively measure impact. At the outset the preference was for the recruitment of a staff member to perform this role, but this wasn’t allowed within the parameters of the funding.

Key Finding 7: The NTW Programme would have benefitted from having a dedicated role responsible for data collection, and performance management, but this couldn’t be resourced by the main funder. At the moment, the requirement to undertake this is drawing time from neighbourhood management roles that could be more effectively utilised on other elements of the role.

## 4. FRONTLINE WORK IN COMMUNITIES

### Introduction

- 4.1 This section of the report outlines the background, activity and impact of key elements of the model, including the Community Development Workers, Community Connectors and Life Connectors.
- 4.2 One of the main objectives of the NTW programme is to increase the capacity in communities to enable them to become more resilient in the face of changing social, economic and environmental conditions. NTW proposed to “transform the relationship” between these services and communities so that they can “work more collaboratively [...] and to co-create more sustainable ways of working” in order to ultimately reduce the demand for crisis interventions.

### Working in Communities

- 4.3 Voluntary Norfolk currently employ the Community Development Workers and Community Connectors. They also previously employed the Skills Connectors. Their remit is to promote, support and develop volunteering and the work of voluntary organisations, encouraging recognition and understanding of the value of the sector across Norfolk.
- 4.4 These posts were informed by a pilot initiative in 2007 (and several subsequent extensions) called Target Opportunities, originating through the ComeUnity programme and associated available funds. These roles were extended to the MiH and MESH patches in 2009, utilising Working Neighbourhoods Fund monies. Their function was then incorporated into the NTW structure.
- 4.5 Since 2006 Community Development Workers, employed through the VCS, have worked side by side with Neighbourhood Managers. For well over a decade there has been collaborative working with clearly defined roles and expectations. The three original Community Development Workers were in post before NTW started.

### Headline Impact

- 4.6 As a direct result of the NTW Programme support:
- 3843 people have made new connections within their community;
  - 1321 people have reported new friendships;
  - 4001 people have participated in at least one community event;
  - 462 people have progressed to join a new group or network;
  - 146 groups of residents have been supported to work together to address community priorities or to further common interests;
  - 276 residents have reported feeling more active in their community;
  - 248 people have been supported to overcome at least one personal challenge;
  - 131 people have maintained first-time involvement in community activity / employment;
  - 937 people have experienced smooth, seamless referrals into services from single contact point;

- 454 people have reported improved well-being from having issues addressed;
- 710 people have completed at least one training session;
- 675 people have reported improvement in skill level following completion of at least one training session;
- 276 people with complex needs reported improved confidence in competing for jobs following at least one volunteer position / taster day / work placement;
- 114 people have overcome issues preventing them from getting and holding down a job, resulting in them securing sustaining employment;
- 57 service providers have reported that the project has improved their reach to most vulnerable residents; and
- 103 local employers have been more engaged and involved with their local community.

4.7 The scale of the support has been impressive, although there is a requirement as part of future evaluation reporting to undertake a 'deep dive' into the monitoring database to more fully understand the characteristics of those supported and the outcomes achieved.

4.8 The report includes a number of case studies. These have been chosen from a diverse selection of stories that demonstrate how the NTW Programme has improved the lives of so many local people.

Key Finding 8: The scale of impact, in terms of the number of people supported in a variety of ways, is impressive. The frontline NTW are experienced in identifying what help is required, and which service is best placed to offer this.

4.9 The following paragraphs outline the roles and activity of key elements of NTW frontline delivery in communities alongside relevant case studies that demonstrate the impact on individuals.

### Community Development Workers

4.10 The Community Development Worker role is to support community activities to complement and align with the neighbourhood plan, to support the start-up of community groups and community led projects, and to provide developmental support for community groups, for example groups wishing to access funding for their work, or wishing to improve their governance arrangements. All activities and groups either have wellbeing, the environment or the local economy at their core, these coincide with the NTW triple bottom line.

4.11 Community Development Workers work with residents to develop events, activities, projects, and community groups to benefit their neighbourhood. They focus on bringing people together to form groups and associations around shared collective priorities, and go on to support these groups to grow in their capacity. The activities and groups supported by NTW received over £26,000 of grant-based funding from the end of 2017 to the start of 2019, in part due to the support of the Community Development Workers.

4.12 The NTW Programme has an important role on estates in relation to community relations and community safety. Reductions in neighbourhood-based policing has meant that community development via NTW is becoming increasingly important.

- 4.13 The Community Development Workers and Connectors are regarded as ‘separate’ from the council, so are reportedly more trusted than other statutory agencies. The team have proven vital at peak times when hotspots of crime emerge as they are able to engage with communities to understand root causes and also solutions that would work. They offer a useful interface between the police and other services given their established relationship with key frontline officers and managers across key areas, in particular housing. Importantly, the NTW are trusted to represent the views of local people in any planning meetings with the police.
- 4.14 Whilst each Neighbourhood Manager has a key role in managing the day to day operations, they are supported in this by Community Development Workers who each have influence in shaping activities of wider frontline team members. This works well, ensuring that individuals receive the correct support by the most appropriate member of the team.

Key Finding 9: Community Development Workers work on the same principles in each patch, utilising a strengths-based approach to identifying individual and community-based talents and assets, rather than solely focusing on issues, needs and problems.

Key Finding 10: The Community Development Worker role has been vital in shaping the day to day role of wider frontline NTW staff.

Key Finding 11: Community Development Worker role has delivered a range of activity aimed at developing community involvement and community spirit in the area. There is a need, looking forward to identify capacity from within communities to take a more active role in supporting this activity potentially passing responsibility onto the Neighbourhood Board.

- 4.15 A number of case studies are included overleaf that demonstrate the added value of the Community Development Worker approach.

**“Bringing people to together through shared interests”**

A Community Development Worker discovered that two residents had a passion for trains. He introduced them to each other and they began working on a project, the end goal being to create a train museum for Great Yarmouth. Progress was good and they began to create pop-up exhibitions that were involved in fun days at MESH, they also had a stall at the Maritime Festival. They were invited to be involved in the working group for the Great Yarmouth Train Station Regeneration. Other projects have since utilised their expertise and work, such as the Originals Project which used their photographs to create a banner and a small exhibition cabinet for the train station.

As the original aim of the project was to create a museum, questionnaires were distributed at events and meetings in order to support their case for a museum. So far, the responses have been positive and the local community thinks having a train museum would be an asset to the town. To further support their case, the NTW team and the two have been looking at using vacant spaces for pop-up exhibitions in Victoria Arcade. This will benefit the local area as it fills vacant shops, it also is beneficial to the Arcade owners as they will be given reduced rates if the building is being used as a pop-up space.

**“Gorleston environmental clean-up operation was a good way for members of the community to meet NTW staff, Councillors and other local partners”**

A number of separate alleyway clean-ups were planned across the MESH patch. The first clean-up was brought to the MESH’s attention after the local environment team reported fly tipping and syringes found in the area. Alongside the environment team, the local residents had also raised the untidy alleyway with the MESH team.

The Community Development Worker brought together the residents and public bodies, including Councillors and police, to discuss the best strategy for the alleyway. A strategy was agreed and the residents set to work finding quotes for the work needed. In total the price quoted was £4,000, which the group could not afford.

The community decided they could do the work instead of raising the money to pay for the clean-up, over two weekends residents came to clear and tidy the alleyway. The council donated equipment, such as litter grabbers, and a local Councillor donated a skip to remove the large items which had been left there. Paving slabs and wild flowers for the alleyway were sourced for free through resident connections and these were laid and planted by residents. Furthermore, a streetlight which had no power, making the area dark and unsafe, was reconnected thanks to the knowledge of a resident who knew the correct person to contact.

The alleyway clean-up was a resounding success, championing public body and community cooperation with outstanding results. There are two more clean-up projects in Gorleston which are hoping to emulate their success.

**“A new community garden – growing people, wildlife and opportunities”**

A resident has a passion for community life; however, she had been unable to become active in the community until recently as she studying for a degree and managing her ill health. Since she finished her degree, she has made a conscious effort to involve herself in the community, her first idea was arranging a litter pick in Southtown. During the litter pick, the resident was introduced to the Make It Happen team and went on to help the team run an Easter event at Claydon Pavilion. Make It Happen also introduced the resident to Seachange Arts where she helped out with a beach event.

Wanting to do more in the community, she responded to a social media post from the Neighbourhood Manager, inviting people to get involved in the renovation of the Cobholm Community Garden, after the previous group disbanded. She and a former member worked together to restart the project. With the help of the Community Connector Team and Community Development Worker they are publicising the venture in Cobholm and also applying for funding for the project.

An environmental project is the perfect fit for her interests and experience and she hopes the garden will be a space where residents can come together, get to know their neighbours and feel a sense of pride in their community. She is very optimistic about the project and the benefits it will bring to the community. She also hopes this opportunity will help broaden her skill set for future employment.

## Community Connectors

- 4.16 One key delivery mechanism of NTW programme is through members of the community acting as 'Community Connectors'. These roles are paid members of the community with the ability to instigate and build relationships in their designated neighbourhood, or 'patch'. They identify and build relationships with local residents by proactively engaging in natural locations (e.g. school gates, corner shop, parks) through 'pop-up' events and other channels. In doing so they are able to find out 'what matters' in the neighbourhood, link residents to one another to form friendships, and also to ensure residents in need of additional support are introduced to other NTW practitioners.



- 4.17 Community Connectors are responsible for signposting to various services and making direct links to support through colleague introductions, most often to the Life Connectors. For example, the Community Connectors introduced people who have expressed a wish to find employment to the Skills Connectors who may (prior to October 2018) have been running job clubs, or to the Community Development Worker if someone wants to get involved in a community-based project.
- 4.18 The programme beneficiaries will be individuals living within urban wards, including the most vulnerable. Other key stakeholders include local VCS organisations, public sector bodies, employers and businesses and NTW delivery partners.

Key Finding 12: The role of the Community Connector is vital. The frontline connector team serve a valuable function in engaging and supporting local people at crisis and at pre-crisis point. Simply put, if they were not employed then the task of supporting such people would fall to others in the public sector and voluntary sector.

Key Finding 13: The Community Connectors have taken a proactive and innovative approach to identifying local people in need of support. 'Pop-up' sessions have been particularly important. As a direct consequence we know that people have developed links to Community Connectors and Life Connectors and have then been introduced to wider services that have helped remove barriers.

Key Finding 14: There has been a real benefit of recruiting Community Connectors from the area within which they operate. This brings a degree of credibility, important in establishing trust with local people.

4.19 The following case studies demonstrate a snapshot of activity.

***“The community spirit is growing! I can’t walk out of my door without bumping into someone I know!”***

A resident moved to a new part of the borough after her request for sheltered housing was granted by the Council. She was happy about her new housing but did not know anybody who lived nearby. Shortly after moving a Community Development Worker and a Community Connector came around the sheltered housing complex and introduced themselves, asking residents what activities they would like to see held in their communal space. She suggested they could hold a Macmillan coffee morning, which they began to plan as a team.

The Community Connector invited her to a regular local coffee morning where she was introduced her to the regulars. She soon became a regular herself, arranging events that would bring new people to the coffee mornings and subsequently reduce isolation in the community.

Through the Community Connectors she has become more aware of the support available in the community, this means when people come to the coffee mornings, she can help direct them to the Community Connectors and talk about the support offer. She is now a member of the Make it Happen Board and is assisting the Community Development Worker in starting a new Youth Club. She believes that the community spirit in her area is growing.

***“People helping other people, nowadays in this society that’s rare – I want to bring these values back to my community”***

One resident was introduced to the Middlegate Swap Stop by a mum at the school gate. She was keen to get involved but due to a difficult pregnancy and the location of the Middlegate Swap Stop she could not come along every week. She used the Swap Stop for clothes for her daughter when she was having difficulty with her finances and managed to get everything she needed for her new baby, including a Moses basket.

She approached a Community Connector hoping to set up a Swap Stop in Newton. Together they publicised the new Swap Stop and gradually it began to gain popularity. She invited her neighbour along to the Swap Stop. Her neighbour struggled with anxiety and panic attacks when leaving the house but since she has been attending and helping to run Swap Stop her confidence has begun to grow and feels she is “coming out of herself”.

Together both residents have started to offer creative activities for children that attend Swap Stop, and; have decided to start a craft group at the community centre with support from the Community Development Worker.

## Life Connector

- 4.20 The Life Connector role engages with residents as a 'professional friend', the role is to aid a resident to overcome personal challenges, ranging from low confidence or self-esteem, to multiple financial problems, to entrenched issues preventing them from entering into employment. Described as "helping people to understand the help they need", they aim to increase resilience through widening their circle of friends and increasing their support network.
- 4.21 Each Life Connector may support someone as a one off, or on multiple occasions over an extended period of time. They support individuals as they overcome their personal challenges and help them to identify and set goals to help create sustainable outcomes: providing coaching, practical advice, techniques on coping and linking people to support networks. The support they offer can be anything from a cup of coffee before an interview, to getting someone to a community-based self-help group, to accompanying someone to their first meeting with a debt advisor. It is a very flexible and person-centred approach.



