

**The roll out of locality working
across Great Yarmouth:
A business case**

July 2009

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The roll out of locality working across Great Yarmouth: A business case

1. Introduction

1.1 The purpose of this document is to make a business case for the roll out of a locality based approach to engaging and empowering local people across Great Yarmouth. A number of national and local drivers have led to the proposals coming forward at this time including:

- The Local Government White Paper published in 2006, *Strong and Prosperous Communities* which made the case for a more concerted approach to engaging with local people in their localities.
- The guidance and legislation that has now been produced to support the implementation of the proposals set out in the White Paper, including the introduction of the Duty to Involve and to promote participation in democracy.
- The more recent Local Government White Paper (3 July 2008) on engagement and empowerment, *Communities in control, real people, real power*, which promoted the benefits of community engagement and made a number of proposals on the empowerment of local communities.
- The Boundary Committee's review of local government arrangements which has prompted a focus on local engagement.
- A "stocktake" of the operation of the Great Yarmouth Local Strategic Partnership (LSP), which identified the need to strengthen the locality dimension of the way in which the partnership operates and for the LSP to extend and take a more sustained approach to engaging with local people.
- A "refresh" of the Sustainable Community Strategy for Great Yarmouth, which now places an emphasis the achievement of outcomes that can only be achieved by engaging with local communities (e.g. objectives relating to social cohesion, tackling inequalities, etc.).
- Recent research carried out by Holden McAllister to inform the allocation of Working Neighbourhoods Funding, which provides a strong evidence base for engaging with people at a neighbourhood level to overcome deeply embedded barriers to tackling worklessness, generational poverty, benefits dependency, low attainment, and low aspirations, confidence and self esteem, all of which appear to be worsening rather than improving.

- The recently published Green Paper on the future of the Police which devotes a section to local empowerment.

These various drivers are discussed in more detail in the next section of this document.

1.2 However, the most compelling drivers for what is being advocated are the learning and benefits that have accrued from existing empowerment and engagement initiatives in Great Yarmouth most notably:

- The neighbourhood management approach (branded by the local community as Comeunity) being taken in South and Central Yarmouth
- The community partnerships co-ordinated by the community empowerment network, Great Yarmouth People
- The Area Housing Panels established by Community Housing
- The work of the Voluntary Sector Partnership in supporting locally based community action.
- Previous SRB programmes in various parts of Great Yarmouth.
- Parish Plans carried out in various rural parts of the Borough.
- The Police's Safer Neighbourhoods Teams and Key Individual Networks.

1.3 The proposals set out in this document not only seek to replicate the strengths of these existing and previous initiatives, but also to address the challenges they have faced and the areas for improvement that have been identified as a result of monitoring, evaluation and internal and external reviews.

1.4 As well as learning from and building on existing and previous initiatives, the proposals that are set out in this document are based on a clear set of fundamental principles, beliefs and understandings, namely that:

- Neighbourhood engagement and empowerment is much more than a series of projects and initiatives delivered in a locality and a set of structures and processes. It is about an approach that values the contribution that can be made by local communities in identifying and generating solutions to meet their needs and priorities.
- Empowering local communities enhances rather than detracts from or threatens representative democracy. It is the bedrock for building a strong civic society, building social capital and a means for contributing to solving some of the big challenges of our time such as tackling anti social behaviour, worklessness, etc.
- Listening to what local communities have to say about their needs and priorities and delivering tailored solutions in response to those expressed needs and priorities leads to more lasting change and produces a better

return in the investment of resources than designing and delivering services in isolation from local people.

- There is no blueprint for approaching engagement and empowerment at a local level. Different types of neighbourhood and different types of area require different approaches. In particular it is recognised that very different types of arrangement will need to be put in place in rural parts of the Borough than those designed for the more urban areas. This is why we have used the term “locality” rather than neighbourhood recognising that “neighbourhood” may have less meaning for those living in rural areas.

1.5 The contents of this document has been informed and shaped by many one-to-one discussions and round table meetings with a range of local stakeholders spanning a four month period. While those involved in these discussions and meetings have expressed some concerns (e.g. on how it would be funded and supported), universally people have been supportive of the principle of rolling out neighbourhood engagement.

1.6 This document has been drafted by a working group made up of both officers and elected members as well as representatives from outside agencies who have taken guidance from a wider group of stakeholders who offered to act as sounding board. It is structured as follows:

- The policy context and drivers for a roll out of locality working across Great Yarmouth.
- What is being proposed for locality arrangements.
- Support arrangements
- The financial case for a roll out of locality working
- Funding requirements
- An implementation plan.

