

URN: 20-084

Subject: Locality Strategy

Report to: Housing & Neighbourhoods Committee - 4 March 2021

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SUBJECT MATTER/RECOMMENDATIONS

To provide Housing & Neighbourhoods Committee with an overview of the process leading up to the development of the Great Yarmouth Locality Strategy, produced in collaboration with Great Yarmouth's Locality Board statutory partners and VCSE agencies.

Housing & Neighbourhoods Committee resolves to:

- a) Review and agree the Great Yarmouth Locality Strategy.
- b) Request officers in conjunction with partner organisations develop a suite of outcome-based Action Plans and provide a 6-monthly update on those actions back to Committee.

1. BACKGROUND

- 1.1 During January 2020 Great Yarmouth Locality Board partners proposed and agreed to create a new Locality Strategy (Appendix 1), following recognition that after much change the preceding document was not suitable for the collective requirements of partners. Progression of this document was subsequently paused due to the onset of COVID-19 and the need to prioritise the locality response.
- 1.2 Work with the Great Yarmouth Locality Board partners resumed on the Strategy in September 2020, where partners agreed the top line locality priorities and a shared approach at the Locality Board. These were then shared with Members in October 2020 at Housing and Neighbourhoods as part of a presentation introducing Community Hubs and locality planning.
- 1.3 During November 2020, GYBC officers and partners from the Primary Care Network and Norfolk Constabulary presented the same agenda via an all-member briefing, at the request of Housing and Neighbourhoods, to create wider member involvement and oversight. Following on from the briefing, officers reported back to the Locality Board in December 2020 and agreement to draft the Strategy under the formerly agreed four shared and overarching priorities was enacted.

2. GREAT YARMOUTH LOCALITY STRATEGY

- 2.1 Great Yarmouth Locality Board is a partnership facilitated by Great Yarmouth Borough Council, comprising core representation from Norfolk County Council Adult Social Care, Norfolk CC Children's Services, Norfolk Public Health, Norfolk Constabulary, NHS Norfolk & Waveney Clinical Commissioning Group (CCG), NHS Great Yarmouth & Northern Villages Primary Care Networks (PCN), NHS Gorleston & Southern Parishes PCN, Department for Work and Pensions, Job Centre Plus, East Norfolk Sixth Form College, East Coast College, Active Norfolk and key VCSE representatives including Voluntary Norfolk, Access Community Trust and DIAL.

- 2.2 Developing the Locality Strategy is key to ensuring a collective approach to aligning both internal Borough Council and external partner policy setting and commissioning. The central purpose of the Strategy is to co-ordinate and ensure collective priorities are addressed through collective efforts, maximising join-up and complementarity, enhancing the shared ability for positive outcomes for local residents to be achieved with success.
- 2.3 In December 2020 the Locality Board of senior partner representatives proposed to establish thematic working groups to guide the development of the formerly agreed four overarching and shared Locality Priorities:
1. **Health and Well-being** - to reduce health inequality by encouraging healthier lifestyles, providing support for mental and physical health and strengthening community support.
 2. **Low Educational Attainment, Skills and Aspirations** - to improve youth education and skills pathways, attainment and create career ambition.
 3. **Vulnerability and Exploitation** - to reduce exploitation and support those at risk of exploitation.
 4. **Loneliness, Isolation and Social Exclusion** – to reduce isolation and social exclusion by building community networks and cohesion.
- 2.4 The workshops were undertaken with strong partner attendance during January and February 2021, with the resulting detail utilised to inform the strategy action plan. Due to some pre-existing work being led by the CCG on health inequalities, it was agreed that the CCG work would be undertaken in parallel and essentially constitute the health and Wellbeing element of the strategy. Despite there being a difference in timescales for production, with the CCG work due to complete in September 2021, combining the two efforts was seen as important in order to maximise alignment for whole-system working, and minimise unnecessary duplication or inconsistency.
- 2.5 The main body of the Strategy was drafted by Borough Council officers, with key highlights by way of a progress update received positively by the Locality Board during February 2021 Board meeting. The Strategy covers key pertinent themes for operating at place level, centring on the identified needs of the local population, with a focus on addressing and reducing inequalities through: integration and prevention; promoting social mobility; creating inclusive economies; improving health outcomes; diversity and inclusion; and through creating resilient communities. The full document is attached in Appendix 1.
- 2.6 In addition to providing detail on the priority themes to be focussed on as a locality, the strategy also outlines local strengths, successes, opportunities and the challenges within the borough, featuring key indicators through which progress can be tracked and measured over time. Furthermore, it outlines how partners within the locality will work together, taking a whole-system approach to working across sectors, ensuring a place-based focus, ensuring involvement of communities in designing and delivering services, and taking asset-based approaches to building stronger communities.
- 2.7 Operational requirements are also outlined, providing a road map for establishing system wide support for Community Hubs co-terminus with the PCNs, and for instigating approaches for Great Yarmouth focussed integrated commissioning and co-financing, through the proposed Community Investment Fund.
- 2.8 Subject to Members' and all-partner agencies' agreement, it is proposed to develop a suite of four outcome-based Action Plans; one for each theme which will set-out the outcomes the partners will achieve together to support and benefit the population of the borough.

3. CONCLUSION

- 3.1 To move forward with a shared partnership commitment to addressing key priorities collectively as a locality, Members are asked to review and agree the final draft of the Locality Strategy.

4. FINANCIAL IMPLICATIONS

- 4.1 None directly from the development and adoption of the Locality Strategy and its subsequent Action Plans. It is anticipated however, that local services and projects which align with the principles set-out in the Great Yarmouth Locality Strategy will benefit from future joint partnership and grant funding by way of the emerging Great Yarmouth Community Investment Fund and other external funding opportunities.

5. LEGAL IMPLICATIONS

- 5.1 None.

6. RECOMMENDATION

Housing & Neighbourhoods Committee resolves to:

- a) Review and agree the Great Yarmouth Locality Strategy.
- b) Request officers in conjunction with partner organisations develop a suite of Action Plans and provide a 6-monthly update on those actions back to Committee.

Area for consideration	Comment
Monitoring Officer Consultation:	Yes
Section 151 Officer Consultation:	Yes
Existing Council Policies:	Corporate Plan and Annual Action Plan 2020/21
Financial Implications:	None
Legal Implications (including human rights):	None
Risk Implications:	None
Equality Issues/EQIA assessment:	Yes completed
Crime & Disorder:	As covered in the Strategy
Every Child Matters:	As covered in the Strategy

Great Yarmouth Locality Strategy

March 2021-2026

Purpose

Locality partners are committed to working together to improve outcomes of residents in the borough of Great Yarmouth. Whilst facilitated locally by Great Yarmouth Borough Council, we share this commitment with our statutory partners and all community-facing agencies commissioned to work on prevention and early help support to improve the lives of the people in our borough.

Our aim is to ensure our collective services support our residents by preventing avoidable issues, and by making available early intervention advice and support at the right time to avoid escalation that requires higher cost reactive interventions including provision of statutory services. The needs of the borough's residents are varied and sometimes complex. Mobilising our collective resources together with good communication will best serve our residents to live a high quality of life and achieve their ambitions, being supported through primary prevention by their natural support network wherever possible including family and friends.

Prevention is all about helping people to stay healthy, happy and independent. By tackling the wide range of determinants that negatively impact on people's life chances, by stopping problems arising in the first place, and by ensuring people have the skills, capabilities, and social networks to effectively manage the problems that do arise, we are all better able to live well and thrive.