- 4.22 The process of 'introductions' rather than referrals works well, as does the flexibility for Community Connectors to work with people for a longer duration, when necessary, if they aren't ready to be introduced to the Life Connector.

Key Finding 15: The NTW Programme is successful in ensuring that 'no-one falls though the gaps' through the intensive approach to engaging those people who are less likely to proactively seek support.

Key Finding 16: The community engagement element is critical to gathering grassroots evidence on how services need to better respond to the needs of local people.

- 4.23 The timing of NTW has been important given the roll out of Universal Credit and the cessation of other advice and support services at this same time. The NTW team has played a key role in supporting people with Universal Credit related issues. Many people who traditionally would never have sought support from NTW emerged because they had to in order to access Universal Credit advice. Simply put, if this resource hadn't been available then the pressure on wider public services would have been stretched, both in terms of providing advice and more importantly dealing with the repercussions of non-payment i.e. risk to tenancy, etc.

Key Finding 17: The Life Connector approach continues to play a significant role in supporting people with Universal Credit issues, reducing anxiety, maximising benefit entitlement and contributing to the continuation of stable tenancies.

4.24 The case studies included below demonstrate some successful interaction and outcomes with local people.

***“Being active in the local community is great for improving your wellbeing”***

A resident had been finding life difficult due to a bereavement and had repeatedly sought help from his GP. His GP referred him to a Clinical Support Worker who recognised that the solution to his problems may be found elsewhere, so introduced him to the NTW Programme.

A Life Connector visited his home and found the property in poor condition due to damp. Despite contacting the landlord the issue had not be fixed. With the support of the Life Connector he was able to speak to his landlord again and together they put together an action plan to improve the property.

The support did not stop there. Peter explained that he would like an allotment and has since been volunteering at Green Gym, a group which looks after local green spaces. Overall, he is a lot happier and more confident than before. The Life Connector has also helped him access bereavement grants and had carer support reinstated from Adult Social Services for his son. Since engaging with the Life Connector he has not accessed NHS services once.

***“There’s more heart here than anywhere else”***

The emergence of Universal Credit has led to the need for IT training at MESH for one resident. Despite initial apprehension and with the support of the Training Connector he soon began to feel comfortable and went on to complete the IT Improvers course.

The resident was assessed as being fit for work despite his poor health, so the Training Connector introduced him to the Life Connector and she helped him successfully appeal this decision. He was also introduced to Volunteer Connector who helped him turn his interest in animals into a volunteering opportunity at a local kennel. The resident didn’t expect so much to happen in such a short space of time and with the support of the NTW Programme he has begun to have a positive outlook on life.

**Multi-Disciplinary Advice Worker**

4.25 DIAL is a local voluntary organization that provides free, confidential information and advice to disabled and vulnerable people across the borough on benefits, money and debt, as well as housing and other issues. DIAL hosts the Multi-Disciplinary Advice Workers. Staff base themselves at neighbourhood hubs on a regular basis, and also undertake outreach through other community organisations, such as lunch clubs for vulnerable people e.g. Pathways, Herbie's, The Well and the Bridge.

- 4.26 Many residents often face more than one challenge simultaneously, so the Multi-Disciplinary Advice Workers advise on a range of issues that needs to be addressed. We know from interviewing DIAL staff and wider stakeholders that the value of their expertise and experience has been vital in resolving difficult cases much sooner than would have been the case had NTW not been available.
- 4.27 All of the NTW frontline practitioners are able to introduce residents to the Multi-Disciplinary Advice Workers, with introductions particularly coming from Community Connectors and Life Connectors.

Key Finding 18: The Multi-Disciplinary Advice Workers are well regarded by the majority of NTW frontline staff. Their complementary expertise has been vital in ensuring people get the right support at the earliest opportunity.

- 4.28 Included below is a case study showing how the Multi-Disciplinary Advice Workers have added value by operating as part of the NTW Programme team.

***“NTW staff are warm and caring and treated me like a human being, with respect.”***

One resident worked as a veterinary nurse near Southtown when she became increasingly unwell over a period of months and was diagnosed with a glandular condition. Unfortunately, her health continued to deteriorate and she was unable to work. This impacted her financial situation and she sought help from a number of places before meeting the NTW Multi-Disciplinary Advice Worker who was able to offer support with financial and benefit advice. The Multi-Disciplinary Advice Worker recognised that the resident would benefit from further support will her ill-health from a Life Connector.

The Life Connector acted as an advocate and intermediary, which was crucial given her condition impacted upon communication with medical professionals. After two operations she is now regaining her strength and enjoying her phased return to work.

### Neighbourhood Boards

- 4.29 Neighbourhood Boards were a result of the NTW Programme governance and forward planning approach. They are composed of local residents and wider partners such as Councillors, local voluntary sector leads, police and health professionals. It is the role of the board to define the patch related work.
- 4.30 The Neighbourhood Boards each operate differently, and the degree to which they reflect local priorities and take a lead in driving forward improvements also varies considerably. There remains a need for resident accountability for projects and localised service initiatives. There is a need to consider how the Neighbourhood Board structure can be recast/rebranded and utilised more effectively as a force of good post-NTW funding in 2020.

Key Finding 19: A central element of the NTW was to develop local community capacity to take an increasingly involved role in influencing services. The degree to which this has been achieved via Neighbourhood Boards is indifferent, but this should be a priority for the next six months.

## Norfolk Resilience Partnership

- 4.31 The NTW Programme has supported the local element of the Norfolk Resilience Partnership. In particular, the Make it Happen Neighbourhood Manager has had an important role given the flood risk across the patch. In particular this has included identifying and training local volunteers in regard to contingency operations in the case of an emergency. The plans are now more formalised and widely understood. Importantly, the area has more volunteers than many other areas, and this has only been made possible through the leverage of the NM and the role of the Community Connectors in establishing local networks.

Key Finding 20: The NTW programme has been the local conduit to increase community involvement in the Norfolk Resilience Partnership.

## Links with the Gapton Traveller Community

- 4.32 The Make it Happen hub, through the NTW programme, has established firm links to the traveller community on the Gapton site. They have accessed funding to provide events on the site and the community building on site is a hub of activity. The Neighbourhood Manager is now a link person for wider council services into the community.

Key Finding 21: The NTW programme has assisted in generating stronger links to the local traveller community, providing a conduit for wider service leads into the community.

## Wider Findings

- 4.33 The NTW Programme approach is described as a 'strength-based' and 'place-based', approach that is underpinned by a collaborative process between the person supported by services and those supporting them. Our research with frontline delivery staff has revealed a broad awareness of the approach and examples of how this has been shown to benefit those local people interacting with NTW. The approach concerns itself principally with the quality of the relationship that develops between those providing the service and those being supported. Working in a collaborative way promotes the opportunity for local people to be co-producers of services and support rather than solely consumers of those services. Whilst the NTW team can work in this way, other services have to work in collaboration - helping people to do things for themselves. In this way, people can become co-producers of support, not passive consumers of support.

Key Finding 22: It is evident that the NTW Programme is largely working well in terms of sharing responsibility, ensuring that people get the right support, at the right time from the most appropriate NTW team member.

- 4.34 The intended approach of assembling and supporting Neighbourhood Boards was one way in which local people, including those accessing NTW connector support, can continue to play a key role in service improvement. Of course, many of the services that people need, and have been supported to access by NTW connectors are largely transactional, with limited scope for service user views to be heard and considered. The single most relevant examples of this include Jobcentre Plus in relation to Universal Credit and the Council's own Housing service.

4.35 Some mechanisms do exist for this beyond the area-based Neighbourhood Board, such as Healthwatch Norfolk and positions on the Board of local social housing providers or third sector organisations.

Key Finding 23: Over the next six months there is a need to better capture examples of where local people have progressed into such opportunities, acting as ambassadors and advocates for their communities.

4.36 The staff demonstrate a broad skillset from relevant experience prior to NTW. For example, a number have experience having worked at Jobcentre Plus, advice services providers, local authorities, health services and the voluntary sector. Others have progressed from being helped to actually working on the team. The benefit of having local people in the roles cannot be underestimated.

4.37 To some extent the real value of the community development approach cannot be demonstrated through monitoring information and the progress made towards achieving contracted targets. As we move into the Year 4 reporting phase it is important that the evaluation team has the opportunity to shadow NTW staff to observe activity whilst also getting the opportunity to sit down and interview those people interacting with each and every strand of the NTW Programme. It is important, we feel, that those senior staff and wider decision makers with responsibility or setting (and resourcing) corporate direction understand the potential value of the NTW model post-2020.

Key Finding 24: There is a need for senior management and political leaders to understand the added value of the approach. It is recommended that roles are shadowed for a day to increase awareness of the added value generated to some of the most vulnerable people in society.

## 5. IMPROVING SERVICES VIA THE TRANSFORMATION AGENDA

### Introduction

- 5.1 This section of the report identifies the impact of the NTW Programme in influencing wider service areas to improve their local offer. It also considers how the programme should continue to focus its efforts and ambition in the future.

### Transformative Services

- 5.2 NTW has had an impact upon the design and delivery of a number of key services. Specific examples in relation to the Early Help Hub, Social Prescribing, and working with Jobcentre Plus are detailed more fully on the following pages. Other examples include:

- The Head of Integrated Commissioning for Great Yarmouth and Waveney CCG understands the value of the connector-type approach. The Better Together Programme aims to tackle loneliness and isolation via a team of Life Connectors and a complementary Community Development Worker, aligned to NTW delivery;
- Mancroft Advice Project benefitted from some training regarding community development and as a consequence have changed their approach. They drew from the NTW model and utilised it to develop a successful application to the Youth Investment Fund, creating a youth focussed delivery model to operate alongside NTW and link into neighbourhood teams and projects. One example is the Cobholm skate park project what was overseen by the NTW but is now supported by the YIF Youth Worker;
- DIAL now deliver their service in Gorleston and have extended their delivery to better meet community needs by operating out of hours in evenings and over weekends. There is a need for CAB to operate from Gorleston, especially given the issues with Universal Credit;
- Voluntary Norfolk has adopted a more 'systems' approach mindset to how it plans and delivers it's services;
- The East Coast Community Healthcare project is going to be recommissioned taking into account the need to dovetail the service with the NTW staffing model;
- Carers Matter – Voluntary Norfolk service for young carers have adopted a 'Life Connector' type approach;
- MIND; created a replica volunteer coordinator in Waveley as they found the Great Yarmouth volunteer coordinator post to be a great benefit;
- East Coast College reflected upon the NTW approach and having considered delivery models were able to present a convincing and successful bid for ESF BBO Programme funding;
- Clarion Housing have a Neighbourhood Investment Officer who has worked closely with MiH on a number of successful bids for local projects;
- Caister Children's Centre; developed and delivered a pilot community outreach project to tackle underuse of the children's centre by families living close to it, with the support of NTW.

5.3 The neighbourhood management peer review does identify that more of the work could be more transformative i.e. changing how services are designed to focus more on prevention or taking a place-based approach (in other words looking to join up delivery or services).

5.4 However, we have seen real examples where this has been the case. Included below are a number of examples of where the NTW Programme has influenced wider service delivery.

Key Finding 25: The NTW team have been able to present a number of examples of how other services have been influenced by the NTW approach including: Social prescribing; Early Help Hub; and Jobcentre Plus. Our research has identified a range of views as to the level of influence NTW has had upon the evolution of such projects.

### Establishing the Early Help Hub

5.5 They Early Help Hub (EHH) runs alongside NTW, often acting as a crisis point for residents. The Early Help Hub was established due to local need being established by the borough council, and the NTW Programme informed the purpose and structure. The Neighbourhoods and Communities team helped set up the Early Help Hub and a Neighbourhood Manager led the service in the formative days of operation, establishing the processes and culture akin to that of the NTW Programme prior to a dedicated coordinator being in place.

5.6 It could be beneficial if the EHH and NTW teams worked closer on a day to day operational level but also on shared training of staff. There is no way of knowing if work from NTW is reducing the pressure on the EHH. In order to understand how the EHH and NTW interact it would be useful to see how many people access both services, and from which patches.



### Development of the Social Prescribing Model

5.7 The NTW has had a key role in the development of the social prescribing model being developed across the wider area. East Norfolk Medical Practice had a pilot model that developed further with the support from the NTW team via a weekly meeting to discuss patient cases and active solutions. We have heard of some really successful outcomes for local people. The Early Help Hub is often accessed for more complex cases. Conversely, there is also evidence that Life Connectors are using their GP connections to get better care for local people i.e. someone needs to see a GP but is reluctant to.