1.7 It is intended that the information and proposals contained in this document will serve a number of purposes:

- To provide a means for obtaining formal endorsement for the principle of rolling out locality working from the Local Strategic Partnership, the Borough Council and other agencies with a crucial part to play in the process.
- A vehicle for securing the requisite funding.
- To inform the design of community engagement arrangements in any new unitary authority established in Norfolk as a result of Local Government Review.
- To provide a basis for any consultation, especially with local communities.
- To help overcome concerns or misunderstandings that people might have about what is being proposed.

Community Cohesion and Neighbourhood Management

“From the outset of the Neighbourhood Management programme community cohesion has been a priority. ComeUnity has endeavoured to address the issue of exclusion of individuals and minority groups. Community Builder Grants have been successfully encouraging small self-help groups and others who may feel excluded, to take their rightful place in the community.

The demography of the ComeUnity area of South Yarmouth has meant that a priority has been given to the engagement of European Union citizens who have arrived in Great Yarmouth since enlargement of the E.U. ComeUnity recognizes the importance of social inclusion and has sought to engage people of all backgrounds in the process of Neighbourhood Management. Residents working together to attain shared ideals will bring understanding and community cohesion. Neighbourhood Management succeeds when it recognises that although there are many common issues, neighbourhoods and localities are seen to have distinctive characteristics.

The rural nature of the proposed pilot in the north of the Borough will mean that community cohesion issues will almost certainly encompass differing priorities to that of South Yarmouth. It is recognised that the people of the locality are best placed to decide their own priorities. However, there are risks associated with this approach. There will need to be procedures in place to prevent the exclusion of the more vulnerable and less favoured sections of the community.”

*Michael Blank, Chair of the Comeunity Neighbourhood Management Board
and Aurelio Spinola, resident and member of the Neighbourhood Management Board.*

2. The policy context and drivers for a roll out of locality working

2.1 Nationally the drive for greater citizen control is evident in emerging government policy, most notably as a consequence of the publication of the recent Government White Paper "*Communities in Control*" (9th July 2008). Great Yarmouth will need to respond to this policy drive by developing mechanisms to support greater grass-roots engagement. It will also need to respond to other national directives over the coming three years as outlined below:

- The new 'Duty to Involve' comes into effect from April 2009. This legislation automatically applies to local authorities, but has also been extended to include other key public services including the Police Authority and Job Centre Plus. The new duty places far greater emphasis on involving residents, not only through consultation, but also in "developing and commissioning local services".
- Participatory Budgeting is about providing local residents with the opportunity to determine how mainstream budgets can be spent within a locality. *Communities in Control* sets an ambition for every local authority to have in place a form of Participatory Budgeting by 2012.
- "*Communities in Control*" places significant emphasis on the transfer of public assets into community ownership. This will now extend to other public bodies beyond local authorities. A Community Asset Transfer Unit will be set up to provide advice and assistance to encourage asset transfer.
- In his recent review of policing Sir Ronnie Flanagan recommended that "neighbourhood-level policing should be part of wider local authority-led neighbourhood management" (Review of Policing 2008:64). It is increasingly clear that policing issues cannot be dealt with in isolation and a broader more responsive multi-agency approach is essential. This has also been outlined in the recent Policing Green Paper "From the Neighbourhood to the National" (July 2008).

2.2 Whilst national directives demonstrate a desire to embed locality working within existing arrangements, locally Great Yarmouth will need to embed locality working to:

- Respond to new unitary arrangements as a result of Local Government Re-organisation.
- Respond to Norfolk's Local Area Agreement and its selected Performance Indicators to help deliver Great Yarmouth's Sustainable Community Strategy.
- Develop meaningful mechanisms of engagement to develop and deliver a robust Community Cohesion Strategy.
- Engage effectively with Council Housing tenants.

- Develop mechanisms for the engagement of young people in decision-making.