Prevention can be understood via a 3-level framework:

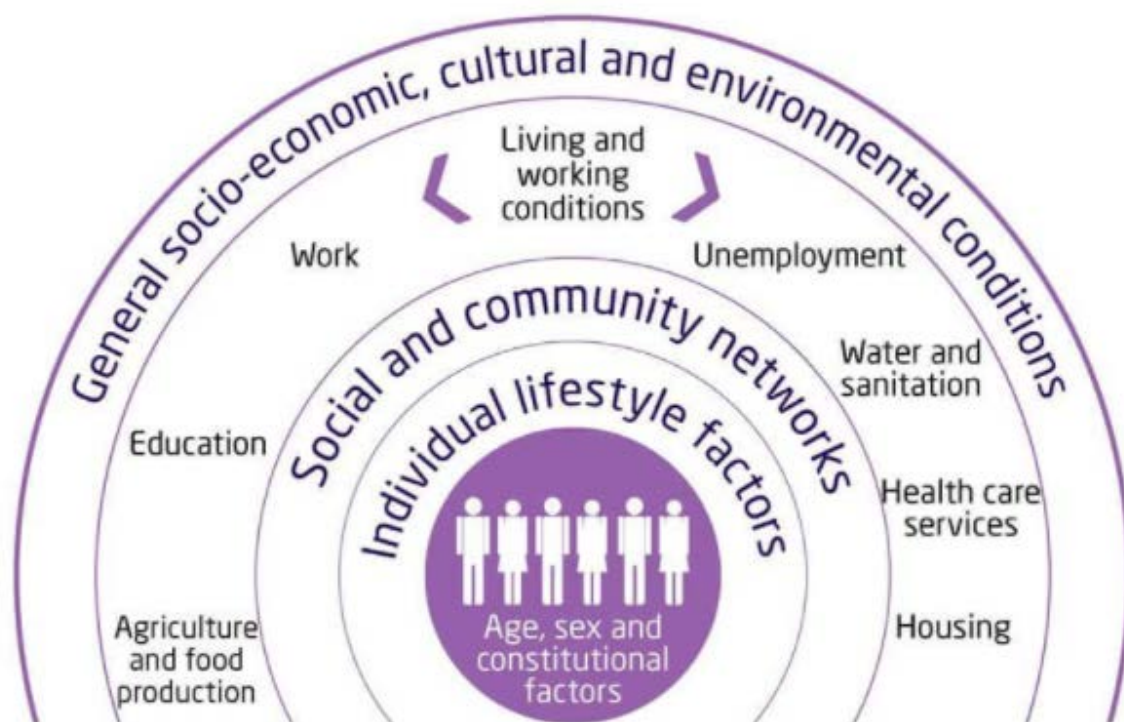
Primary Prevention – focusses on activity to keep people well, such as facilities encouraging exercise, and asset-based community development to build social networks and self-help.

Secondary Prevention – targets those at risk of becoming unwell or needing additional support services, such as health screening services for particular age groups and demographics.

Tertiary Prevention – focusses on those needing support services, helping them to limit the impact of their circumstances and reduce the need for high levels of intervention.

Understanding prevention through this lens helps to guide the approaches we can prioritise to bring about integrated approaches at a place level. Prevention is therefore everybody's responsibility across the multi-agency 'system'. In addition to reducing pressure on public services by keeping people well and independent, a preventative approach will in turn bring about positive economic benefits and enhanced social wellbeing. We all benefit, and so we all have a role to play in resourcing it. In recognition of this, prevention must be undertaken in a whole system, place focussed approach.

By taking a decisive stance on shifting our collective focusses to prevention, we must be bold in shifting our resources away from reactive approaches towards policies and actions which not only pre-empt and diffuse negative social outcomes, but which, importantly, proactively create collective activity to bring about well-being.



Source: Dahlgren, G. and Whitehead, M. (1993) Tackling Inequalities in Health [The King's Fund]

This Locality Strategy has been developed jointly by its constituent multi-agency partners in response to the needs of the local population. It outlines our four shared priorities – all aimed at prevention and strengthening the resilience of residents and their community networks. We all know that 'prevention is better than cure'. Solutions to problems is short term so preventative interventions and early help need to be dynamic, flexible, integrated and informed by both data and the lived experience to maximise successful outcomes for our local population.

As place leaders, we understand our communities, their strengths and also the challenges some experience. Great Yarmouth's Locality Strategy provides a central reference point; to support alignment of resources to ensure maximum positive impact in relation to community support across the range of agencies working to improve residents' lives.

Reducing Inequalities, Improving Life Chances

Focussing on Prevention - Prevention is central to improving the well-being of the whole borough. In ensuring prevention, we are better able to strengthen and secure our vital support services, whilst also boosting our economy. Every person helped and supported early on, before issues get serious, allows for their health and wellbeing to be maintained for longer, reducing inequalities and the need for more serious or costly interventions later on. To keep people living-well in our communities, it is crucial that we understand the complexities of everyday life; and target the multiple root causes of poor health and well-being early on, rather than treat individual issues as they arise.

Creating inclusive economies - An inclusive economy focuses on encouraging local organisations, businesses and communities to work together to shape the how the economy works. We want to create maximum social benefits from our collective public sector spending and contracting, and to ensure its benefits are shared with and felt by our residents. By focussing on equity, as well as equality, creating an inclusive economy will help us to improve on inequalities such as differences in earnings, quality of life and opportunity. In turn we will create a more resilient economy, through maximising the numbers of people working together, creating sustainable inclusive growth as part of the levelling-up agenda and to aid recovery from the pandemic.

Pathways for social mobility - In addressing deep set inequalities, it becomes clear that improving social mobility is important. With the borough sitting in the bottom 10% of districts nationally for social mobility, it is our responsibility to ensure that everyone, regardless of their background, is enabled to reach their potential. Using our local whole systems approach we will support social mobility by targeting those most impacted through tackling underlying inequalities, providing a network of opportunities and support, addressing skills gaps, and through creating new and diverse pathways for upward mobility.

Diversity and inclusion - Understanding diversity is important. It means recognising that each person is unique, and that we all have individual differences. These include our age, gender, physical and mental abilities, ethnicity, sexual orientation, socio-economic status, religious beliefs, or other characteristics. Inclusion is central to our public service delivery, where we strive to tackle bias, stereotypes, barriers and the impact of discrimination. By understanding diversity and promoting inclusion within our borough, we are better able to make sure equitable access to our collective services, and in turn improve uptake of services, reduce unfair outcomes, and address the long-standing inequalities.

Our diversity in Great Yarmouth is a good thing. The more diverse a community is, the more capacity it has to withstand shock, because there are more options available to fall back on. Through intrinsically accepting, respecting and celebrating our differences, our diversity as a local population becomes a great force for resilience.

Improving health outcomes - The differences in the health of people in our communities are shaped by a multitude of factors: quality of housing, educational attainment, employment opportunities, physical environment, lack of wealth and resources, access to services and levels of social connectedness. People experiencing poverty, and multiple other disadvantages, are therefore likely to have worse health outcomes. With 20% of children living in low income families in Great Yarmouth the health of future generations is dependent on us working as a system to address these wider social determinants.



Great Yarmouth Locality Priorities

Collectively, as the senior representatives of the multiple statutory and VCSE partners working across the borough, we know there are things we can do collectively as a system that will drive change and improvement. Our locality partnership has recognised that in order to really make a difference to the life chances and prosperity of local people, we need to be working as one to address the following **four thematic priorities**:

1. Health and Well-being	Reduction in health inequality by encouraging healthier lifestyles, supporting mental and physical health and strengthening community support.
2. Low Educational Attainment, Skills and Aspirations	Improved youth education and skills pathways , attainment and create career ambition .
3. Vulnerability and Exploitation	Reduction in exploitation and support those at risk of exploitation.
4. Loneliness, Isolation and Social Exclusion	Reduction in isolation and social exclusion by building community networks and cohesion.

1. Health and Well-being

The Challenges

Action on health inequalities requires improving the lives of those with the worst health, fastest. We recognise that health inequalities are caused by a complex mix of factors. Planning to tackle the long-term impact of health inequality outcomes requires a commitment to:

- A whole system approach which is transparent & pragmatic
- Long term solutions
- Community buy-in

Health inequalities are avoidable, expensive, and negatively impact on residents, public services and our local economy. Significant health inequality is evident in Great Yarmouth, where there is a difference of nearly 11 years for male life expectancy between the most deprived and least deprived areas of the Borough. Several public health indicators highlight poor health and wellbeing outcomes in the Borough, with 22.5% of the population having been diagnosed with a long-term life limiting illness or a disability –considerably higher than the national average of 17.6%.