- 5.8 The Patient Welfare Manager from East Norfolk Medical Practice is now more connected to local communities. Links have been established with the local community Board and with ASB meetings with the Police. Awareness of the scope of wider services has been widened as a direct consequence of engaging with NTW, and this is important in their capability to help patients.
- 5.9 The ambition for the social prescribing model was developed further through Living Well Connectors commissioned via GYBC/NCC. This approach covers a wider number of GP practices, to greater or lesser levels of engagement. The Living Well Connector role does not directly duplicate the NTW Life Connector role. In fact, we understand that Living Well Connectors refer onto Life Connectors for cases that require a greater degree of intensive support in relation to introducing patients to external support.
- 5.10 Whilst the employment of Living Well Connectors has to a large extent reduced the immediate demands on Life Connectors, this is only the case when the Living Well Connectors are funded. The expectation is that the roles will cease in early 2020, potentially leading to increased demand for NTW staff to respond.

#### Universal Credit and Jobcentre Plus

- 5.11 The local Jobcentre Plus site has become much more flexible in how it operates over recent years. Whilst previous employment fairs traditionally included stalls from training providers, etc. there has been a more recent shift to attracting wider voluntary and community sector groups to be present. This is thought to reflect a wider understanding of the social factors that influence the likelihood of someone moving towards work;
- 5.12 Great Yarmouth was one of the first Universal Credit full roll-out areas in April 2016, six months after the start of the NTW Programme. The introduction led to a period of uncertainty for both claimants and Jobcentre Plus staff. Skills Connectors were already undertaking work with the local Jobcentre which gave them an opportunity to introduce and demonstrate the NTW model of working, specifically the one-to-one support to residents, many of whom had not sought external support before, but needed to be given the new Universal Credit arrangements.
- 5.13 This holistic person-centred approach to working was also demonstrated by the Multi-Agency Advice Workers and Life Connectors who were able to accompany residents to appointments to ensure better outcomes for often vulnerable people and their families.



## Contribution Towards Alleviating Mental Health

5.14 The frontline work delivered on a one-to-one basis with residents has a positive impact upon mental health. Reducing isolation and boosting confidence and self-worth have been key findings from reviewing the diverse case studies and interviewing frontline and strategic staff. Great Yarmouth and Gorleston is similar to many other parts of the country in that services to support people with mental health issues are under-resourced. The NTW Programme has a role in:

- Supporting people at an early stage to resolve issues that lead to mental health issues developing;
- Providing a friendly face and helping hand to reassure people who have mental health conditions;
- Identifying people in need of more intensive mental health support, and supporting people into treatment; and
- Preventing people from being evicted, and ultimately costing the local authority more housing related costs.

5.15 The Recovery Information Centre was established to support people with low level mental health issues. This one stop shop will shortly be used for soft introductions to Community Connectors, once the appropriateness of this has been agreed. There is a feeling of 'postcode lottery' for who can access the NTW support, and this seems unfair.

Key Finding 26: The NTW provides an opportunity to manage low level mental health issues in the community. There is a perception that this will continue to be important in future years, and that community-based support will continue to be needed.

## Future Transformation of Services

5.16 There is a need for the NTW to identify a prioritised list of services to be improved, the reasons why this is important, etc. Such an approach, if presented the correct way, is likely to appeal to senior decision makers. This could include:

- Housing providers i.e. to better support vulnerable people or those with insecure tenancies;
- Adult and Children's Services i.e. they support a large number of parents and there is scope for family support plans to include access to a wider range of more suitable community-based activities;
- Environmental Services i.e. to work with communities on environmental issues such as recycling;
- Norfolk and Suffolk Foundation Trust i.e. via a more community-focussed approach;
- Probation Service i.e. to link more effectively into community-based support networks;
- Training providers i.e. to ensure that employability support is more person-centred;
- Young people's services i.e. for delivery to be more reflective of the preferences of young people; and
- Voluntary sector i.e. increase the capacity and confidence of volunteers to support users into alternative support.

- 5.17 Our research has identified that the housing options service to be one such example, with frontline NTW staff able to articulate clearly how the service conflicts with what they are trying to achieve on the ground. The neighbourhood management peer review also identified that the Council needs to fundamentally review how it engages with its housing tenants through gaining more consistent views of tenants and how the Neighbourhoods Team relate to the Area Housing Officers.
- 5.18 This should lead to a more joined up approach to tenancy management and building stronger communities. Recent changes to patch teams have led to the emergence of new roles with a significant overlap of responsibility with existing frontline connector roles.

Key Finding 27: In planning future activity it is important to understand the role of Area Housing Officers, and work collaboratively to reduce duplication and add value where needed.

- 5.19 It is recommended that the NTW Programme work more closely with the local further education institutions to connect local people to courses/apprenticeships and ultimately paid work.

Key Finding 28: There is a need for the NTW team to establish a list of services that need to be 'transformed' to better suit service users. This vision will be important in helping justify the benefit of having 'eyes on the ground' that can then add value to wider service delivery.

- 5.20 There remains an ongoing need for Neighbourhood Managers. Against a backdrop of continually evolving services, largely as a result of the need for increasing efficiencies, a role in connecting services and presenting opportunities remains valid. For example, there is a requirement for services to fully consider how all frontline staff from housing, health, etc. can be configured to identify and report/inform complementary issues to the relative organisation relating to an individual's circumstances. This is not to say that much has not already been done, as we know already of staff from Public Health referring work direct to the NTW team. However, more can be done, and Neighbourhood Managers are well placed to deliver this.

Key Finding 29: The Neighbourhood Managers have an important dual role in managing the NTW patch teams whilst also ensuring that wider services continue to reflect the needs of communities in the most effective and efficient way.

Key Finding 30: Looking forward, it is important that the added value of the Neighbourhood Manager role is demonstrated and articulated to senior management within GYBC.

### Service Connector Role

- 5.21 The NTW Programme funds Service Connectors who go out on the streets to engage with people who are 'not engaged in a service' and do a first level engagement, for example, talking to people who might be sleeping rough. There is an added challenge for SCs as the people they target and engage with are unlikely to have been introduced through other NTW connectors as they are isolated from services and community-based provision. Therefore, every engagement made by each Service Connector is new to the NTW team.

- 5.22 The case study below demonstrates a snapshot of the work undertaken by the Service Connector role.

**“The Friday afternoon rush puts unnecessary pressure on services”**

When working frontline in complex case work the team noticed a trend of people being released from prison typically on a Friday evening and then presenting at the office as homeless as no support was in place. Most services were also closed late on a Friday afternoon, so this was compounding the issue of where we could introduce people into appropriate services- they were simply not available.

The Service Connectors engaged with the Early Help Hub and Herring House as the largest homeless accommodation providers in the borough to ensure that all relevant partners were aware of this ongoing trend. It was often difficult to find support for the person presenting as they were new to the area, new to services and effectively destitute. Direct support was provided to help people into local accommodation services, and if this was not possible an emergency pack was provided.

Service Connector Team organised a meeting with the commissioned provider for those leaving prisons in Norwich so that we could build a relationship and also find out what the release procedure could be/should be.

- 5.23 One area worthy of further exploration is the role of the Service Transformation Leads, as there is some overlap with the role of the Neighbourhood Manager as the ‘eyes and ears’ of local service delivery. There is still uncertainty amongst other NTW staff about what the Transformation Leads deliver. In addition, many people simply don’t know what the Service Transformation Lead role involves.

- 5.24 The transition from Service Connector to Service Transformation Leads has involved a greater focus on influencing how local services respond to local need, and less one-to-one work with people. This shift seemed appropriate given our understanding of the rationale for the role. There is a feeling that the role remains ‘too frontline’ and that the resource would be better served focussing upon influencing strategic partners.

Key Finding 31 Whilst the Service Transformation Leads have a clear remit, there is some overlap with that of the other NTW roles, particularly the Neighbourhood Managers. There is a need to consider how the Service Transformation Leads adds value to the wider NTW Programme and whether the objectives would be achieved more successfully through greater integration with the wider NTW Programme.

Kf 32 looking forward

## 6. SUPPORTING THE ECONOMIC GROWTH AGENDA

### Introduction

- 6.1 This section of the report identifies the contribution the NTW Programme has made to date in terms of developing skills, increasing confidence and motivation, and providing wider support to help access jobs. It focusses upon a number of roles that are now no longer funded through the NTW Programme including the Skills Connector, Training Connector, Volunteer Connector and Transformation Connector. It also acknowledges the role of the Community Development Worker in contributing to the promotion of local business schemes, which both engage the community and boost the local economy. It also considers opportunities for future delivery, both through direct delivery and via influencing wider services.
- 6.2 Data is available on the number of people worked with and those who achieved certain milestones, such as attending a training session, etc. However, to fully evidence the impact of the roles, considerable time would be needed to review the database i.e. the diaries of individual residents who had been worked with by a particular connector. Consideration will need to be given to this as part of future evaluation reporting, with an emphasis upon identifying what has worked for those people who have moved into employment.
- 6.3 Programme monitoring data shows that the NTW Programme has supported 114 residents into employment. However, this is likely to under-represent the impact to date.

Key Finding 32: Looking forward, it is important that the added value of the Neighbourhood Manager role is demonstrated and articulated to senior management within GYBC.

### Skills Connectors

- 6.4 The focus of Skills Connectors was on the pre-employment support stage. The starting point for this work was engaging with residents through community networks and direct introductions from wider NTW Connectors. It is clear from case studies included earlier in they were then to work with people to identify skills, talents and ambitions, and match these with opportunities that will improve their work readiness and employment chances (e.g. soft skills workshops, volunteering, work placements, training courses).
- 6.5 Skills Connectors had an active role liaising with Jobcentre Plus, supporting job clubs, providing support on CVs and job applications, IT skills for job searching and assisting with job applications.
- 6.6 To support a transition into paid employment, Skills Connectors were to link people into community projects and local volunteering opportunities. Additional emotional support was provided via direct introductions to Life Connectors.
- 6.7 There is a common theme across many of the case studies presented in this this report in that residents have often been supported by multiple connectors from the NTW team, demonstrating individual journeys through from initial engagement with Community Connector/Community Development Worker to employability support.

Key Finding 33: Our understanding, on the basis of evaluating many other National Lottery Community Fund programmes, is that the actual number of people supported into work will be greater than that formally recorded, given the issue mentioned earlier regarding the tracking of each and every resident supported.

***“Life Connector and was able to turn my life around; everyone is working together with me.”***

When a resident arrived at the Swap Stop, Middlegate, she had nowhere to turn after two family bereavements and a relationship breakdown. Her support network had diminished and she was homeless, suffering from depression and dependent on alcohol.

At the Swap Stop she met a Life Connector, and with support was found a place to live and applied for Universal Credit. The Life Connector introduced her to DIAL to resolve debt issues. Once she regained stability in her life she was introduced to the Training Connector and the Skills Connector who helped her attend training sessions and make a start on her CV.

She is now active in her local community, attending Neighbourhood Lunches and is a Swap Stop volunteer, enabling her to create a new support network. She knows that the people at Comeunity are there if she needs extra support and is now focused on supporting others who are going through tough times and working towards employment.

- 6.8 Most partners interviewed were supportive of the Skills Connector role, recognising the direct impact on resident development. However, some reference was made to the fact that Skills Connectors should have worked more closely with a number of other NTW funded connectors.
- 6.9 It would have been advantageous for the Skills Connector and Volunteer Connector roles to have worked more closely as the natural progression from volunteering into work is well established. In addition, it would have been more beneficial for the Skills Connector to work more closely with local employers, based in or adjacent to NTW patches, with a view to sourcing opportunities and presenting people to interview who are known to NTW, etc. Greater collaboration with the Transformation Connector would have been advantageous in creating a closer link between residents supported and employers.
- 6.10 We know that other employability projects across the country utilise a range of different measures of success particularly where they are supporting people with multiple barriers. At the outset there was a case for developing internal assessments for progression across a number of ‘soft outcomes’ such as confidence, etc.

Key Finding 34: Greater collaboration with the Transformation Connector would have been advantageous in creating a closer link between residents supported and employers.

Key Finding 35: The targets for the Skills Connector were going to be difficult to achieve i.e. long-term unemployed into work. It would have been more appropriate to measure progress made in developing the soft skills.

Key Finding 36: Despite the cessation of the Skills Connector role, some elements of the role have been continued by other members of the NTW team i.e. the Job Club in Gorleston has been maintained. There is a continued recognition across the NTW Programme of the continued requirement to focus on improving the employability of residents.

### Training Connector

- 6.11 The Training Connector role was managed by East Coast College (formerly Great Yarmouth College) and aimed to develop bespoke training to help residents develop their skills and find employment. The rationale was that residents face difficulties in accessing existing courses for a number of reasons and that NTW sponsored training offered greater flexibility e.g. courses could be shorter, offered from accessible and local venues, more closely matched to what employers want, and importantly linked to residents' interests and motivations. They were also able to provide one to one support for those who do not want to do group work.
- 6.12 Whilst we know that 710 people have so far attended a training session, we have not seen any data on the number of courses delivered or their theme/focus. Such data would be useful to inform the impact of the role. Also, there is no available data accessible that informs the degree to which those people completing training progressed into work.
- 6.13 They were to work closely with other connectors such as the Skills Connectors to deliver employability skills training. For example, they jointly developed a comic book-based exercise that enabled residents to think clearly about the skills they need to achieve their goals. Included below is a relevant case study highlighting the benefit of the Training Connector as part of the wider programme of support.