2.3 It is increasingly clear that locality working and the devolution of power to local neighbourhoods will be a fundamental feature of future arrangements in Great Yarmouth. The current opportunity to roll-out existing locality working has particular merit because;

- There has been significant investment in community empowerment initiatives since 2001 as a result of the Neighbourhood Renewal Fund. There now exists a strong appetite for community engagement and a degree of community capacity in parts of the Borough to embrace an extension of locality working.
- We are being viewed nationally as a beacon for good practice in community empowerment. This has been recognised through Great Yarmouth being named one of 18 National Empowerment Champions.
- Neighbourhood Management in South and Central Yarmouth has been piloted as an approach since 2006 and has evolved to become a robust mechanism for neighbourhood empowerment at a local level.
- There is an opportunity to develop a shared Community Empowerment Strategy for Great Yarmouth LSP and its partners, which would demonstrate multi-agency commitment to locality working and community-based approaches. This would maintain a strong sense of localism and identification for local residents in Great Yarmouth regardless of the outcome of Local Government Reorganisation.
- It would generate cost and efficiency savings as models have already been tried and tested. There is now a breadth of local experience in developing locality arrangements. An 'invest to save' approach would generate savings likely to be created through not having to develop a 'new' form of neighbourhood governance in the coming eighteen months (see later section for further discussion).

Halfway House- Tenant Management

“The Halfway House Tenants and Residents Association are well on their way through the development stage of becoming a Tenant Managed Organisation and if they are successful they will be the first TMO in East Anglia

This forward thinking group have been working hard on many fronts to bring about positive change in their neighbourhood. As a result of the group’s work, a visual audit was undertaken by tenants, Councillor Williamson, officers from Great Yarmouth Community Housing, the local Police Community Support Officers and the Criminal Damage Co-ordinator. As a result of this meeting the area already looks visibly improved and further work has already taken place.

Key members of the group were keen participants of the Street Assessors Team and as part of their interest in environmental issues had a successful area cleanup and obtained a recycling facility which they monitor regularly.

Young people in the area, supported by the TARA, campaigned for and designed their own skate board park and some of the young people have progressed to attending the general meetings.

Currently Halfway House are pursuing the possibility of managing a community building and are approaching this new venture with the enthusiasm and commitment we have come to expect from them.”

Robert Read, Great Yarmouth Community Housing

3. An options appraisal

3.1 There are many models of locality working which have been developed by local authorities and LSPs across the country. These include:

- Community and Neighbourhood Councils
- Area Forums
- Area Committees.

3.2 The remit and format of these vary from area to area and whilst it is clear that there is no “one-size fits all” approach to locality arrangements it is important to consider learning from other areas which have developed approaches to locality working over many years.

3.3 Neighbourhood Management Pathfinder Programmes were launched in 2001 and 2004, with a national evaluation undertaken in 2006. Findings from the evaluation suggested that neighbourhood management is increasingly seen as one of the most effective ways of achieving neighbourhood regeneration and engaging with local communities. Many local authorities now embed neighbourhood management as part of their infrastructure for the delivery of services.

3.4 Neighbourhood management is a process rather than a project and is focused upon discreet neighbourhoods or other relevant geographical localities, with an emphasis upon influencing and bending mainstream spending to meet community needs.

3.5 Great Yarmouth was awarded the Neighbourhood Element of the Safer, Stronger Communities Fund (SSCF) over a four year period (2006-2010) to develop a neighbourhood management approach in South and Central Yarmouth. This has been used as an opportunity to pilot neighbourhood management and shape the approach to respond to the Great Yarmouth context. An expected outcome of the SSCF funding in 2010 will be a considered forward strategy for neighbourhood management in the Borough.

3.5 Great Yarmouth’s model of neighbourhood management has evolved since 2006 to develop innovative and effective models of community engagement, recognising the need for informal mechanisms to engage residents who have previously not engaged, particularly those who feel disaffected and excluded. It has also demonstrated an outcomes-focused approach enabling the targeting of resources in a more effective way.

3.6 Models of locality working demonstrated by other authorities have been considered and good practice has been replicated where identified. Locality arrangements such as “Neighbourhood Councils” may be too formalised to facilitate community engagement in the Great Yarmouth context. They may also be too engrained in local authority structures to be of value to other partners. Similarly mechanisms such as “Forums” may be interpreted as “talking shops” rather than bodies which target

delivery. Great Yarmouth's non-parished wards already have in place Area Forums for Great Yarmouth and Gorleston, which provide local residents with an opportunity to engage with Great Yarmouth Borough Council via their Elected Members. In Great Yarmouth new locality arrangements ought to represent a refreshed and revitalised sense of local democracy, which link seamlessly with Elected Member arrangements, which seek to engage a wider cross-section of residents in the civic life of the Borough and demonstrate genuine involvement in decision-making.