Within Norfolk, Health Inequalities vary across district and boroughs and Primary Care Networks. This is why health partners are developing place-based approaches in Great Yarmouth to focus on our specific circumstances and address the local impact of COVID-19.

Context

Increased morbidity decreased life expectancy and quality of life are directly linked to socio-economic inequalities within the Borough. We know that there is evidence demonstrating that people experience unfair and avoidable differences in their health based on a range of factors which are outside of their control. These include the lack of opportunity to lead healthy lives because of where they live, their jobs, and the choices available to them. COVID-19 has exacerbated these inequalities.

What we will achieve

- 1.1 Better outcomes for residents because they are in good health in mind and body.
- 1.2 People motivated to lead healthier lifestyles with less reliance on Primary (GP) & Acute health services.
- 1.3 An increase in the level of physical activity.
- 1.4 People eating healthily with nutrition in mind.
- 1.5 Quality homes and outdoor spaces as places where people can thrive.
- 1.6 The right conditions to promote and support good job prospects incl. pathways for training and skills.

How we will achieve these outcomes

The CCG, supported by Norfolk Public Health, is leading on this collaborative process locally, starting with a scoping exercise that will lead to intelligence and data led decision making to reduce inequalities in the most effective and joined up way in Great Yarmouth. The Government's 'Place based approaches for reducing health inequalities' (Appendix 2) provides a methodology for doing this in Great Yarmouth.

To reduce health inequalities in Great Yarmouth we will analyse the causes and create opportunities for action using the Population Intervention Triangle framework. We will map the current assets we already have at a local level, identify gaps and build on strengths.

The *Great Yarmouth Physical Activity Framework* (January 2020) provides a participatory framework and agreed priorities/projects that will support healthier lifestyles and lead to increased physical activity co-ordinated by GY&WCCG, NPH, Active Norfolk, and the Borough Council.

Components of the Population Intervention Triangle



2. Low Educational Attainment, Skills and Aspirations

The Challenges

Local educational attainment in the Borough underperforms against county, regional and national averages. Average GCSE attainment (15-19 years) is 44.1%, significantly worse than national average. Furthermore, we have seen only a negligible increase in residents achieving high-level qualifications. Although a large proportion of students stay in education or pursue employment, there is a need to improve the visibility of, and access to, pathways through education to qualifications and on to high-quality, more permanent jobs. Average weekly earnings are £354, significantly worse than the East of England average (£462.70 a week).

Whilst the skills level of working-age people in Yarmouth has improved over recent years, 48.5% of people still only have an NVQ level 1 or lower qualification. It is vital that the benefits of growth do not bypass Great Yarmouth's most income and employment deprived communities.

In the borough, less people aged 16-64 in (70.3%) are in employment than in the East of England (77.9%). For people living with a disability or health condition, the Employment and Support Allowance claims (6.8%) are significantly worse than the England average of 5.4%. With rates of employment in Great Yarmouth driven by seasonal work, the job-seekers count rises steeply during the winter months. In Nelson ward for example the percentage of adults claiming out-of-work benefits reaches more than double the rate for elsewhere in the Borough.

What we will achieve

- 2.1 The right conditions for social mobility and inclusive growth as part of the UK's Levelling-up agenda for children & young people.
- 2.2 A wider understanding of clear and well-communicated pathways from education into training, skills & access to good jobs.
- 2.3 New start-up VCSEs with entrepreneurs being supported to flourish and grow.
- 2.4 Holistic & inclusive multi-agency support that addresses the needs of those not in education, employment, or training (NEET) and those with special educational needs & disabilities (SEND).

How we will achieve these outcomes

By matching future business opportunities with the right skill provision, we must support schools, colleges, and businesses to boost the number of apprenticeships, encourage social mobility and ensure more local people can benefit from local job opportunities. To that end we will put in place a schools' outreach programme to raise aspirations, support life skills and prepare young people for the future jobs market.

To reduce inequities, we need to create better quality jobs. To offer a minimum level of quality, jobs need to be sustainable. They need to include not only a decent living wage, but also provide opportunities for progression, good terms and conditions, flexibility to balance work and family life, and be free from adverse working conditions.

Educational attainment and ambition, possessing the right skills and securing the right job relies on a foundation of good personal health, determination and resilience. We will support work coaching and health improvements of those furthest away from the employment markets via the *CHANCES* project being led for DWP and Norfolk County Council with local delivery partner Voluntary Norfolk.

Context

Great Yarmouth's economy is going through a period of transformation. The expansion of the renewable energy sector and its enterprise zone status means there are real and improving prospects for employment and growth coupled with an established and expanding tourism sector and a growing creative industries sector. The young people of Great Yarmouth Borough have the ability to aspire and to achieve their ambitions, and it is for us as a place to make sure we create the conditions for children and young people have a great future. Generating a range of opportunities - from the classroom level to institution level - helps create drive and purpose, enabling an inclusive culture of aspiration and attainment suitable for all children and young people, including those whose are vulnerable or at risk or being left behind.

3. Vulnerability and Exploitation

The Challenges

Creating safer neighbourhoods remains a priority. Recent data shows violent offences in Great Yarmouth stand at 44.7 per 1,000 against a 29.5 England average. 34% offenders in the borough re-offend (England average 29.1%), higher than the East of England rate (27.7%). Our levels of antisocial behaviour are in line with the national picture, although these vary significantly between low incident rural locations and our higher incident urban centres, impacted by larger populations living in close proximity. With Great Yarmouth town centre holding the second highest crime rate in Norfolk after the city of Norwich, reducing acquisitive crime, antisocial behaviour, hate crime and community tensions, are key to making our town centres look and, importantly, feel safe.

Economic disadvantage is a key social determinant of vulnerability, placing individuals and communities at higher risk of poor outcomes, and at increased risk during emergencies such as COVID-19. In Great Yarmouth 20.1% of households live in income deprivation, compared to 14.6% England average. Only 11.9% of households in the East of England region live in income deprivation, almost half the rate in Great Yarmouth. 25.2% (4,464) children live in low-income families. This number is significantly higher than the England and East of England averages and has been increasing over the last 5 years.

Homelessness in the borough is 4.9% (216), significantly higher than national average of 0.8%, and has also been rising over the last 5 years. In Great Yarmouth, violent crime sexual offences are 4.3 per 1,000 population, significantly higher than the England average, and second to Norwich in the County.

Mental health, substance misuse and domestic abuse are known as the 'Toxic Trio'. Hospital admissions for alcohol-specific conditions in under 18's are 59 per 100,000 population, significantly high compared to 32

What we will achieve

- 3.1 A multi-agency led system of community-facing services that prevent crime, anti-social behaviour and exploitation and provide help & support when and where needed.
- 3.2 Increased awareness within our communities of issues and risks to aid early detection and gain trust through seeing, listening, hearing & working with communities to ensure support for direct action.
- 3.3 Identification of vulnerable people, victims and potential victims much earlier to prevent exploitation using the Multi-agency Intervention and Support Triangle (MIST) and behaviour change approaches such as Making Every Contact Count (MECC).
- 3.4 Pro-active work with young people who are most likely to be at risk of exploitation to provide support, signposting of help and provision of diversionary measures.

How we will achieve these outcomes

Our ability to interact successfully with vulnerable people can have a significant impact on their lives and impacts our effectiveness in reducing demand for multi-agency services in the future by preventing them from becoming victims or offenders.

Prevention & early help - the multi-agency partnership will widen its approach to proactively work in schools, colleges, youth services, & advice services to prevent behaviours emerging or becoming entrenched for some young people. We will collectively support youth-based activities and increase diversionary programmes amongst young people linking into the Borough Council's review of outdoor play areas and Norfolk CC's children, early years and youth services.

Homes & tenancies - issues resulting from vulnerability, such as domestic abuse, cuckooing, and modern day slavery will be approached differently; recognising tenants as victims (sometimes as perpetrators too), with tenancy enforcement policies flexible enough to recognise and address the complexity, with the aim of maintaining the tenancy where appropriate should be in place. We will review social housing tenancy enforcement policies to avoid exploitation in people's homes and work with private sector landlords to establish the equivalent in the private rented sector.