#### ***"Neighbourhoods That Work is exactly the way community should work"***

A resident noticed information at her children's school advertising free courses at the MESH office. As English was not her first language she was especially interested in the English course. Having already gained a good understanding of the language she hoped the course would help with her listening skills, specifically being able to understand local accents. By furthering her understanding of the English language, she is better able to support her children's learning.

Over the length of the course her confidence grew and she got to know the Community Connector who suggested she try some of the other courses that MESH had to offer. She then attended the 'cooking on a budget' course and enjoyed learning about traditional British dishes. She also was assisted by the craft club tutor who helped her better understand English knitting patterns so she could continue her hobby.

She was then introduced to Training Connector and the Skills Connector and they assisted her develop her CV. One year later and she has a job working at a local hospital, is able to keep up with her children's English language development and has become much more connected to her local community.

- 6.14 The capacity and capability to have training programmes specifically designed to respond to local demands was an attractive strand of the programme. Beyond the NTW Programme plenty of other providers offer a wide variation of courses and training, albeit not necessarily bespoke to the exact needs for potential beneficiaries.
- 6.15 We know, for example, that Norfolk Community Learning Service often deliver flexible training, including ESOL, and The Priory Group also deliver training locally. To some extent the ESF Inclusion Project is also a useful starting point to explore training options.
- 6.16 Importantly, we know that Life Connectors are aware of training options locally, albeit there is a need to ensure that knowledge is regularly refreshed to ensure staff are aware of the current training offer.

### Volunteer Connector

- 6.17 The Volunteer Connector was based at Mind, a national mental health charity with a regional office in Great Yarmouth. The role of the Volunteer Connector was to support volunteers to find volunteer placements, and to support those already volunteering. In 2016 they were working with about 60 residents who were volunteering, with a few waiting for a placement.
- 6.18 Their approach to arranging volunteer placements was bespoke to each individual. For example, the Volunteer Connector would accompany an individual to their volunteer placement. They will have previously met the host to put a plan in place to ensure that the placement progress as expected. They were to keep in regular contact with the volunteers by email, phone or even face-to-face. The Volunteer Connector also sought to develop a relationship with the organisations so that if they have a problem (e.g. the person needs additional support or perhaps does not turn up) this could be resolved.
- 6.19 In order to support the volunteers, the Connector set up a peer support group and devised wellbeing workshops which the volunteers could attend, the aim of which was to create a support network for the volunteers and identify any training needs or specific issues associates to the individual which may stop them progressing. As the Volunteer Connector was provided through Mind they were able to engage the volunteers in mental health training and first aid training through course they already had in place.
- 6.20 The Volunteer Connector role was intended to provide a holistic approach so that the volunteering placements are not curtailed through, for example, undiagnosed mental ill-health. When there are training needs, they work with the training connector, for personal development support they work with the life connectors, and for specialist support on finances or housing they work with the Multi-Disciplinary Advice Workers. Some introductions come through the Skills Connectors, while others come from the neighbourhood hubs or via word of mouth.

***'I can't wait to see what the future brings!'***

A resident first approached Great Yarmouth and Waveney Mind after his depression and anxiety had left him isolated for much of his 20s. As part of their approach to supporting Liam, Mind suggested he attended Hands on Heart, a local art group located at Community Roots, a community gardening and conservation project. At Community Roots Liam met the Training Connector and Volunteer Connector and with their support he attended training sessions to increase his skills and confidence. Being outdoors in the community garden helped.

He began to take on an active role within the Community Roots garden, preparing lunches for volunteers and assisting in the evaluation of one of its projects. He enjoyed volunteering so much, he began to volunteering in other places and became a committee member of Claydon Friends, a befriending group. He manages his mental health without medication using the Five Ways to Wellbeing learnt at Mind and is optimistic about the future.

- 6.21 They established connections with BiTC and local organisations in Great Yarmouth; whilst utilising the contacts Mind already had and the patch hubs connections. The aim of the Volunteer Connector was to create and identify volunteer opportunities. As the Volunteer Connector worked out of Mind there was some conflict of interest as the Connector was meeting people who were from a wider area than NTW. To counteract this MIND employed their own Volunteer Coordinator for Great Yarmouth and Waveney.

Key Finding 37: As part of the evaluation we were interested in identifying how many people were supported into volunteering role as a direct consequence of NTW Programme activity. Further scrutiny of the data is required to identify the scale of support and the host organisations of any new volunteering opportunities generated. It would also be interesting to know which connectors from the NTW Programme made introductions most often.

Key Finding 38: It would have been advantageous for the Skills Connector, Training Connector and Volunteer Connector to have been co-located with NTW patch teams to support joint working.

### Business Connector

- 6.22 The Business Connector was employed by Business in the Community (BiTC), a national charity that works with employers to tackle a range of issues considered essential to creating a fairer society and a more sustainable future. Their NTW activity involved developing the 'Responsible business network for Great Yarmouth'.
- 6.23 This business-led network of 60+ employers was formed of local workplaces who want to engage their local community by working collectively on activities such as education, employability, professional support and business mentoring. BiTC worked with the other employment and skills focused practitioners to create appropriately pitched opportunities for residents and employers to interact. Key sessions included:

**Mental Health Lite Course** - Delivery of an accredited Mental Health Lite Course in the Training Suite of The Acorn Centre, previously involved in the Tesco Community Convoy, to demonstrate other ways in which employers can support local organisations.

**FutureProof** - This workshop provided a unique and exclusive opportunity for Great Yarmouth young people to come together and provide feedback to local and national employers on their recruitment processes, this was then fed back to the participating employers.

**Community Networking Lunch, Emergency Resilience Theme** - 39 representatives from local employers the presentation from Time & Tide Museum. This highlighted the opportunities for the employers to support their mobile exhibitions starting in 2018. Within their presentation they highlighted the links between children whose lives are affected by poverty, debt, low income, poor and inadequate housing and their mental health and wellbeing.

**Time & Tide & Nexus Engineering Careers of GY Past, Present and Future Workshop** - A workshop delivered by local employers working in partnership to inspire and educate Year 6 Children on the heritage of Great Yarmouth and the careers available in their home town by a series of interactive and engaging activities.

**Tesco Extra Great Yarmouth Donate Laptop to Great Yarmouth Food Bank** - Thanks to the locally based Transformation Managers, Tesco Extra Great Yarmouth kindly donated a laptop to the local food bank to enable them to create a database to ensure the most effective use of their supplies across the borough.

**Introduction to Engineering Workshop with Nexus Engineering** – Joint working with Nexus Engineering to deliver an interactive and engaging workshop for unemployed residents to experience an on-site, introduction to engineering course held across two days.

**King Street Project** - BITC and ComeUnity worked with Seachange Arts to help organise a series of workshops in the run up to their Festa Fiesta Carnival which would be held in Great Yarmouth.

- 6.24 Their aim was to build a sustainable relationship with businesses and develop a brokerage relationship between business and communities through helping businesses who want to ‘do something in the community’ to do this in the most effective way possible.

Key Finding 39: As a result of the activity 80 Employers self- reported as being more engaged with their communities. In addition, 1,739 hours were donated in terms of community engagement that was the equivalent of almost £35,000 of staff time.

- 6.25 As well as supporting communities and businesses to work together, creating work placement opportunities for long term unemployed residents, the Business Connector was also to recruit Business Opportunity Connectors – funded by another Big Lottery nationally funded programme rather than NTW - to pool their skills within neighbourhood and community setting. We have limited evidence that this was actually delivered.

- 6.26 At the cessation of the Business Connector role the network was transferred to the college to maintain and develop. The Norfolk Community College BBO Project inherited the BITC Responsible Business Network from BITC upon the cessation of the Transformation Connector role in October 2018. Staffing issues in relation to the Employment Broker role have impacted upon capacity to maintain the network as a functioning body, but the aspiration is to renew the network during 2019 as a way of providing opportunities for BBO participants.

- 6.27 There is limited evidence that the role generated clear links to residents actually securing employment. Many small employers based within or close to the NTW area were not engaged, despite the potential opportunities that may have been accessed from brokering such relationships, as a means to identify local employment opportunities within the most disadvantaged areas. In terms of working with employers, we have proposed an alternative approach to engaging with local employers as a way of more directly ‘opening doors and unlocking opportunities’ for local residents.
- 6.28 To a large extent the Business Connector role operated separately from the majority of other NTW roles. Given the evidence gathered that demonstrates the value of residents being supported from multiple connectors, this seems like a missed opportunity to ensure that the activity driven by the Business Connector has what was actually required from local residents.

Key Finding 40: There was seemingly limited interaction between the work of the Business Connector and many of the wider connector roles. Closer collaborative working could have served to improve the opportunity for residents to access a greater number of work placement or job opportunities. There was scope, and there still remains scope, for a connector role to establish links to local businesses and act as a jobs broker for people supported by the Life Connector.

#### Wider NTW Team Contribution to Economic Growth

- 6.29 The Community Development Worker’s focus is on three areas of improvement, the wellbeing of local residents, the local environment and the local economy. To this end the Community Development Work is influential in creating and assisting with various schemes which promote local businesses.
- 6.30 The case study below showcases two examples of community engagement and outreach with local businesses.

##### ***Gorleston - Local Shopping Bags and Stamp Challenge***

A competition was set up in Gorleston to design an environmentally friendly cotton bag for life which encompassed “shopping locally”. Promoted through the What’s On Guide and local schools, the competition had 4 age categories, with a winner from each who received a £50 voucher for any local shop in Gorleston. The prize presentation took place during the Gorleston Light Switch On. The winning designs were printed onto reusable cotton bags and given out to local independent businesses to give to their customers. Furthermore, when the shops were presented with their bags, photos were taken and shared on social media, another competition was run which encouraged people to guess which shops each of the photos were taken inside.

The Summer Stamp Challenge was aimed at children and parents during the summer holidays, to provide a local community-based activity which would also promote local businesses. The challenge involved 12 shops which held a stamp the children could collect on a sheet, there was also an anagram on the sheet which the children had to break this spelt “My High Street”. The final stop of the challenge was the MESH office where people were given information on what is

going on in the area and about support available through NTW. There were 3 prizes for the children in the form of vouchers which they could then spend in local shops. The shops involved noted that there was increased awareness from community residents and they felt they were more engaged in the community.



### Transition from NTW to BBO

- 6.31 The Norfolk Community College Project is funded via the National Lottery Community Fund through the Building Better Opportunities (BBO) programme and European Social Fund (ESF). East Coast College is the main lead, working alongside four other partners to support people back into work, or closer to work, across Norfolk.
- 6.32 The focus is upon supporting people who have been long-term unemployed or economically inactive, and the project has been successful in receiving referrals from key local partners, most notably Jobcentre Plus. We understand that East Coast College utilised their knowledge of delivering the NTW Programme to inform the design of their successful BBO bid.
- 6.33 The relationship between the Norfolk Community College Project and the NTW Programme has not been particularly strong. The BBO Project lead did attend an NTW team meeting in 2017 to articulate the offer, ensure service offers were complementary and establish parameters for how each intervention could mutually support one another.
- 6.34 However, since the Norfolk Community College Project has been receiving plenty of suitable referrals from elsewhere, there simply hasn't been the need to establish alternative sources. This includes the NTW Programme, despite the obvious connection and the option to present a 'pipeline' of local residents ready to benefit from the BBO offer. To some extent this is surprising given that a number of direct delivery partners – Dial and Voluntary Norfolk – are partners on both interventions.

Key Finding 41: An intended legacy impact of the NTW Transformation Connector role was the continuation of the Responsible Business Network by East Coast College under their BBO Norfolk Community College. Such an approach was sensible and should have provided the bedrock for continued employer engagement.

- 6.35 We know that the BBO project have their own 'connector-type' role, but even so, the opportunities to engage with additional prospective people interacting with NTW should be considered to ensure that local people are squeezing maximum benefit from this flexible programme of support.

Key Finding 42: There is a need to more closely link with BBO programmes to support the progression of people into training or employment. Neighbourhood Managers should have a role in ensuring that such a service delivers for local people, and that introductions of suitable local people to the BBO programme is facilitated to a much greater extent.

Key Finding 43: There is a need for each Neighbourhood Manager to ensure that the BBO programmes are providing appropriate support for NTW residents e.g. are enough people being supported, and with high quality support.

Key Finding 44: There is a need for each Neighbourhood Manager ensure that NTW staff are fully aware of the BBO offer and are able to introduce people to the support if necessary/appropriate.