3.7 Great Yarmouth's approach to neighbourhood management has particular merit to facilitate locality working because it:

- Demonstrates careful targeting of resources to areas in greatest need.
- Embeds community empowerment and cohesion and provides a framework for the assessment of progress against NI:1 and NI:4 (cohesion and empowerment targets forming part of Norfolk's LAA).
- Demonstrates an understanding of urban issues of governance, whilst being flexible enough to adapt to parished areas.
- Demonstrates a particular commitment to community empowerment and recognises the residents will get involved in many different ways.
- Has built a strong monitoring framework to assess the impact of locality working.
- Supports a range of partners and would therefore fulfil statutory obligations under the new "Duty to Involve", whilst providing community infrastructure to support neighbourhood policing, participatory budgeting and community asset transfer.
- Is jointly owned by LSP partners and not solely by the Borough Council.
- Supports an enriched community and voluntary sector, through outsourcing arrangements to support community engagement from organisations and bodies with expertise and a track record in this area.
- Has been externally evaluated and has demonstrated tangible improvements.
- Has the potential to build arrangements which are flexible whilst providing a high quality service.

4. What is being proposed on locality arrangements

4.1 Set out in this section is a summary of what is being proposed in respect of the roll out of locality working across Great Yarmouth. These proposals are based on the learning that had accrued from locality working to date in the Borough, recognised good practice in local engagement, Government guidance and the contents of the recent White paper on community empowerment and engagement. They also reflect conversations with a wide range of stakeholders over a six month period. It is intended that a learning approach will be taken to the implementation of these proposals so that they may change and be refined in the light of experience.

4.2 The proposals are as follows:

- 1) That some form of Locality Board will be set up, where feasible in the pilot urban areas. The term Board is a generic one and local communities may choose to adopt a different term just as the title *Community* has been selected by residents of Central and South Yarmouth. However, the term Board is being used advisedly in this paper to signify the weight that is being attached to engaging with local people. The term “forum” may suggest that the purpose of the arrangements is merely consultative rather than being about empowering local people and including the word “management” in their designation may suggest that local people are being managed.
- 2) The Locality Boards will be based on the geographical areas covered by the Police’s Safer Neighbourhood Teams (see appendix one for details) which have proved workable. This will aid partnership working, although upon consultation some negotiation has been deemed necessary to ensure these working boundaries reflect real communities.
- 3) The Locality Boards will operate as an integral part of the LSP making an area focus a key feature of the way in which it operates as envisaged in Government guidance on LSPs and to meet the requirements of the new Comprehensive Area Assessment.
- 4) As an integral part of the LSP, the Locality Boards will have a close relationship not only with the LSP Board and Executive, but also with the thematic delivery partnerships and the “people” which are to be established to increase the effectiveness of the LSP. The Locality Boards will both inform and be informed by these partnerships. Liaison arrangements such as regular reporting mechanisms and networking opportunities. It is also proposed that each locality should have a “champion” within the LSP to help ensure that local issues are taken into account.
- 5) The Locality Boards will be made up of representatives of the local community, local ward members and representatives of relevant partner

- bodies. The exact make up of the Locality Boards will depend on the nature of the locality being served and the specific issues faced in the area. For example, it is anticipated that a different range of interests will be represented on those Locality Boards. Although ward members will have a key and leadership role to play in the Locality Boards, they will be intended principally as a means for promoting participative rather than representative democracy as envisaged in the recent Local Government White Paper.
- 6) The Locality Boards will largely focus on engagement with local people and supporting their input to shaping local service provision, identifying local priorities and piloting new and innovative approaches and solutions to meeting local needs. They will also act as an advocate for local concerns. They will aim to ensure that the causes rather than the symptoms of local problems are tackled. It is not envisaged that the Boards will have a major role in service delivery but they may, over time play a role in managing relevant local assets such as community buildings and they will experiment with initiatives such as entering into local service contract with public sector providers (i.e. what service providers will do and the contribution to be made by local people).
 - 7) They will have terms of reference which will cover not only their remit and membership but also how business will be conducted.
 - 8) The Locality Boards will be a focus for experimentation and learning on participatory budgeting and will, as capacity is developed, oversee devolved locality budgets. Each Neighbourhood Board will be set up and will explore opportunities for devolved budgets.
 - 9) The Locality Boards will be responsible for engaging with local people to gather detailed information on local needs and local priorities to provide the basis for developing a Locality Plan (again this is a generic term and different areas may choose to adopt a different title), which will include a Delivery Plan. The implementation of the locality plan will be overseen by the Locality Board.
 - 10) The Locality Plans, based on local visioning, will have a two-way relationship with the Sustainable Community Strategy and with thematic strategies (e.g. Safer communities) and “people” Strategies (e.g. on older people). They will be analysed so that any cross-cutting or strategic issues can be fed into the relevant Borough-wide strategies. Future iterations of the Sustainable Community Strategy and other Borough wide-strategies will reflect local needs and priorities. Locality Plans will also be informed by the priorities set out in those strategies be a focal point for the cascading of LAA and other targets down to a local level.
 - 11) Locality Boards will seek to co-ordinate their activities, to identify any cross-cutting or mutual issues, to work jointly on relevant initiatives and to learn