Community awareness – ensuring people are more informed and actively aware will contribute to creating safer neighbourhoods, protecting our children and vulnerable adults. From reporting of community issues, threats and vulnerabilities, through to the creation of preventative/diversionary

per 100,000 for England, and only 23.4 per 100k for the East. All three of the 'Toxic Trio' are present in around a third of serious case reviews where a child has died.

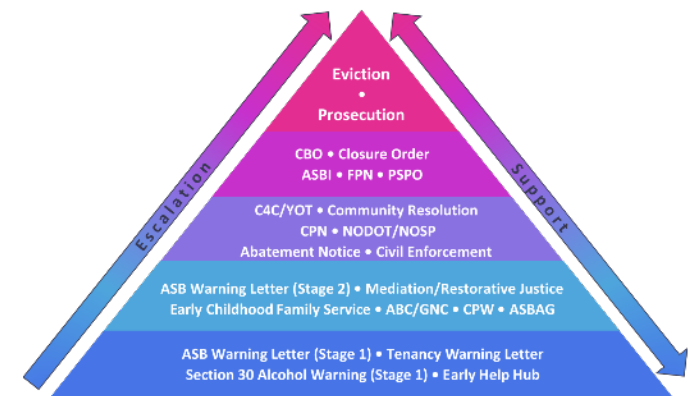
County Lines is a major, cross-cutting issue involving drugs, violence, gangs, criminal and sexual exploitation, modern slavery and missing persons. Between 2015 & 2020 there were 90 police investigations into County Lines activity in Great Yarmouth, the second highest number in the county. The associated violence, drug dealing, and exploitation has a devastating impact on young people, vulnerable adults, their families and our local communities. Any child or adult could be vulnerable to exploitation.

Modern slavery is a complex crime and may involve multiple forms of exploitation. Many of the victims held in modern slavery and forced to work for little or no payment are threatened and abused, while often being made to live in poor, squalid conditions. They may also be physically assaulted, sexually exploited and physiologically traumatised.

activities, such as sport, volunteering, activity groups and neighbourhood-based projects, we know that creating connected communities is central to creating safe places to live and protecting those most at risk.

The complicated and multi-layered risks associated with vulnerability and exploitation will only be addressed through multi-agency collaboration; no single agency can resolve it alone. By working effectively with partners, sharing information, adopting a whole system approach, transferring learning between agencies, and through working in Community Hub co-location settings, we will be better able to address the issues. As partners, we understand the changing face of vulnerability and recognise it in all forms.

The Multi-agency Intervention and Support Triangle (MIST) represents the tools, powers and options that are available to tackle ASB and crime in the borough, moving from low level intervention and diversion up towards penalties decided by a court. Rather than a punitive tool, support options are considered at every stage as the issue escalates up the model and hopefully back down. Designed to work with the ASBAG (Anti-Social Behaviour Action Group) it has been identified as being appropriate for other groups in the Borough such as HIUM (High Intensity Users Meeting) and Housing First (homelessness), standardising and unifying how we work in the Borough.



Context

Vulnerability and exploitation are complex issues, presenting significant challenge to public services, requiring multi-agency collaboration to address them. People can be vulnerable through age, disability, mental health, addiction or circumstance, and the distress or trauma can manifest itself differently in a vulnerable person's behaviour. There is a major public health concern due to the long-term health consequences for Domestic Abuse victims, and for their children - who are significantly more likely to commit other crimes in later life.

The societal costs are widespread, in addition to the human and emotional costs on victims and their families. While we need specialist services to address the extreme outcomes stemming from vulnerability and exploitation, as a locality we recognise the central role that we as a wider set of partners play in understanding and addressing the overlaps, commonalities, and root causes.

4. Loneliness, Isolation and Social Exclusion

The Challenges

Being connected with other people matters. A lack of relationships and social connections in our lives has a negative impact on our physical and mental health, wellbeing and behaviour. It is also expensive, with increased service usage by older people experiencing loneliness costing up to £12,000 per older person over the next 15 years.

In Great Yarmouth, 18.4% of over 65s report being lonely, compared to 18.6% for Norfolk as a whole. Social isolation and loneliness do not have one simple cause, resulting instead from a combination of complex and multi-layered factors. They are most commonly discussed in relation to older people but are in fact experienced across the life course. We know that the effects of social isolation in childhood and adolescence is significantly compounded over time, continuing into adulthood. This in turn links to people falling behind in the labour market, linking to long-term income deprivation.

What we will achieve

- 4.1 Confident well-connected residents able to live their lives well & without ongoing support.
- 4.2 Safe, clean and friendly communities and neighbourhoods.
- 4.3 Enablement of people to be confident & able to interact digitally - ensuring every household has access to an appropriate device for their needs.
- 4.4 Increased representation of minority communities in service design and delivery including those in rural isolation, BAME, LGBTQ, Gypsy, Roma, Traveller, dementia, deaf, sight loss and physical and learning disability and low ability.
- 4.5 Support for events & festivals that bring people together and celebrate communities.

How we will achieve these outcomes

We are clear that the key principles for services that help people reconnect with their communities include: creating a sense of purpose and a positive sense of identity, being peer-led or co-designed with people with lived experience, being local, easy to access, free or affordable, providing clear goals and pathways to reconnection, providing benefits to others (e.g. through volunteering) and last but not least, bringing people together around shared interests. To that end through Community Hub collaboration we will ensure residents who may be feeling lonely, isolated or excluded know what exists and how to access support either via local volunteer be-friending groups or when needed via Norfolk CC's commissioned providers of Social Isolation & Loneliness support services. At a community level, we will support and mentor residents to be good neighbours, look out for one another and support opportunities for residents to socialise together via community events.

Linking to life ambitions and attainment we will develop an Inclusive Growth Strategy to enable social mobility greater, increase opportunities for people to gain confidence both face-to-face socially and online i.e. digital inclusion. Our communities will be recognised, listened to and their diversity will be understood and celebrated. We will promote community groups and work with VCSEs who share our objectives for inclusivity. Design new housing with neighbourliness in mind. Support volunteering and civic pride in the place and promote opportunities for creativity and the rich heritage on our doorstep.

Context

The physical and social characteristics of communities, and their ability to promote healthy behaviours, all contribute to social inclusion. Community life, social connections and having a voice in local decisions are all important for preventing exclusion, bringing about improved health and well-being. A lack of social connections can be linked to poor diet, heavy drinking and increased risk of re-admission to hospital after an illness. It is linked to symptoms of depression and dementia and it is as damaging to health as smoking and as strong a risk as obesity.