### Supporting the Employability Agenda

- 6.36 The ESF Inclusion Project, conceived, prepared and managed by GYBC was influenced significantly by the NTW Programme. The project focusses upon the eight most disadvantaged wards in the borough and NTW Programme staff are represented on the Inclusion Grants Panel that determine funding applications. There is also an expectation that those organisations receiving grants will work with NTW staff. To some extent the intervention cushions the blow of the cessation of key connector roles in 2018 and aims to support local residents to move closer to the labour market.



- 6.37 The Inclusion Worker operates from a number of the neighbourhood hubs and provides training courses, workshops and one-to-one support, working closely with NTW staff. Engagement through Neighbourhood Boards, particularly MESH and Comeunity, has facilitated effective and valuable relationships with wider partners e.g. they are now present in a local housing office, engaging and supporting tenants.

Key Finding 45: The NTW Programme has influenced the delivery model of the ESF Inclusion Project, ensuring that support reflects the requirements of local people.

- 6.38 There is a role for Neighbourhood Managers to explore how such a model of 'community economic development' approach could be delivered to enable:

- Real opportunities for work trials;
- Increased access to local people for those local jobs;
- More wages earned and spent in the local community;

- More stable communities, with lower turnover of tenancies as people still want to live close to where they work;
- Consideration of establishing new social enterprises to deliver local services, and;
- More scope to support people turn hobbies into lifestyle businesses.

6.39 Looking forward, there is scope to make closer links with employers based in, or near to the NTW patches. There are potentially hundreds of jobs on the doorstep of some of the most disadvantaged communities, particularly the ComeUnity and MIH patches. A job brokering service has the potential to work well, we have seen this elsewhere in other BBO, and BBO-type interventions. In fact, the model of delivery for this is similar to that of Community Connectors, but instead making direct approaches to local employers to explore options for local people to access opportunities.

Key Finding 46: Consideration should be given to identifying how NTW Programme resources could be directed towards trialling an Employer Broker role over the remaining delivery period.

6.40 There is real potential to work with local people to ensure that opportunities linked to key capital projects are fully exploited. As part of our research we have heard often of the expectation that the people most likely to benefit through employment opportunities generated locally i.e. through wind energy or new bridge construction, would most likely live beyond the NTW neighbourhoods and borough boundary.

Key Finding 47: There is a role in ensuring that local people from disadvantaged areas are supported to access opportunities generated by large local contracts, especially those that have clauses encouraging the recruitment of local labour, apprenticeship opportunities, etc. Such a role should be trialled within the NTW Programme over the next 12 months.

## 7. HEADLINE IMPACT

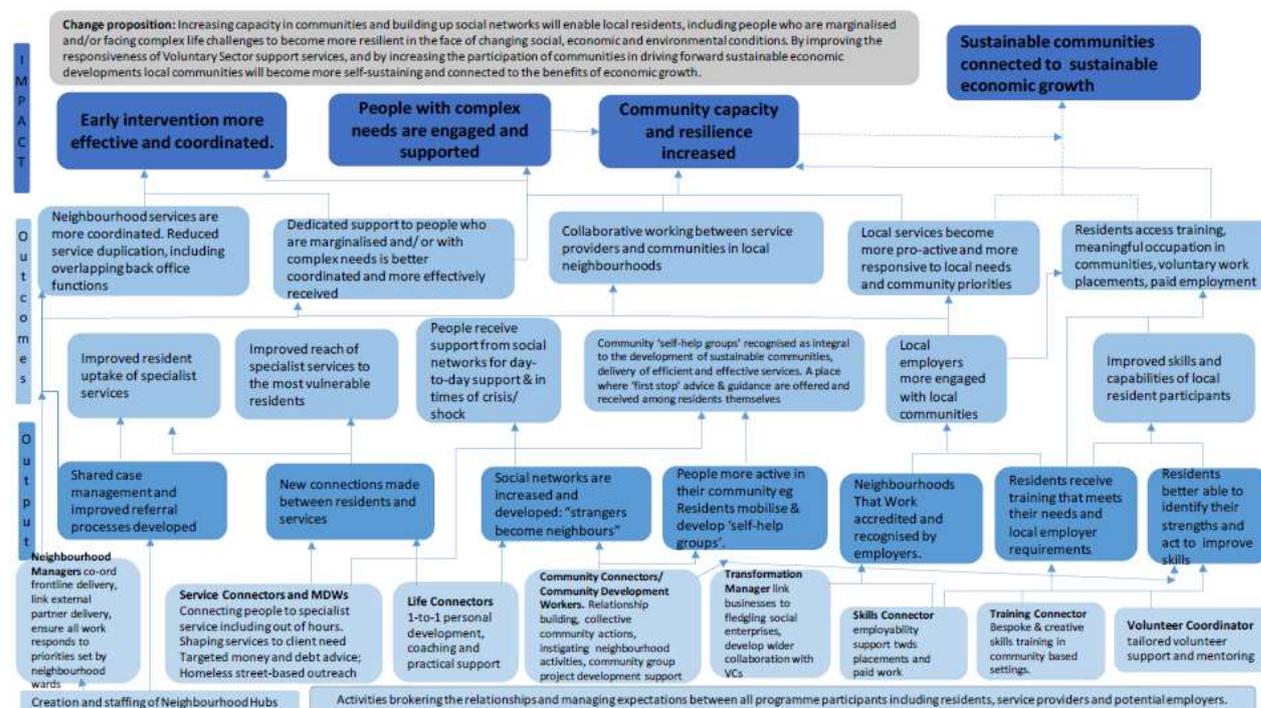
### Introduction

7.1 This section describes the NTW Programme theory of change, showing the links between support to building social networks and improved resilience, and NTW’s expected impact on this. This will provide the core basis of the evaluation framework introduced in the next chapter.

### Theory of Change

7.2 Figure 1 below sets out the NTW Programme Theory of Change.

Figure 1: NTW Programme Theory of Change



7.3 As part of the data gathering exercise it has been more straightforward to gather insight into the progress made in terms of the outputs agreed including:

- New connections between residents and services;
- Shared case management/improved referrals processes developed;
- Helping “strangers become neighbours”;
- Residents receive training;
- Residents better able to identify strengths and act to improve skills; and
- People more active in their community.

7.4 One of the key challenges in evaluating the NTW Programme is identifying the added value on those people directly supported and the additionality generated through each of the distinct roles funded via NTW. Whilst it has been possible to track the journey of improvement for plenty of local people, many other people are either unwilling to disclose the impact or are simply not able to be tracked down.

7.5 It is also evident that plenty of other external factors continue to influence how people progress. For example, the emergence of Universal Credit has undoubtedly unpicked some of the work previously undertaken by NTW and other public and voluntary sector frontline support services.

7.6 Even though the programme has distinct new activities, it will be difficult to disentangle the contribution of NTW from the work that has gone before, and also from the outcomes and impacts of other initiatives currently operating. This presents a considerable challenge for establishing attribution. For the vast majority of the causal linkages (and assumptions) in the theory of change, it will be necessary to focus on the strength of the contribution of NTW, using counterfactuals where possible to establish attribution.

7.7 With regards to identifying progress made towards achieving outcomes, there is a need for further work in 2019, in advance of submission of the Year 4 Evaluation Report, to gather further data to identify the progress made across a number of key themes including:

- Improved resident uptake of specialist services;
- People receive support from social networks;
- Attendance at community 'self-help groups';
- Local employers more engaged with communities;
- Improved skills and capabilities of residents; and
- Residents access training, meaningful occupation in communities, voluntary work, paid employment.

7.8 However, we have been able to gather data to support progress across a wider number of outcomes including:

- Neighbourhood services are more coordinated;
- Dedicated support for people who are marginalised/have complex needs;
- Collaborative working between service providers and communities in local communities; and
- Local services become more responsive.

7.9 Whilst there was a clear plan for how the programme activity would respond to each objective, there is a need to gather more data to inform the degree to which the objectives have been achieved as part of the final evaluation in 2019.

7.10 The following pages outline the progress made towards achieving the contracted targets.

Key Finding 48: In terms of contracted outputs, the NTW Programme is largely on target to achieve the indicator targets set at the outset of the intervention.

7.11 Table 1 below outlines the progress made in relation to community development indicators.

| <b>Table 1: Progress in Relation to Outcome 1 – Community Development</b>  |                        |                        |
|--|------------------------|------------------------|
| <b>Output Indicator</b>  | <b>Lifetime Target</b> | <b>Achieved so far</b> |
| 1.1a People making new connections within their community  | 1400                   | 3483                   |
| 1.1b People reporting new friendships  | 530                    | 1321                   |
| 1.2a People participating in at least one community event  | 2500                   | 4001                   |
| 1.2b People progressing to join a new group or network   | 625                    | 462                    |
| 1.3a Groups of residents supported to work together to address community priorities or to further common interests | 120                    | 146                    |
| 1.3b Residents report feeling more active in their community   | 265                    | 276                    |

7.12 The NTW has over-performed in terms of a number of output indicators. In the initial six months of Year 4 a total of 159 people had made new connections within their community and 51 people had progressed to join a new group or network.

Key Finding 49: Over 4000 people have participated in at least one community event and that approaching this number have made new connections within their community. Whilst many people will be passive beneficiaries of community events, 273 report feeling more active in their community and 145 separate groups of residents have been supported in working together to address community priorities or to further common interests.

Key Finding 50: In total we know that over 1,300 people have reported new friendships i.e. ‘strangers becoming neighbours’ and the value of this in terms of reducing social isolation is considerable.

7.13 Table 2 below outlines the progress made in relation to the agreed specialist service transformation indicators.

| <b>Table 2: Progress in Relation to Outcome 2 – Specialist Service Transformation</b>      |                        |                        |
|--|------------------------|------------------------|
| <b>Output Indicator</b>  | <b>Lifetime Target</b> | <b>Achieved so far</b> |
| 2.1a People supported to overcome at least one personal challenge                          | 400                    | 248                    |
| 2.1b People maintaining first-time involvement in community activity / employment          | 200                    | 131                    |
| 2.2a People experience smooth, seamless referrals into services from single contact point. | 800                    | 937                    |
| 2.2b People reporting improved well-being from having issues addressed                     | 400                    | 454                    |
| 2.3a Specialist services report decrease in duplication                                    | 15                     | 21                     |
| 2.3b Residents receiving first-step support via community-based groups/ networks           | 2000                   | 1258                   |

7.14 The NTW Programme is largely on target to achieve the indicator targets set at the outset of the intervention. In the initial six months of Year 4 a total of 423 people had experienced smooth, seamless referrals into services from single contact point and 87 people had reported improved well-being from having issues addressed.

Key Finding 51: The NTW Programme has supported 248 people overcome at least one personal challenge whilst 448 people reported improved well-being from having issues addressed.

7.15 Further data analysis is required to understand the range of personal challenges covered. There is also a need for further clarity as to what is classified as ‘a personal challenge’ and what is classified as ‘an issue’.

7.16 A key test of the success of the NTW Programme transformation agenda is the number of specialist services that report a decrease in duplication. Programme monitoring shows that the original target of 15 has already been surpassed. As part of the Year 4 evaluation we are interested in gathering further information on such services and assessing the degree to which the NTW Programme activity has contributed above and beyond other drivers for change.

7.17 Table 3 outlines the progress made in relation to employment, employability and skill development.

| <b>Table 3: Progress in Relation to Outcome 3 – Employment, Employability &amp; Skill Development</b>  |                        |                        |
|--|------------------------|------------------------|
| <b>Output Indicator</b>  | <b>Lifetime Target</b> | <b>Achieved so far</b> |
| 3.1a People complete at least one training session   | 750                    | 710                    |
| 3.1b People report improvement in skill level following completion of at least one training session  | 600                    | 675                    |
| 3.2 People with complex needs report improved confidence in competing for jobs following at least one volunteer position / taster day / work placement | 200                    | 276                    |
| 3.3 People will have overcome issues preventing them from getting and holding down a job, resulting in them sustaining employment                      | 150                    | 114                    |

7.18 The NTW Programme has already achieved targets in relation to improved skill level and improved confidence for people with complex needs. Progress is being made towards the number of people completing at least one training session. In the initial six months of Year 4 a total of twelve people had achieved this, and continuation on this trajectory is likely to lead to the target being achieved.

7.19 One of the original objectives was to support 150 long term unemployed people to improve their household incomes by moving away from welfare dependency. Most recent data demonstrates that 114 beneficiaries of the NTW Programme have progressed into sustained employment.

7.20 We know from evaluating many other employment and skills projects across the country that the figures reported through formal, evidenced programme monitoring is highly likely to undervalue the true contribution of the intervention. In short, there will be people supported into employment by the NTW Programme who are simply not recorded.

7.21 On the basis of recent evidence gathered from evaluations of other National Lottery Community Fund programmes we estimate this under-reporting to be in the range of between 20% to 40% of verified outputs. Taking a mid-range figure, we can assume that the NTW Programme has supported 148 local people into work. In the initial six months of Year 4 a total of ten people had achieved this, and continuation on a similar trajectory is likely to lead to the target being achieved.

Key Finding 52: The NTW Programme can evidence that 114 local residents have progressed into sustainable employment. Our experience of evaluating similar programmes elsewhere has informed our understanding that the actual number of people supported into work will be greater than this.