from each others activities. It is envisaged that clear reporting mechanisms to LSP Board and the Delivery Executive will help bring a local dimension to LSP arrangements as mentioned above. It is however imperative that issues which can be addressed at a locality level are addressed at that level. This will avoid the LSP Board and Executive becoming saturated with localised issues and will also seek to ensure decisions and action take place as close to the people they are intended to benefit.

- 12) Locality working will be a major means for the tackling the Worklessness, Enterprise and Skills agendas and for achieving Community Cohesion objectives for which they will be viewed as being part of the basic infrastructure. As well as core funding to support their operation the Local Boards will bid for project funding from relevant funding streams such as the Working Neighbourhoods Fund and Cohesion Funding as well as main programme funding. Further discussion of funding for locality working is provided in section 7 of this document.
- 13) The Locality Boards will be supported by informal and inclusive thematic groupings (or working groups) and a local forum(s) to be a focal point (but not the only means) for community engagement and from developing relevant responses to the key priorities identified by local people. The thematic groupings will build on rather than replicate existing locality bodies such as tenant panels and other local interest groups, community associations, community partnerships, parish and town councils, etc. The coverage of the thematic groupings will therefore vary from locality to locality. It is envisaged that the nature of the thematic groupings will be identified only when local visioning has taken place.
- 14) The thematic groupings will adopt a range of innovative, dynamic and sustained approaches to fostering local engagement with their activities and will focus on solving local problems and issues. In particular they will focus on engaging with and empowering the most vulnerable and excluded groups in a locality but especially disaffected young people.
- 15) In rural areas work with Parish Councils would incorporate existing governance mechanisms and encourage joint working between villages on strategic issues, whilst recognising the very localised needs of particular parishes. In the first instance the development of a locality Board will not be pursued in the rural parishes. Rather, time and investment will be given to supporting the capacity of existing mechanisms and championing rural needs and opportunities for improved service delivery.
- 16) The thematic groupings will largely be made up of local people who will be provided with community development and other relevant forms of support (e.g. skills development training). The nature and the amount of the support will vary from locality to locality. Those parts of the Borough experiencing the

highest levels of deprivation and inequality will have greater levels of support than less disadvantaged localities. See next section (Section 5) of this document for further discussion of support arrangements for locality working.

- 17) Each locality will eventually have some form of community centre (or “community hub”) to provide a venue for local engagement and a base for locality support. The community hubs would be visibly located and be accessible to local people. In rural areas, some form of mobile base will need to be provided.
- 18) Locality working will be supported by the production of locally relevant information which will be accessible to local people (e.g. on what services and facilities are available in the locality, how these services compare with those in other areas, etc. This information will be made available in different forms to meet the needs of different groups in local communities).
- 19) Each Locality Board will produce an Annual Report providing local residents with information on their activities and achievements and to provide a basis for discussing their future direction.
- 20) To ensure the locality arrangements remain effective, it is envisaged that they will be subject to regular scrutiny from elected members and to peer challenge (e.g. reciprocal arrangements with another area operating locality working. Locality Boards will be a conduit for “Call for Action”).