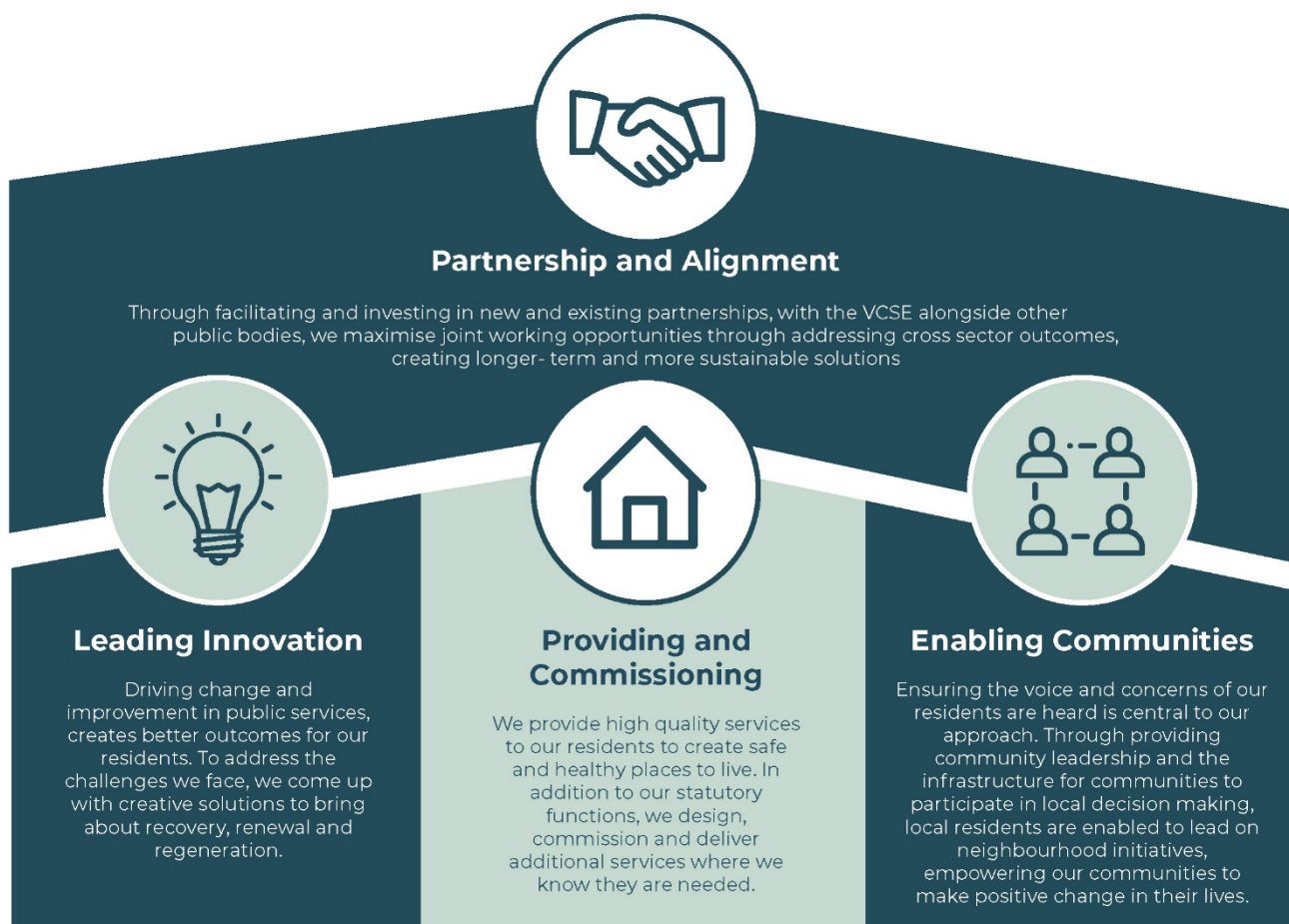
The impact of COVID-19

The onset of the pandemic has fundamentally changed business as usual, resulting in us all working differently. The challenges to staff, residents, businesses and communities are stark; reflected within the detail of service planning and frontline delivery, and most notably the health and social impact on lower socio-economic groups and people of a minority ethnicity.

COVID-19 has however brought forward new and emerging opportunities for system and service integration. In particular the increase in collaboration opportunity created through remote working technologies. This has been demonstrated through increased networking, dialogue and partnership activity with VCSE organisations and grass roots self-help groups, increased participation in practitioner collaboration meetings, and increased attendance at strategic groupings like the Great Yarmouth Locality Board. The increased pace has created more opportunities for working together which has resulted in a broad pledge to working together strategically as one system, commitments to taking integrated multi-agency approaches to delivering services via a Community Hub operating model in the borough, and a commitment to supporting and enabling communities to help themselves.

Our role as Place Leaders

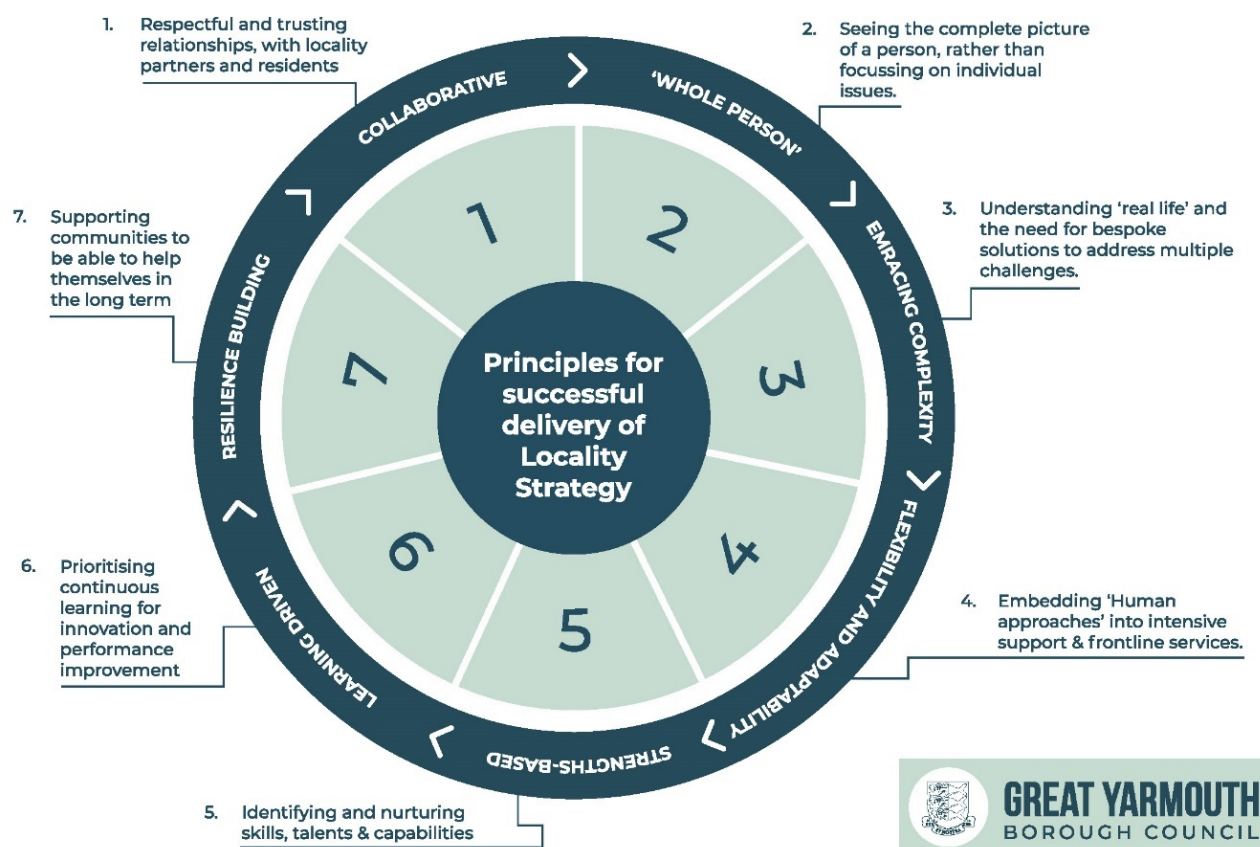
The success of working as an integrated group of organisations across the Great Yarmouth locality is rooted in close partnership working and collaboration to harness the expertise and resources of partners collectively. Our achievements as a locality rely on us committing to shared values: prevention, early help, co-ordinated multi-agency frontline support, integrated system working, personal resilience and self-help through building upon community strengths and assets.



The Great Yarmouth Locality Strategy should be read as an over-arching document which complements the existing and emerging strategies of partner organisations with a focus on the place.

Principles for successful delivery of our Locality Strategy

Delivering against the shared priorities and commitments contained within our Locality Strategy relies on a multi-agency shared approach to what we will do and how we will do it. Across the organisations working in our locality to serve and support residents, we have agreed a shared set of principles to ensure the best possible outcomes for local people:



Operational requirements for successful delivery

The way we work with communities is important. Great Yarmouth borough is a mix of parished rural and suburban communities and locally defined urban neighbourhoods. We know that in our borough the needs and priorities differ from place to place. Taking a **place-based** approach acknowledges this and focusses on creating significant change and improvement, based on the knowledge and participation of the people operating in the place- both residents and services.

Creating Community Hubs

We recognise that multiple players have a role to play in the prevention agenda. This is why we are creating two Community Hubs in the borough. Aligned with the two Primary Care Networks (PCNs), and Neighbourhood Policing Teams, the Hubs build upon our established neighbourhood management programmes: Comeunity, Make it Happen and MESH, and our successful co-funded Early Help Hub offer.