7.22 Table 4 below outlines the progress made in relation to wider service transformation in relation to the impact on wider services, employers, commissioners and grant-making bodies.

| <b>Table 4: Progress in Relation to Outcome 4 – Wider Transformation</b>                                 |                        |                        |
|--|------------------------|------------------------|
| <b>Output Indicator</b>  | <b>Lifetime Target</b> | <b>Achieved so far</b> |
| 4.1 Service providers will report that the project has improved their reach to most vulnerable residents | 50                     | 57                     |
| 4.2 Local employers will report being more engaged and involved with their local community               | 100                    | 103                    |
| 4.3 Commissioners and grant-making bodies have aligned resources to the project                          | 10                     | 15                     |

7.23 In the initial six months of Year 4 a total of 16 service providers reported that the project has improved their reach to most vulnerable residents, demonstrating that the NTW Programme is continuing to accelerate progress. There has also been recent progress in relation to local employers being more engaged and involved in their community and commissioners and grant-making bodies aligning their resources to the project.

7.24 A key test of the success of the NTW Programme transformation agenda is the number of specialist services that report a decrease in duplication.

Key Finding 53: Programme monitoring shows that the original target of 15 has already been surpassed. As part of the Year 4 evaluation we are interested in gathering further information on such services and assessing the degree to which the NTW Programme activity has contributed above and beyond other drivers for change.

### Taking a Place Based Approach

- 7.25 The NTW Programme is a place-based approach to regeneration. The clear aspiration from the start was to ensure that the target wards become places where people want to live for the long-term. A transient population, where there is considerable churn in tenancies means that there will continue to be a new cohort of people arriving with issues to be resolved.
- 7.26 If neighbourhoods continue to have a high churn rate of residents then the likelihood is that any investment in building community spirit and social capital will be less impactful. There will always be more and more to do, like chasing a moving target. The long-term plan therefore needs to be based upon making neighbourhoods safer, well connected and with a sense of community, good schools and wider facilities.



- 7.27 The issue of churn in tenancies is compounded by the fact that Great Yarmouth draws in people to work in seasonal tourism related roles, and that certain neighbourhoods tend to attract workers during the summer months. From a labour supply perspective, the economy requires flexible housing to service the employment demand.
- 7.28 As a place-based initiative there is scope to produce neighbourhood profiles, and assess progress made against a range of indicators. Such a move would articulate, particularly to senior managers and decision maker, the progress being made towards establishing more stable communities. Such an approach was covered in the peer review report.

Key Finding 54: Future evaluation reports will need to consider more fully how the NTW Programme has impacted upon making the three hubs more stable and attractive places to live.

### Cost Benefit Analysis

- 7.29 This section of the report describes the economic impact of Neighbourhoods That Work on the Great Yarmouth local economy. Part of the Neighbourhoods That Work programme is a labour-supply project, working with participants that are out of work and helping them find work. The outcomes are therefore achieved jobs and monetised benefits associated with job outcomes. It is important to recognise that this analysis only places monetary value on job outcomes, therefore the economic benefit of other outcomes of the Neighbourhoods That Work programme, such as volunteering, community resilience and reduction of service duplication have not been estimated, although they would provide benefit to the local economy.

- 7.30 There are several different types of economic impacts relating to employability projects, stemming from employment outcomes. Some are more direct and tangible, such as reductions in benefit payments, as well as added productivity for businesses. Other benefits can include improvements in wellbeing and health that in turn reduce demand on health and social services budgets. In this section we focus only on benefits payments and productivity. Our research during the latter part of 2019 will focus on gathering wider data from participants to inform the ongoing development of the model.
- 7.31 We present each type of benefit in turn, showing the value to the local economy of Great Yarmouth. Whilst we can be confident that Neighbourhoods That Work has assisted 148 clients into work, the benefits for the local economy will be different. Therefore, we first discuss gross jobs and related monetary values, before estimating the net impacts. The proper expression of these benefits is to contextualise in terms of cost inputs, creating a Benefit Cost Ratio (BCR), so as to compare the scale of economically additional value with the scale of resource input.
- 7.32 The approach follows best practice guidance such as HM Treasury Green Book, HCA Additionality Guide and BIS Additionality Guide. These guides provide useful advice, in terms of setting out method and best practice, as well as outlining the process of taking gross impacts and recognising the additionality factors to arrive at net impacts. In lay terms the process moves from considering the programme itself, to a wider consideration of exploring how the project outputs causes change in the local economy. These additionality factors include:
- Deadweight - would outcomes have occurred without the intervention?
  - Displacement - Is the host company expanding at the expense of a local competitor?
  - Leakage - are the jobs local?
- 7.33 While these guides provide general approaches, economic impacts are most often framed as jobs created (demand-side), rather than jobs filled (supply-side). The challenge is that filling a vacancy may simply mean that replacement demand (no new job) is occurring, rather than an entirely new vacancy being created. Where jobs are being filled because of replacement demand (the churn in the labour market) no new jobs are being created, with no net economic benefits. However, some vacancies will be entirely new jobs, or hard-to-fill vacancies and by recruiting to these posts, businesses should be more productive.
- 7.34 As we have not been able to carry out data collection ourselves to inform this analysis, secondary proxies from trusted sources, including ONS and government additionality guidance mentioned earlier, have been used. For future report we hope to draw on primary data collected from participant interviews, to be carried out in the summer of 2019.
- 7.35 The main sources of tax-payer savings to be considered are Job Seekers Allowance (JSA), Housing Tax Benefit and Council Tax Reductions. These tax-payer savings arise from a change of circumstance; namely that clients have moved from unemployment to employment as a direct result of the support received from Neighbourhoods That Work.
- 7.36 We estimate that overall 148 participants had found work to the end of April 2019. Many benefits are paid at a higher threshold for people over 25, so different rates are applied for different clients. We do not know the age of our participants who have exited into work;

therefore we are assuming the participants to be over 25, adhering to Green Book advice of adopting conservative estimates. In future reports, where age of participants can be determined we will apply age-specific rates to benefits, so far as they are publicly available, in order to ascertain accuracy.

7.37 Throughout all the following analyses we do not know the personal circumstances of the participants and the entitlements they may have in relation to higher levels of housing benefits, or premiums to reflect greater financial commitments and higher personal expenditure. Our approach is to follow Green Book advice and adopt conservative assumptions. These involve applying only basic rates of JSA, rather than including some benefits premiums, as well applying average rates of housing benefits and council tax rebates. As a result, our assessment is likely to underestimate the level of gross level of benefits saved.

7.38 The final assumption is that the tenure of sustaining work is assumed to only last twelve months, which may possibly be incorrect, either as an understatement or an overstatement. Further data collected from participants in 2019 will inform the model further.

7.39 Table 5 shows an estimation of the Job Seekers Allowance (element of Universal Credit) saved, as a result of NTW beneficiaries finding work.

| Table 5: Current savings from change of circumstances, Job Seekers Allowance  |                      |   |              |                         |                         |
|---|----------------------|---|--------------|-------------------------|-------------------------|
| Age Group   | Weekly JSA award (£) | Population of all Neighbourhoods That Work Participants |              |                         |                         |
|   |                      | Participants no longer on JSA                           | No. of weeks | Total saving (£) weekly | Total saving (£) annual |
| 25 and over   | £73.10               | 148   | 52.0         | £10,818                 | £562,577                |
| TOTAL   |                      |   |              | £10,818                 | £562,577                |
| Sources: Monitoring information from the Neighbourhoods That Work team. UK Government JSA Statistics, 2018 <sup>1</sup> |                      |   |              |                         |                         |

7.40 **Total tax-payer savings from a reduction in JSA-type claimants is estimated to be £562,577** based on 25 and over rates of the minimum JSA level and sustaining jobs for one year.

7.41 It is a reasonable assumption that if individuals have entered employment as a direct result of help received by Neighbourhoods That Work then eligibility for both Housing Benefit and Council Tax<sup>2</sup> will be affected by an increase in income. The amount of benefit reduction, or indeed removal, will depend upon personal circumstances and how much income levels have increased.

7.42 Our approach is again to make conservative assumptions. Rather than assume the whole housing benefit would all be saved; we assume that only 25% would be saved. Again, as we are not aware of the age of participants, we have assumed the Average Housing Benefit of all claimants.

<sup>1</sup> UK Government (2019) Jobseeker's Allowance (JSA) [online]. Available from: < <https://www.gov.uk/jobseekers-allowance/how-to-claim>

<sup>2</sup> To be considered for receipt of Housing Benefit you must pay rent, have low income or be claiming benefits, having savings below a certain threshold, typically £16,000. You can apply if you're employed or unemployed. To be considered for receipt of a Council Tax Reduction you must have a low income or claim benefits and the amount received depends on location, circumstance (income, number of children, other benefits, residential status), household income and who else (children and adults) who live in the same house. Only Council Tax reduction is in scope for this assessment and not the whole amount of Council Tax.

7.43 Table 6 presents the full amount and levels of reductions for 25%, 50% and 75%. Rates of Housing Benefit are derived from the [Housing Benefits Caseload Statistics \(May 2018\)](#). Assuming an average 25% reduction in Housing Benefit there would be a saving of **£3,602** per week. This would be equivalent to **£187,320** annually.

| <b>Table 6: Potential additional savings from change of circumstance, Housing Benefit</b> |  |                                |                     |                                |                                |
|---|--|--------------------------------|---------------------|--------------------------------|--------------------------------|
| <b>Claimant change</b>  | <b>Population of all Neighbourhoods that Work Participants</b> |                                |                     |                                |                                |
|   | <b>Fewer Claimants</b>   | <b>Average Housing Benefit</b> | <b>No. of weeks</b> | <b>Total saving (£) weekly</b> | <b>Total saving (£) annual</b> |
| 25% ↓   | 148  | £97.36                         | 52                  | £3,602                         | £187,320                       |
| 50% ↓   |  |                                |                     | £7,204                         | £374,641                       |
| 75% ↓   |  |                                |                     | £10,806                        | £561,961                       |
| 100% ↓  |  |                                |                     | £14,409                        | £749,282                       |

Sources: *Housing Benefit Caseload Statistics (May 2018) Average weekly award for clients.*

7.44 Our approach for Council Tax is very similar to Housing Benefits assuming that only 25% of the reduction would be saved. Table 7 presents the full amount and levels of reductions for 25%, 50% and 75%. Rates of Council Tax reduction are derived from [Local Council Tax Support 2015/16](#). Calculations have been made for the Great Yarmouth, using data for constituent local authorities.

| <b>Table 7: Potential additional savings from change of circumstance, Council Tax Reduction</b> |  |   |                                |
|---|--|---|--------------------------------|
| <b>Claimant change</b>  | <b>Population of all Neighbourhoods That Work Participants</b> |   |                                |
|   | <b>Fewer Claimants</b>   | <b>Average annual council tax support</b> | <b>Total saving (£) annual</b> |
| 25% ↓   | 148  | £662                                      | £24,497                        |
| 50% ↓   |  |   | £48,994                        |
| 75% ↓   |  |   | £73,491                        |
| 100% ↓  |  |   | £97,988                        |

Sources: *Local Council Tax Support 2015/16 specific to Great Yarmouth*

7.45 Assuming an average 25% reduction in Housing Benefit there would be a saving of **£24,497** per annum.

7.46 Table 8 presents the total tax-payer savings estimations that have accrued to *Neighbourhoods That Work* up to April 2019. A total of 148 clients moved from unemployment to employment. The table shows JSA, Housing Benefit and Council Tax savings.

| <b>Table 8: Total Tax-Payer Savings</b> |            |                    |
|---|------------|--------------------|
| <b>Benefit / Credit</b>                 |            | <b>Savings (£)</b> |
| JSA Element                             | 25 or over | £562,577           |
| Housing Benefit, 25%↓                   | Average    | £187,320           |
| Council Tax Reduction, 25%↓             |            | £24,497            |
| <b>Total Tax-Payer Savings (£)</b>      |            | <b>£774,395</b>    |

- 7.47 Estimated total savings are **over £774,000** up to April 2019, with most of this value derived from savings to work related benefits being paid. There may be additional premiums applied to these benefits so acknowledge that these estimates are likely to underestimate gross tax saving impacts.
- 7.48 In addition to tax savings, *Neighbourhoods That Work* clients finding work are also generating tax receipts for the exchequer while they are employed. This section discusses salaries and related levels of Income Tax, Employees and Employers National Insurance.
- 7.49 In this report we use proxy values for hourly rates from the Annual Survey of Hours and Earnings for SOC Major categories 4-9 at each decile of the population. For the purpose of this report we have used proxy values from the Annual Survey of Hours and Earnings. Earnings ranged between £5,961 and £30,367, with a mean of £17,208 and a median of £16,959.
- 7.50 Since some of the jobs are likely to be part-time or earned lower incomes, they would not be required to pay any taxes. Not only are such a group not paying tax, they may still be eligible for out of work benefits and indeed some in-work benefits, but we do not include these in our assessment in the previous section.
- 7.51 Table 9 shows average levels of tax payments. For each of the three types of tax the average amounts are relatively low and come to a total of just over £3,344 on average. For the 148 clients finding work, their estimated total tax payments amount to nearly **£495,000**.

| Table 9: Estimated Tax payments for Neighbourhoods That Work clients finding work |  |  |                           |
|---|--|--|---------------------------|
|   | Population of all Neighbourhood That Work Participants |  |                           |
|   | Clients into work                                      | Annual Tax (£)<br>(average per client) | Total tax paid (£) annual |
| Income Tax  | 148  | 1,100                                  | 154,569                   |
| Employees NI  |  | 1,044                                  | 177,546                   |
| Employers NI  |  | 1,199                                  | 162,877                   |
| Total Tax Income  |  | 3,344                                  | 494,993                   |
| Sources: ASHE; UK Tax calculators   |  |  |                           |

- 7.52 While, taxes saved and taxes paid are an important consideration for HM Treasury, they only represent one aspect of the benefits to the economy. The other main factor to be accounted for is an uplift in total production, as employers not only recruit a new person, but also have greater output as a result.
- 7.53 We first make an assessment of this productivity gain in gross terms, before considering the wider effects on the economy and estimating net impacts. In the next section we explore the implications of recruiting to fill a post, versus creating new jobs and decide that hard-to-fill vacancies can represent a gain to the economy, as a worker fills a job that would not otherwise be filled. The Employer Skills Survey (ESS) consistently finds that there are a range of business impacts resulting from skills shortage vacancies including increased workloads for other staff, loss of business to competitors, and delays developing new products or services. Therefore, it may reasonably be argued that filling such vacancies will improve levels of output.