The creation of Community Hubs aids the shared locality intention to provide integrated and preventative services to the local population. As place leaders, the Borough Council will facilitate multi-agency prevention and early intervention activity, brokering relationships across the locality. This includes the facilitation of the Community Hubs as **collaborative workspaces**, enabling partners to work together and to meet residents to ensure holistic, personalised support in a welcoming and accessible environment.

To aid integration, there will be a focus on **enabling data sharing** across all hub partners, with a broader view to utilise the data to demonstrate cross sector impact and efficiencies. The Community Hub model will facilitate relationships across all sectors to integrate existing resources (staffing, commissioned services, grant funds) and prompt **new joint design and service commissioning**, based on locality need and bolstered by the improved interagency learning at the operational level.

In co-ordinating the proactive frontline services at a neighbourhood level, we will actively promote that **‘Connector’ skills are embedded** into community-facing roles across the system, making sure delivery responds to local priorities. Through utilising our long-held links to community-based groups and networks, we will ensure support to deliver local self-help activity to bring about healthier, more resilient communities.

Our refreshed approach to a multi-agency Community Hub operating model, will support and complement the work of Norfolk County Council’s ‘Information, Advice and Advocacy Services commissioning review’, and its ‘Social Isolation and Loneliness Services’ commissioning review. This will ensure complementarity. The County Council has committed to supporting the operational success of the new Community Hubs. All relevant Norfolk CC commissioned services delivering in the borough will work as part of the Great Yarmouth Community Hub multi-agency approach.

Community Investment Fund

The Council has reviewed its traditional Community Grants scheme. To date grants have been allocated via open application against broad criteria aligned to the Borough Council’s corporate priorities. Commissioned organisations are from the Voluntary, Community and Social Enterprise (VCSE) sector.

In order to underpin and support delivery of our shared locality priorities, from 2021 the Borough Council is partnering with the Norfolk Community Foundation to launch the **Great Yarmouth Community Investment Fund**. This scheme will open-up exciting new opportunities for co-financing with external funding agencies, offering an opportunity for public and private sector collaboration to support and serve the best needs of the locality and the wider population.

Developing a whole system approach

Thinking in 'systems' means that we understand things as being connected and interdependent. The outcomes we seek as a locality are created by us all as a system - by the interaction of hundreds of people, organisational processes and structures. By all parts of the system working effectively together we will bring about better outcomes for Great Yarmouth residents.



Sources:

<p>25.2% (4464) children live-in low-income families.</p> <p>This number is significantly higher than the England and East of England averages. Based on the last 5 years of data, this is increasing rather than decreasing.</p> <p>Wider Determinants of Health - PHE</p>	<p>Life expectancy is 10.7 years lower for men and 4.5 years lower for women in the most deprived areas of Great Yarmouth than in the least deprived areas</p> <p>In addition, life expectancy for men and women in the borough is significantly lower than in England and the East of England.</p> <p>Wider Determinants of Health - PHE</p>	<p>Obesity in year 6 children is at 37.6%, this is higher than the national and county average.</p> <p>26.2% of reception age children in GY are obese, this is significantly higher than England and East of England averages.</p> <p>Public Health Outcomes Framework - PHE</p>	<p>12.7%, (5705) of households live in significant fuel poverty.</p> <p>This is worse than the England and East of England averages. This trend has not improved over the last 8 years. Wider Determinants of Health - PHE</p>	<p>Average weekly earnings £354, significantly worse than the East of England average (£462.70 a week)</p> <p>Wider Determinants of Health - PHE</p>	<p>Average GCSE attainment (15-19 yrs.) 44.1%, significantly worse than national average.</p> <p>Wider Determinants of Health - PHE</p>
<p>Smoking during pregnancy is very high in Great Yarmouth at 17.9% (180) compared to a national average of 10.4%. (or 9.5% in East of England)</p> <p>Smoking rates in GY are much higher than national and east of England averages. 23.4% of adults in GY smoke compared to 13.7% in the East of England</p> <p>Public Health Outcomes Framework - PHE</p>	<p>Hospital admissions for alcohol-specific conditions in under 18's are 59 per 100,000 population, significantly high compared to 32 per 100,000 for England</p> <p>(Rate for East of England is only 23.4 per 100k)</p> <p>Public Health Profiles - PHE</p>	<p>34% offenders re-offend (England average 29.1)</p> <p>This is also higher than the East of England rate (27.7)</p> <p>Wider Determinants of Health - PHE</p>	<p>Employment and support allowance claimants 6.8%, significantly worse than the England average of 5.4%</p> <p>(This is a benefit for people with a disability or health condition)</p> <p>Employment and Support Allowance (ESA) - GOV.UK (www.gov.uk)</p> <p>Less people aged 16-64 in GY (70.3%) are in employment than in the East of England (77.9%): Wider Determinants of Health - PHE</p>	<p>20.1% of households live in income deprivation, compared to 14.6% England average.</p> <p>Only 11.9% of households in the East of England region live in income deprivation, this is almost half the rate in GY.</p> <p>Wider Determinants of Health - PHE</p>	<p>Statutory homelessness rate-eligible homeless people not in priority need is 4.9% (216), significantly higher than national average 0.8%</p> <p>This rate has increased significantly over the last 5 years. Wider Determinants of Health - PHE</p>

APPENDIX 1

The Local Context

Great Yarmouth borough is a place steeped in a proud maritime history, rich cultural heritage and seaside traditions. A mix of urban, suburban, and rural communities, the borough is diverse and home to a wealth of local assets that our communities are proud about.

We have a thriving offshore energy sector with two Enterprise Zones, creating some of the highest wages in Norfolk. Famed for its seaside resorts, the borough also boasts the second largest visitor economy in the county, with on average £635m generated through tourism annually.



Our Communities

Great Yarmouth has a strong sense of community. Our estates, neighbourhoods and villages are full of people who provide the connections that make their neighbourhood stronger. People thrive in communities that are well connected, and when people come together to address the things they care about, they become more resilient. As a Borough Council we understand this and have actively invested in community development work for over 20 years, creating the conditions for people to work collectively to identify their own needs, take collective action, develop their own skills, and bring about positive social change. Through this work we have supported the growth of a thriving VCSE sector, with over 200 community groups and voluntary organisations helped to start up, develop, operate community assets, and successfully make a positive local impact. This has manifested in a wide range of projects, programmes and influencing county wide approaches to Emergency Planning & Community Resilience and 'Connector' focused support services. We recognise that sustained positive change requires a long term, generational approach, and therefore we are committed to embedding community development principles into our shared, interagency frontline work going forward, ensuring communities are firmly at the centre of improving their own quality of life.

Our Opportunities

As a diverse coastal borough, Great Yarmouth has a lot to be excited about. With urban and rural communities and affordable living, wide sandy beaches, good quality green spaces, and as the gateway to the Broads National Park, the borough is a great place to live. We are proud to have a strong and varied tourism offer and thriving visitor economy, and by taking opportunities to promote our well preserved and celebrated cultural heritage, rooted in medieval and maritime history, we are increasingly establishing ourselves as a key cultural destination in Norfolk. Great Yarmouth continues to be at the centre of England's offshore energy sector, centred around our deep-water outer harbour and the businesses which make up the supply for the sector in and around to the borough's two enterprise zones.

With lots already underway, including major seafront and town centre regeneration, the Borough Council has applied for nearly £25million of Government investment, known as a '[Town Deal](#)', covering Great Yarmouth, Gorleston and Bradwell, which will act as a catalyst to lever in further investment from a range of other sources. With a focus on attracting further investment and complimentary to the already secured an offer of £13.7million Future High Street Funding from Government, this investment will drive additional economic regeneration and recovery, with the ambition to take 'Our Place' to the next stage: to re-invent public places, to tap into and grow a thriving arts and cultural scene, to support new homes, nurture new jobs, businesses and new opportunities to learn and grow, to make our people, businesses and visitors proud.