- 7.54 The level to which business improvements might be possible as a result of hiring new staff is not possible to ascertain through primary data from Neighbourhoods That Work and instead, we rely on proxy values. Increases would be expected to be at least equal to the employment costs and the ratio of employment costs to Gross Value Added (GVA) given by the Annual Business Survey is **1:1.96**. Total estimated employment costs for the 148 clients would be over **£2,724,000** including Employers NI. Assuming the national average held true for the Great Yarmouth and the productivity of clients, this might be expected to increase the value of gross GVA by **£5,333,601**.
- 7.55 Having estimated the gross values in the sections relating to the scheme itself, we now need to make further estimation of the effects on the local economy. We make two main adjustments, first accounting for new additional jobs in the local labour market and second applying a series of measures of additionality (deadweight, displacement and leakage) to arrive at our net estimation.
- 7.56 Since Neighbourhood That Work works as a labour supply project (helping people to find work) rather than a labour demand project (creating new jobs) then economic effects may be limited. Many vacancies are simply the result of replacement demand, filling a recently vacated post, as one person moves to a new job, or when staff are dismissed, or backfilling when staff are absent (e.g. maternity cover). In all these situations no new jobs are being created in the economy as a whole.
- 7.57 While some jobs are not new posts, new jobs are being created in the economy or employers are finding jobs hard to fill. The latest Employer Skills Survey ([ESS, 2017](#)) estimated that there were over one million vacancies in 2017. While new jobs are not recorded, the survey does report on vacancies that are hard-to-fill. In 2017 one third of vacancies were hard to fill, often because there is an acute shortage of skilled workers or insufficient labour supply.
- 7.58 The sectors with the highest skills shortages were construction, primary sectors and utilities, transport and storage and manufacturing. Assuming Neighbourhoods That Work clients were securing jobs in those sectors with higher skills shortages (machine operator, warehouse operator, labourer) as well as those with lower shortages (retail, hospitality).
- 7.59 Assuming the Neighbourhoods That Work Programme participants are filling a range of jobs, including those most in demand, we are confident in being able to apply this average rate of **33%** to our estimation.
- 7.60 A further factor is the difference between workplace and resident jobs. The Great Yarmouth labour market is relatively self-contained, with **67%** of local jobs filled by residents from the area<sup>3</sup>. This does mean that **33%** of local jobs are filled by residents from outside the area. In terms of the local economy, any Neighbourhoods That Work job outcome that secures a job in the area that would otherwise be filled by a resident from outside the area is additional.
- 7.61 The total local jobs for the Neighbourhood That Works area are therefore estimated as:

$$\text{Total additional jobs} = 148 \times (33\% + (67\% \times 33\%)) = \mathbf{82}$$

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<sup>3</sup> WU03UK (2011) A census question asking about residents and their workplaces

7.62 There is a requirement to estimate additionality, and this is considered below.

**Project deadweight** is assumed overall as being **26.3%** based on the BIS Additionality Paper (2009), using the People and Skills category.

**Leakage** for the Greater Yarmouth labour market is **33%**, based on workers usual residence from ONS statistics.

As well as some of the factor displacement discussed in the New Jobs filled section, there will also be a measure of **product displacement** where the productive output of a newly filled job, will displace other local business activity. We use a proxy of **17.9%** taken from the sub regional estimate of displacement in the BIS additionality paper, People and Skills (2009).

Since we are assuming that productivity is increasing in the newly assisted firms, it is also reasonable to assume that their whole business is scaling-up, with increases in their purchases, which will cause increases in income for other businesses in Great Yarmouth. These indirect effects are complemented by the spending of Neighbourhoods That Work clients finding work which also supports local businesses as induced effects. This additional circulation of money within the local economy is known as a multiplier and again we use the BIS Additionality Guide sub regional estimates to apply a multiplier of **1.25** for Greater Yarmouth.

7.63 Table 10 brings together all the net effects discussed in earlier sections, showing first the gross number of jobs, and then the effects that operate in the local economy to arrive at net impacts.

| <b>Table 10: Estimated Net Jobs Impacts</b>        |           |
|--|-----------|
| Gross project jobs reported                        | 148       |
| Sustained jobs                                     | 80%       |
| Economically additional jobs across Great Yarmouth | 55.1%     |
| Project deadweight                                 | 26.3%     |
| Product displacement                               | 17.9%     |
| Leakage  | 33%       |
| Multiplier   | 1.25      |
| <b>Net additional jobs</b>                         | <b>33</b> |

7.64 Accounting for all the economic factors at work in Great Yarmouth ***we estimate there to be 33 net economically additional jobs in Great Yarmouth.***

7.65 Table 11 builds on the results from Table 10 reporting on the tax savings and tax payments associated with Neighbourhoods That Work clients finding work. The table shows the gross position, creating more than **£1,269,000** in tax revenues and savings.

7.66 However, a number of economic effects operate in Great Yarmouth which means that in net terms tax receipts are **£283,551**.

| Table 11: Estimated Gross and Net tax savings and tax payments |                 |                 |                 |
|--|-----------------|-----------------|-----------------|
|  | Tax savings     | Tax payments    | Total Tax       |
| Gross Tax  | £774,395        | £494,993        | £1,269,388      |
| Sustained jobs   | 80%             | 80%             | 80%             |
| Economically additional jobs across Great Yarmouth             | 55.1%           | 55.1%           | 55.1%           |
| Project deadweight   | 26.3%           | 26.3%           | 26.3%           |
| Product displacement   | 17.9%           | 17.9%           | 17.9%           |
| Leakage  | 33%             | 33%             | 33%             |
| Multiplier   | 1.25            | 1.25            | 1.25            |
| <b>Net additional tax</b>                                      | <b>£172,982</b> | <b>£110,570</b> | <b>£283,551</b> |

7.67 Table 12 builds on the results from Table 10 reporting on the productivity gains associated with Neighbourhoods That Work clients finding work. The table shows the gross position, creating more than **£5.3 million** in tax revenues and savings. However, a number of economic effects operate in Great Yarmouth which mean that in net terms net GVA is **£1,191,400**.

| Table 12: Estimated Gross and Net GVA          |                   |
|--|-------------------|
| Gross GVA increase                             | £5,333,602        |
| Sustained jobs                                 | 80%               |
| Economically additional jobs in Great Yarmouth | 55%               |
| Project deadweight                             | 26%               |
| Product displacement                           | 18%               |
| Leakage  | 33%               |
| Multiplier                                     | 1.25              |
| <b>Net additional GVA</b>                      | <b>£1,191,400</b> |

7.68 The analysis in this section reports on benefits in terms of tax savings and tax receipts, as well as the benefits to company performance. Overall, the method follows closely the principle of conservative impacts advocated in the Green Book and while initial starting values are those relating to programme activity, secondary proxy values tend to be at the lower end. Some of our estimates may therefore be underestimates. We have also not included other benefits, including other taxes such as VAT and corporation tax, but at the same time not counted the persistence of some out-of-work benefits, nor in-work benefits.

7.69 It is possible to create a Benefit Cost Ratio (BCR) in terms of tax savings and receipts, set against programme expenditure to record the amount of tax generated as a result of every pound of programme funding. The equation below sets out the Tax BCR finding that for every pound of programme funding there is an additional **£0.07** in tax savings and receipts.

$$\text{Tax BCR} = \text{Tax savings and revenue (£283,551)} / \text{programme costs to date (£3,977,738)} = \mathbf{£0.07}$$

7.70 It is also possible to create a Benefit Cost Ratio (BCR) for the wider economy, drawing in the productivity gains to businesses. The equation below sets out the Societal BCR finding that for every pound of Neighbourhoods That Work Programme funding there is an additional **£0.30** in benefits. However, this relates the economic benefits of the employability strand rather than the programme as a whole.

Key Finding 55: The total estimated employment costs for the 148 clients would be over £2,724,000 including Employers NI. Assuming the national average held true for the Great Yarmouth and the productivity of workers, this might be expected to increase the value of gross GVA by £5,333,601. However, a number of economic effects operate in Great Yarmouth which mean that in net terms net GVA is £1,191,400.

Key Finding 56: Sustained employment has generated tax-payer savings from a reduction in employment related benefit claims of an estimated £562,577.

Key Finding 57: Sustained employment has generated housing benefit savings of £187,320 per annum.

Key Finding 58: Sustained employment has increased Council Tax generation by £24,497 per annum.

## 8. PROGRAMME LEGACY

### Introduction

- 8.1 This section of the report draws together a number of themes aimed at identifying how the momentum of the NTW Programme can be maintained beyond the current funding cycle. There is a focus upon community infrastructure and future resourcing options.

### Community Infrastructure

- 8.2 By October 2019 there will be a tapering of frontline NTW Programme activity with Community Development Workers and Life Connector capacity being reduced by 50%. Therefore, there is a need to explore how the roles and functions of existing voluntary sector staff might be structured for the remainder of the NTW Programme.
- 8.3 With tapering funding there is a requirement to consider that NTW resources are used in the most efficient manner. Much of their work to date has considered this e.g. through encouraging local people to take a lead on establishing and supporting groups i.e. Youth Club (Make it Happen). Whilst there is clear evidence of this being implemented as part of the community development approach, as we approach the remaining 15 months of delivery there needs to be a greater emphasis on 'teaching' or empowering people to do things for themselves. There is a role for a conduit for leading on additional funding bids with local community leaders.

Key Finding 59: Consideration should be made to strengthening the capacity of local neighbourhood boards to take on increased ownership in preparation of reductions in NTW capacity.

Key Finding 60: There is a need to build capacity within each NTW patch for wider organisations and community representatives to access wider funding to deliver local priorities.

Key Finding 61: There is a need for the NTW team to liaise with local public and voluntary sector organisations to identify options to resource key connector roles beyond 2020.

Key Finding 62: There is a need for the NTW team to identify potential volunteers in the community to take on the role of the community advocates. However, there is also a need for key agencies to consider the benefit of investing in professional community development staffing to make this happen.

### Roles and Responsibilities

- 8.4 Activity in the three neighbourhoods supports some of the priorities of the council (as well as the CCG and Police) e.g. improving neighbourhoods, building stronger communities, etc. The peer review report identified that the current volume of activities is overstressing capacity and needs to focus on fewer priorities. This is certainly something to consider as the NTW programme moves into succession planning phase later this year and early 2020. If the model is to be continued to be mainstream funded via GYBC then an increased focus on GYBC priorities, such as economic development and health and wellbeing may emerge as priorities.

- 8.5 Neighbourhood Managers have a lead role in ensuring that the services delivered, particularly in the most disadvantaged wards, continue to meet the demands of the most vulnerable members of society. There is value in maintaining a consistent presence across such areas, it is important that the role and contribution is recognised and appropriately resourced.

Key Finding 63: The continuation of the neighbourhood management model is a priority. The current staff underpin the whole approach and are a lever for improving mainstream/externally funded services (reducing duplication, etc.) whilst also potentially providing the bedrock for any future bespoke community development programme/projects.

Key Finding 64: It is important that the NTW Programme, or more specifically senior staff, are able to articulate the future vision for community development and neighbourhood management. There is a good story to tell, and a genuine need to continue much of what is good about NTW.

### Resourcing a Future NTW-Type Programme

- 8.6 The neighbourhood management peer review considered four options for GYBC in light of the planned cessation of the NTW Programme in 2020. Two options were discounted: ceasing to fund any follow-up programme; and a coordination only model with a smaller core team, adopting a more limited co-ordinating/facilitation role across the same three neighbourhood but with no Neighbourhood Boards and a smaller number of projects.
- 8.7 A third option of working on a smaller footprint across the same three neighbourhood areas was cited as an option worthy of consideration. This would have to focus upon a tighter set of issues/priorities. By narrowing the focus, it is believed that partners would be more likely to financially invest in the approach, making it more financially sustainable and spreading risk.
- 8.8 A fourth option involving a transformation of neighbourhood services was raised as an option worthy of consideration. This highly responsive and active team who work with local communities reformed from existing services. Working borough-wide, this approach was cited as a 'game changer' in terms of improving outcomes by getting to root causes and taking a more holistic approach. In the current environment of diminishing local authority budget settlements and associated service pressures such a move would require a significant shift in senior management support and is therefore, we believe, to meet some resistance.

Key Finding 65: There is a requirement to establish a timetable for GYBC to consider the model for future neighbourhood management and community development activity. It is recommended that this is undertaken during 2019, to enable necessary evidence to be collected, options to be appraised and future funding sources identified.

## 9. KEY FINDINGS

Key Finding 1: The NTW Programme was informed by a clear evidence base on the need for improved person-centred approaches to linking local people into services they need but were not necessarily likely to access.

Key Finding 2: At the outset of the NTW Programme the objectives were clear and understood by staff and wider partners.

Key Finding 3: The approach of targeting NTW Programme activity at the most disadvantaged communities was entirely appropriate, enabling a real focus of resources on the people most in need of support.

The Key Finding 4: On balance the approach of employing NTW programme staff via multiple organisations has worked well. It has boosted organisational knowledge and profile, especially in voluntary sector organisations.

Key Finding 5: The programme management approach works well. Programme staff at all levels are encouraged to challenge and look at new ways and creative ways of working.

Key Finding 6: Across the NTW Programme there are multiple patch plans and strand activity plans i.e. Service Transformation. Greater clarity could be achieved via ensuring these follow a common template and be packaged in a single NTW action plan.

Key Finding 7: The NTW Programme would have benefitted from having a dedicated role responsible for data collection and performance management, but this couldn't be resourced by the main funder. At the moment, the requirement to undertake this is drawing time from neighbourhood management roles that could be more effectively utilised on other elements of the role.

Key Finding 8: The scale of impact, in terms of the number of people supported in a number of ways, is impressive. The frontline NTW are experienced in identifying what help is required, and which service is best placed to offer this.

Key Finding 9: Community Development Workers work on the same principles in each patch, utilising a strengths-based approach to identifying individual and community-based talents and assets, rather than solely focusing on issues, needs and problems.

Key Finding 10: The Community Development Worker role has been vital in shaping the day to day role of wider frontline NTW staff.

Key Finding 11: Community Development Worker role has delivered a range of activity aimed at developing community involvement and community spirit in the area. There is a need, looking forward to identify capacity from within communities to take a more active role in supporting this activity potentially passing responsibility onto the Neighbourhood Board.

Key Finding 12: The role of the Community Connector is vital. The frontline connector team serve a valuable function in engaging and supporting local people at crisis and at pre-crisis point. Simply put, if they were not employed then the task of supporting such people would fall to others in the public sector and voluntary sector.

Key Finding 13: The Community Connectors have taken a proactive and innovative approach to identifying local people in need of support. 'Pop-up' sessions have been particularly important. As a direct consequence we know that people have developed links to Community Connectors and Life Connectors and have then been introduced to wider services that have helped remove barriers.

Key Finding 14: There has been a real benefit of recruiting Community Connectors from the area within which they operate. This brings a degree of credibility, important in establishing trust with local people.

Key Finding 15: The NTW Programme is successful in ensuring that 'no-one falls through the gaps' through the intensive approach to engaging those people who are less likely to proactively seek support.

Key Finding 16: The community engagement element is critical to gathering grassroots evidence on how services need to better respond to the needs of local people.

Key Finding 17: The Life Connector approach continues to play a significant role in supporting people with Universal Credit issues, reducing anxiety, maximising benefit entitlement and contributing to the continuation of stable tenancies.

Key Finding 19: The Multi-Disciplinary Advice Workers are well regarded by the majority of NTW frontline staff. Their complementary expertise has been vital in ensuring people get the right support at the earliest opportunity.

Key Finding 20: A central element of the NTW was to develop local community capacity to take an increasingly involved role in influencing services. The degree to which this has been achieved via Neighbourhood Boards is indifferent, but this should be a priority for the next six months.

Key Finding 21: The NTW programme has been the local conduit to increase community involvement in the Norfolk Resilience Partnership.

Key Finding 22: The NTW programme has assisted in generating stronger links to the local traveller community, providing a conduit for wider service leads into the community.

Key Finding 23: It is evident that the NTW Programme is largely working well in terms of sharing responsibility, ensuring that people get the right support, at the right time from the most appropriate NTW team member.

Key Finding 24: Over the next six months there is a need to better capture examples of where local people have progressed into such opportunities, acting as ambassadors and advocates for their communities.

Key Finding 25: There is a need for senior management and political leaders to understand the added value of the approach. It is recommended that roles are shadowed for a day to increase awareness of the added value generated to some of the most vulnerable people in society.

Key Finding 26: The NTW team have been able to present a number of examples of how other services have been influenced by the NTW approach including: Social prescribing; Early Help Hub; and Jobcentre Plus. Our research has identified a range of views as to the level of influence NTW has had upon the evolution of such projects.

Key Finding 27: The NTW provides an opportunity to manage low level mental health issues in the community. There is a perception that this will continue to be important in future years, and that community-based support will continue to be needed.

Key Finding 28: In planning future activity it is important to understand the role of Area Housing Officers, and work collaboratively to reduce duplication and add value where needed.

Key Finding 29: There is a need for the NTW team to establish a list of services that need to be 'transformed' to better suit service users. This vision will be important in helping justify the benefit of having 'eyes on the ground' that can then add value to wider service delivery.

Key Finding 30: The Neighbourhood Managers have an important dual role in managing the NTW patch teams whilst also ensuring that wider services continue to reflect the needs of communities in the most effective and efficient way.

Key Finding 31: Whilst the Service Transformation Leads have a clear remit, there is some overlap with that of the other NTW roles, particularly the Neighbourhood Managers. There is a need to consider how the Service Transformation Leads adds value to the wider NTW Programme and whether the objectives would be achieved more successfully through greater integration with the wider NTW Programme.

Key Finding 32: Looking forward, it is important that the added value of the Neighbourhood Manager role is demonstrated and articulated to senior management within GYBC.

Key Finding 33: Our understanding, on the basis of evaluating many other National Lottery Community Fund programmes, is that the actual number of people supported into work will be greater than that formally recorded, given the issue mentioned earlier regarding the tracking of each and every resident supported.

Key Finding 34: Greater collaboration with the Transformation Connector would have been advantageous in creating a closer link between residents supported and employers.

Key Finding 35: The targets for the Skills Connector were going to be difficult to achieve i.e. long-term unemployed into work. It would have been more appropriate to measure progress made in developing the soft skills.

Key Finding 36: Despite the cessation of the Skills Connector role, some elements of the role have been continued by other members of the NTW team i.e. the Job Club in Gorleston has been maintained. There is a continued recognition across the NTW Programme of the continued requirement to focus on improving the employability of residents.

Key Finding 37: As part of the evaluation we were interested in identifying how many people were supported into volunteering role as a direct consequence of NTW Programme activity. Further scrutiny of the data is required to identify the scale of support and the host organisations of any new volunteering opportunities generated. It would also be interesting to know which connectors from the NTW Programme made introductions most often.

Key Finding 38: It would have been advantageous for the Skills Connector, Training Connector and Volunteer Connector to have been co-located with NTW patch teams to support joint working.

Key Finding 39: As a result of the activity 80 Employers self- reported as being more engaged with their communities. In addition, 1,739 hours were donated in terms of community engagement that was the equivalent of almost £35,000 of staff time.

Key Finding 40: There was seemingly limited interaction between the work of the Transformation Manager and many of the wider connector roles. Closer collaborative working could have served to improve the opportunity for residents to access a greater number of work placement or job opportunities. There was scope, and there still remains scope, for a connector role to establish links to local businesses and act as a jobs broker for people supported by the Life Connector.

Key Finding 41: An intended legacy impact of the NTW Transformation Connector role was the continuation of the Responsible Business Network by East Coast College under their BBO Norfolk Community College. Such an approach was sensible and should have provided the bedrock for continued employer engagement.

Key Finding 42: There is a need to more closely link with the BBO programmes to support the progression of people into training or employment. Neighbourhood Managers should have a role in ensuring that such a service delivers for local people, and that introductions of suitable local people to the BBO programme is facilitated to a much greater extent.

Key Finding 43: There is a need for each Neighbourhood Manager to ensure that the BBO programmes are providing appropriate support for NTW residents e.g. are enough people being supported, and with high quality support.

Key Finding 44: There is a need for each Neighbourhood Manager ensure that NTW staff are fully aware of the BBO offer and are able to introduce people to the support if necessary/appropriate.

Key Finding 45: The NTW Programme has influenced the delivery model of the ESF Inclusion Project, ensuring that support reflects the requirements of local people.

Key Finding 46: Consideration should be given to identifying how NTW Programme resources could be directed towards trialling an Employer Broker role over the remaining delivery period.

Key Finding 47: There is a role in ensuring that local people from disadvantaged areas are supported to access opportunities generated by large local contracts, especially those that have clauses encouraging the recruitment of local labour, apprenticeship opportunities, etc. Such a role should be trialled within the NTW Programme over the next 12 months.

Key Finding 48: In terms of contracted outputs, the NTW Programme is largely on target to achieve the indicator targets set at the outset of the intervention.

Key Finding 49: Over 4000 people have participated in at least one community event and that approaching this number have made new connections within their community. Whilst many people will be passive beneficiaries of community events, 273 report feeling more active in their community and 145 separate groups of residents have been supported in working together to address community priorities or to further common interests.

Key Finding 50: In total we know that over 1,300 people have reported new friendships i.e. 'strangers becoming neighbours' and the value of this in terms of reducing social isolation is considerable.

Key Finding 51: The NTW Programme has supported 238 people overcome at least one personal challenge whilst 448 people reported improved well-being from having issues addressed.

Key Finding 52: The NTW Programme can evidence that 114 local residents have progressed into sustainable employment. Our experience of evaluating similar programmes elsewhere has informed our understanding that the actual number of people supported into work will be greater than this.

Key Finding 53: Programme monitoring shows that the original target of 15 has already been surpassed. As part of the Year 4 evaluation we are interested in gathering further information on such services and assessing the degree to which the NTW Programme activity has contributed above and beyond other drivers for change.

Key Finding 54: Future evaluation reports will need to consider more fully how the NTW Programme has impacted upon making the three hubs more stable and attractive places to live.

Key Finding 55: The total estimated employment costs for the 148 clients would be over £2,724,000 including Employers NI. Assuming the national average held true for the Great Yarmouth and the productivity of workers, this might be expected to increase the value of gross GVA by £5,333,601. However, a number of economic effects operate in Great Yarmouth which mean that in net terms net GVA is £1,191,400.

Key Finding 56: Sustained employment has generated tax-payer savings from a reduction in employment related benefit claims of an estimated £562,577.

Key Finding 57: Sustained employment has generated housing benefit savings of £187,320 per annum.

Key Finding 58: Sustained employment has increased Council Tax generation by £24,497 per annum.

Key Finding 59: Consideration should be made to strengthening the capacity of local neighbourhood boards to take on increased ownership in preparation of reductions in NTW capacity.

Key Finding 60: There is a need to build capacity within each NTW patch for wider organisations and community representatives to access wider funding to deliver local priorities.

Key Finding 61: There is a need for the NTW team to liaise with local public and voluntary sector organisations to identify options to resource key connector roles beyond 2020.

Key Finding 62: There is a need for the NTW team to identify potential volunteers in the community to take on the role of the community advocates. However, there is also a need for key agencies to consider the benefit of investing in professional community development staffing to make this happen.

Key Finding 63: The continuation of the neighbourhood management model is a priority. The current staff underpin the whole approach and are a lever for improving mainstream/externally funded services (reducing duplication, etc.) whilst also potentially providing the bedrock for any future bespoke community development programme/projects.

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Key Finding 64: It is important that the NTW Programme, or more specifically senior staff, are able to articulate the future vision for community development and neighbourhood management. There is a good story to tell, and a genuine need to continue much of what is good about NTW.

Key Finding 65: There is a requirement to establish a timetable for GYBC to consider the model for future neighbourhood management and community development activity. It is recommended that this is undertaken during 2019, to enable necessary evidence to be collected, options to be appraised and future funding sources identified.