Our residents and communities are at the heart of our ambition to realise a vibrant and inclusive coastal economy that builds upon our successes and our strengths in clean energy and culture, capitalises upon our natural assets, heritage and attractions and responds to emerging cultural and technological challenges.

A diverse Town Deal Board of local ambassadors from private, public and third sector organisations, including strategic thought leaders, investors and entrepreneurs, academics and creatives, has worked closely with the Borough Council to develop the Town Deal, shaping its priorities and projects through feedback from two public surveys and discussions with young people and businesses about community. The Town Deal's '[Our Place is Your Stage](#)' priorities are:

- Regeneration & Business Development
- Skills & Aspiration
- Arts, Culture & Tourism
- Connectivity & Sustainability

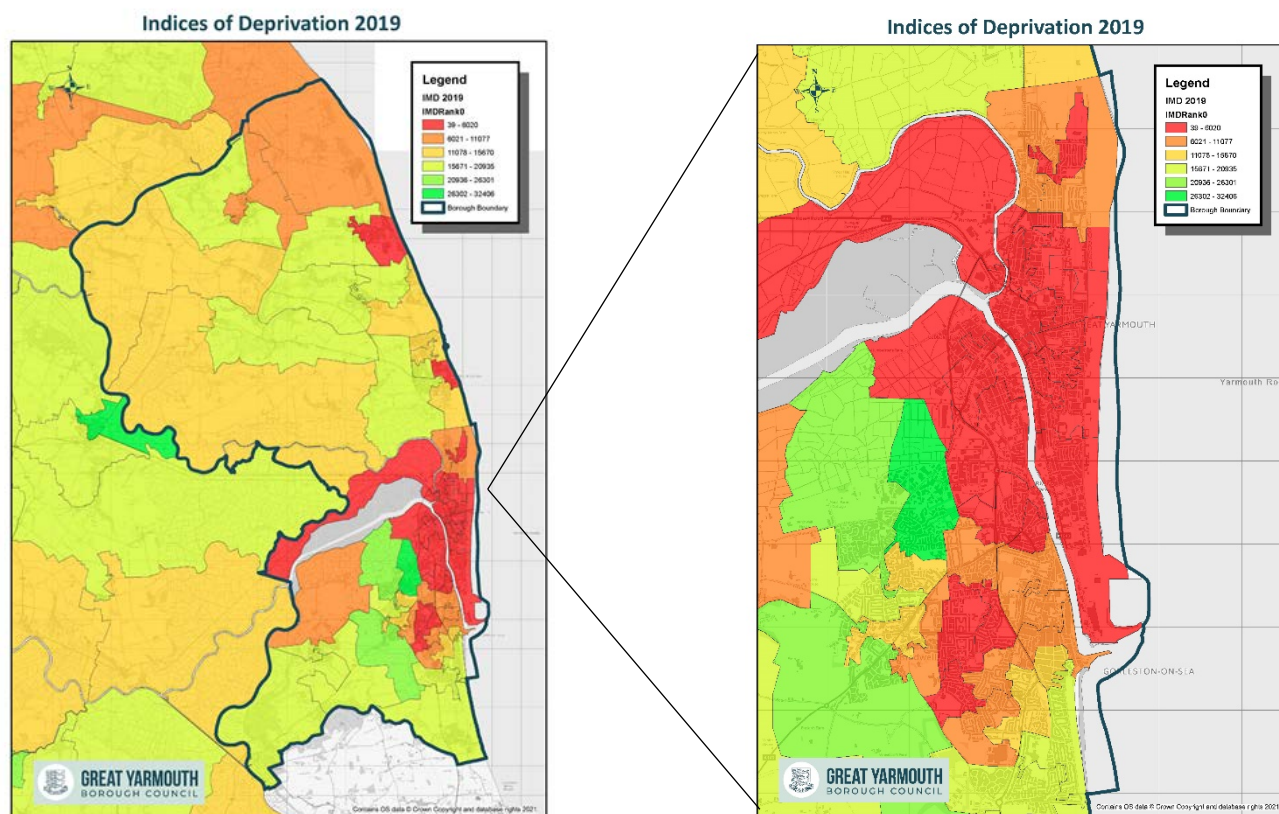
Projects include a new **Learning Centre** and **University campus**, co-located with a new town centre library, offering more ways and opportunities for people of all ages to take their learning and job prospects to the next stage, to access training and qualifications, while meeting the skills needs of local growth sectors and employers. Restoration and sustainable **repurposing of a number of historic buildings**, including restoration of the nationally significant Winter Gardens as a year-round seafront attraction and restoration and adaptation of the Ice House as a **National Centre for Arts and Circus**.

A **new operations and maintenance centre of excellence with business incubator units** at South Denes, unlocking and enabling further inward investment by the energy sector and providing a low-risk local base for energy sector start-ups, relocations and growing businesses. And finally, enhancements to the **rail station gateway** and **North Quay** to improve the accessibility and attractiveness of this key point of entry for commuters and visitors, as well as improved pedestrian and **cycle links between the town centre and seafront**, along with **enhanced public Wi-Fi** infrastructure.

Our Challenges

We also recognise that there are some stark and varied challenges that we know exist across our estates, neighbourhoods, towns and villages. These vary from fuel poverty and rural isolation, to obesity and low life expectancy, through to low skills and high unemployment.

Great Yarmouth is one of the 20% most deprived local authorities in England. Of Great Yarmouth's 61 neighbourhoods (LSOAs), 15 of them are ranked within the most deprived 10% of neighbourhoods on the English Indices of Multiple Deprivation. 9 of these are ranked within the most deprived 3% of neighbourhoods, 4 in most deprived 2% and 3 ranked in most deprived 1% of neighbourhoods in the country. These LSOAs are mostly urban, situated within the following wards: East Flegg, Yarmouth North, Central and Northgate, Nelson, Southtown and Cobholm, Claydon, St. Andrews, and Magdalen.



Typically, households and communities in these areas have low levels of resilience, making them especially vulnerable to the impacts of changing social, economic and environmental factors. Most recently, there has been a sharp rise in the need for crisis support and intervention services. We will work as a locality to collectively to address challenges that communities are experiencing across the borough, and be evidence and data led to ensure collective resources are targeted to where inequalities and needs are greatest.



20.1% (3,525)
children live in low
income families



Life expectancy
10.7 years lower for
men and **4.5 years**
lower for women in
the most deprived
areas of Great
Yarmouth than in
the least deprived
areas



Smoking rates in
GY are much
higher than
national and east
of England
averages. 23.4% of
adults in GY smoke
compared to 13.7%
in the East of England



23.5%

Obesity in year 6 children is at
23.5%, significantly higher than
the national and county average.

12.7%

12.7% of households
live in significant fuel
poverty. This is worse
than the England and
East of England
averages. This trend
has not improved
over the last 8 years.



20.1%

20.1% of households live in
income deprivation, compared
to 14.6% England average.



£354

Average weekly earnings £354,
significantly worse than the
England average



6.8%

Employment and
support allowance
claimants 6.8%,
significantly worse
than the England
average of 5.4%



Less people
aged 16-64 in GY
(70.3%) are in
employment
than in the East
of England
(77.9%)



19.2%

19.2% rate of smoking during
pregnancy (200) compared to a
national average of 10.6%.



26.2%

of reception
age children in
GY are obese,
this is
significantly
higher than
England and
East of
England
averages.



**59 PER
100,000**

under 18's admitted
to hospital for
alcohol related
conditions,
significantly higher
than 32 per 100,000
for England



4.9% (216)

Statutory homelessness rate-
eligible homeless people not in
priority need is 4.9% (216),
significantly higher than
national average 0.8%



34%

of offenders re-offend
(England average 29.1)



44.1%

Average GCSE
attainment (15-19 yrs)
44.1%, significantly worse
than national average.



34.6%

of people do less than 30 minutes
physical activity a week, nearly
10% higher in GY than the national
average of 25.5%.

GREAT YARMOUTH

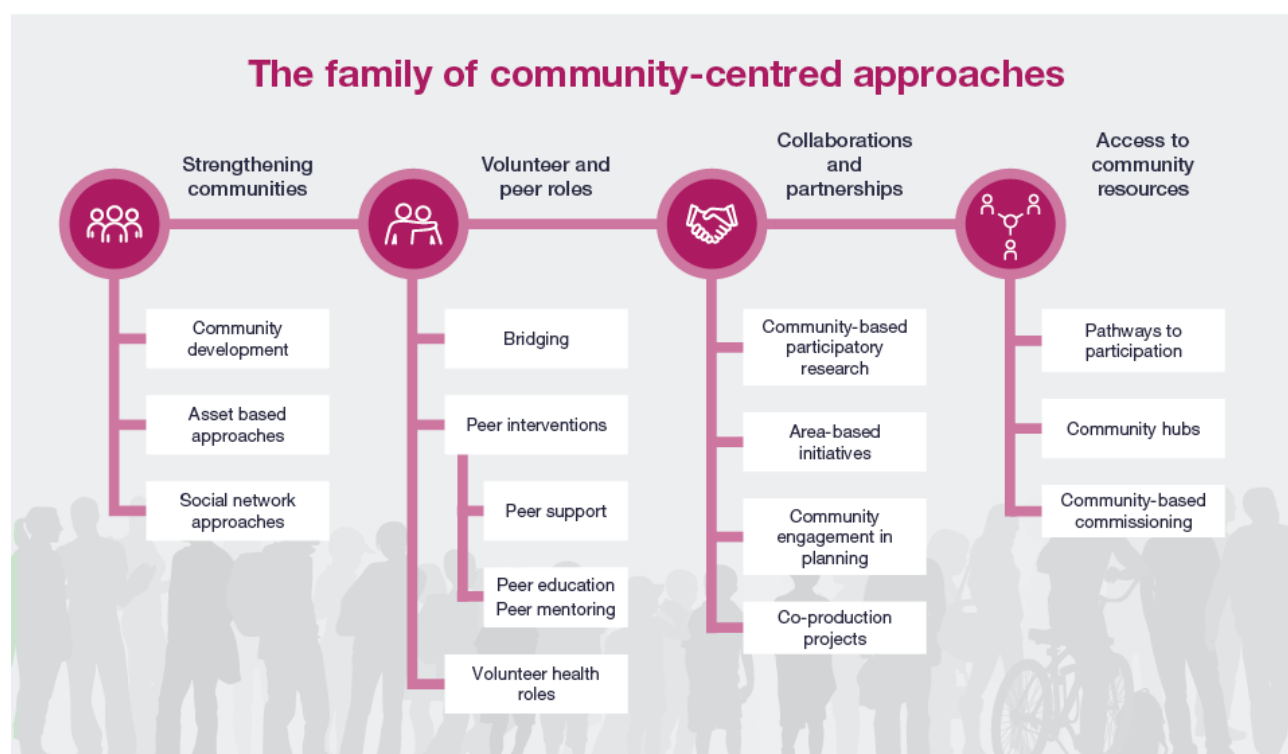
PROFILE

Taking a Place-based Approach

‘The place’ is where life happens - the interplay between our relationships, our work, our assets, our needs- the multiple elements of life that are interconnected, influencing and affecting each other. By looking at the whole community, a place-based approach makes the most of these connections, resulting in more meaningful and sustainable outcomes than isolated interventions. By combining data, evidence and people’s lived experience, we are able to ‘work as a place’ together to understand how all these elements intersect shaping how we operate as a system, making a lasting difference to people’s lives.

Taking a community centred approach is important in achieving successful outcomes across multiple thematic agendas. Working ‘with’ people and not doing things ‘to’ them is essential. By working with local residents, we are better able to identify the local skills, knowledge, facilities, relationships and networks that make their community strong and healthy.

In practice this requires us to be on the front foot in supporting people to address the things that matter to them, supporting with multiple day to day challenges. We will ensure people have access to the knowledge, advice and support they need, whilst also ensuring local residents are enabled to play their role in creating strong and healthy communities, through developing groups, activities and complementary support functions.

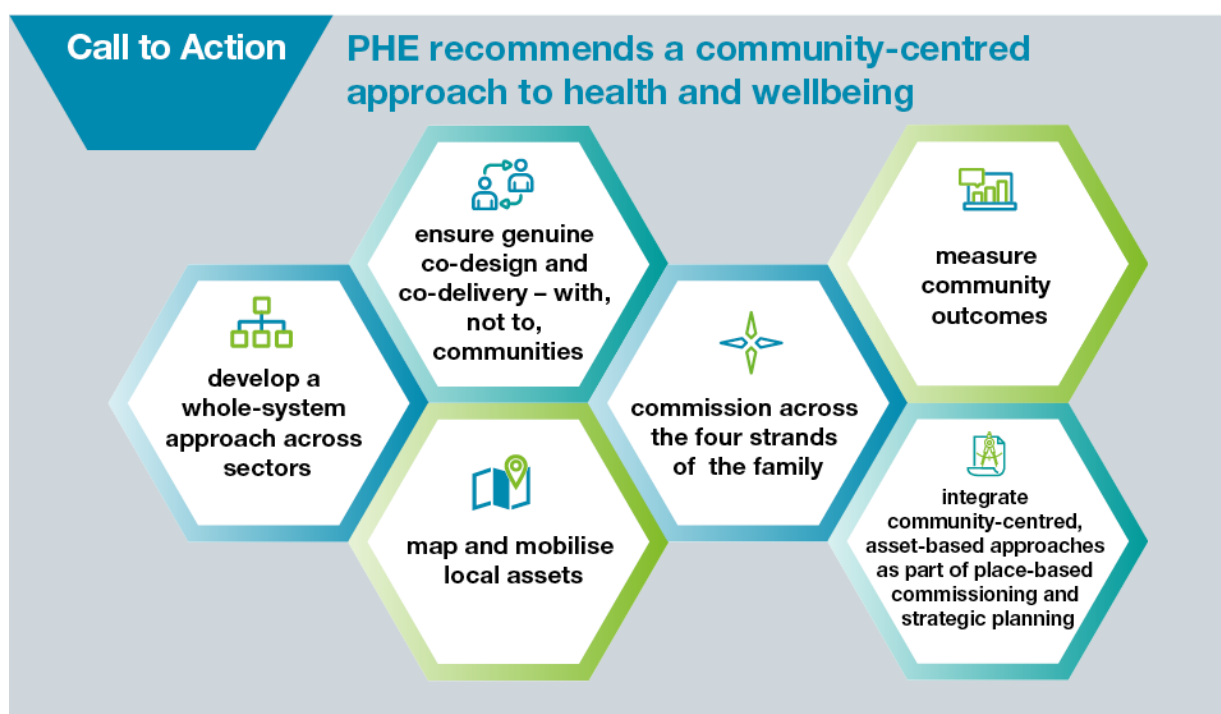


Despite being difficult to measure, we know that protective factors, such as wellness, social connections, and local environmental improvements, help prevent risks, such as: poor mental health, smoking, drug and alcohol use, poor academic achievement, and social conflict. Therefore, by supporting communities to take action to create social connections and to improve their

neighbourhoods, alongside more formal prevention services, we will maximise our ability to prevent risk and harm.

Working with communities also ensures improved outcomes for people who use services. By listening to the lived experiences of local residents, and involving them in developing our delivery, our services will become more effective and efficient. Therefore, in order to maximise the impact of our services, as a locality we are committed to taking a community centred approach in how we co design, commission and deliver our services.

We know that healthy systems produce good outcomes. It is our job as public service leaders to nurture these systems to be healthy, dynamic and effective. As the place leader, Great Yarmouth Borough Council will lead partners, and communities, across the locality to address the social, economic and environmental factors contributing to the inequalities that exist. Joint action on reducing inequalities is paramount to achieving this.



In progressing our ambitions to develop place-based approaches to delivering services, we understand that it must be a collective effort between statutory partners, VCSE partners, wider local organisations, and our communities. No one organisation can achieve this on their own, and so together we will work collaboratively to remove system barriers, and to empower our communities to progress action to boost wellbeing and reduce inequalities across the borough, creating a community centred approach to wellbeing.