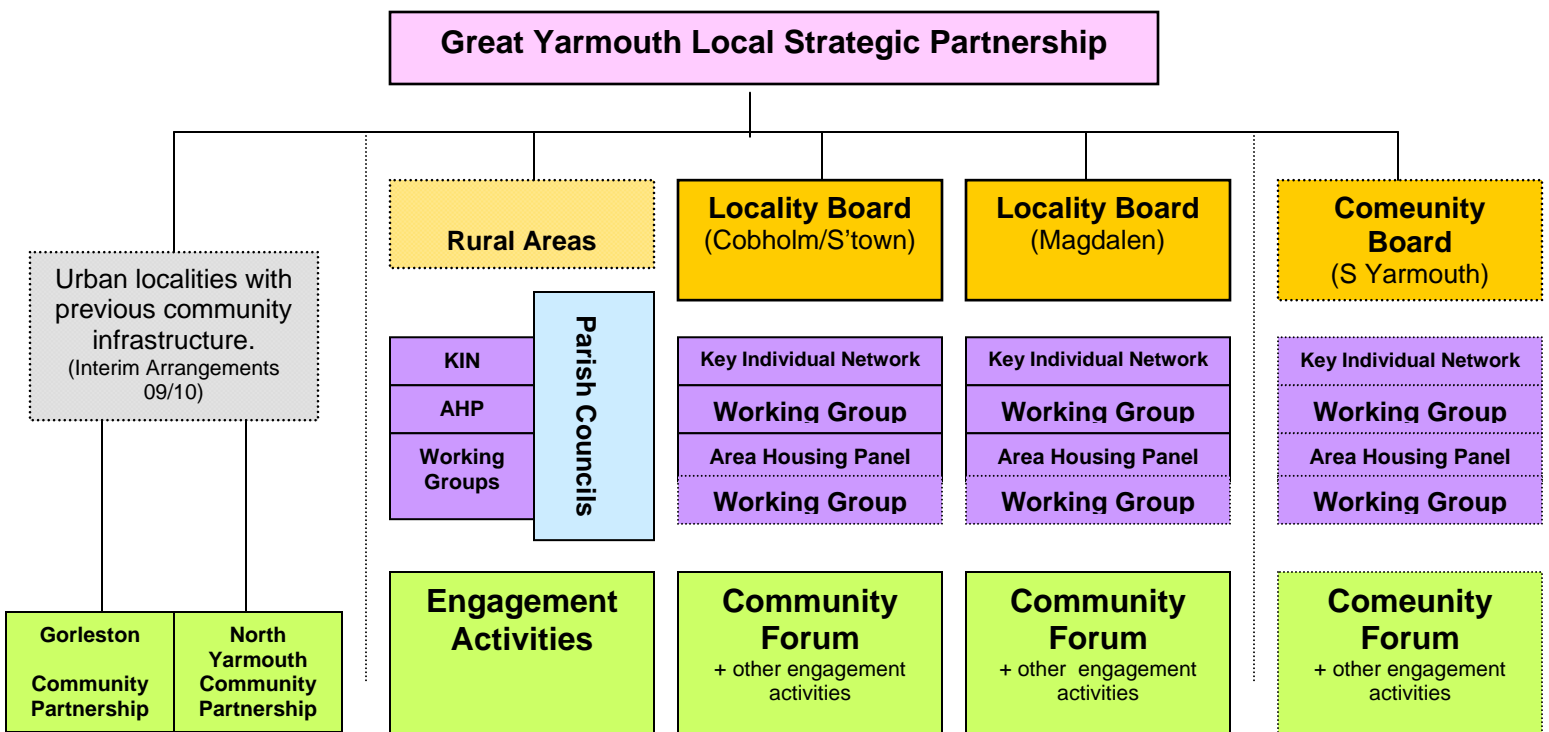
4.3 The arrangements set out above should be regarded as being organic – they may take up to five years until their potential is maximised and they should be sufficiently flexible to be able to deal with new and emerging needs and to respond to changing community priorities.

4.4 It is proposed that the arrangements described above should be rolled out over a two year period with pilots being established in 2009 in the two most deprived areas of Great Yarmouth after that served by the existing neighbourhood management programme, that is Cobholm and Southtown and Magdalen and with a generic roving development officer resource for the first year in the rural areas. The two urban areas have been suggested not only because they have very similar levels of deprivation but also because they are very different types of area which means that very varied learning will accrue from their inclusion as pilots.

4.5 These pilot areas would operate alongside each other and in conjunction with the existing neighbourhood management project to facilitate mutual learning and joint working. This will not only form the basis for a full roll out of locality working in 2010 but also facilitate the transition of the current neighbourhood management project from a short term project to a mainstream arrangement as well as enabling the pilots to be supported by an integrated team to reduce costs (see later section for discussion of costings). It is envisaged that over the two year implementation period,

the existing community partnerships supported by Great Yarmouth People covering Magdalen and the Yareside areas will evolve and be replaced by the new arrangements. Proposed implementation arrangements are discussed in further detail in section 8 of this document.

4.6 The proposed model of locality working, building on the model piloted in the *Comeunity* area is set out in diagrammatic form below. The rural model has been revised to recognise the intention to establish links and relationships between groupings in the rural areas in the first instance and develop mechanisms for further grass roots engagement. The model incorporates remaining community partnership activity outside of proposed arrangements to ensure community activists in these localities have mechanisms for involvement during the first phase of locality pilots.



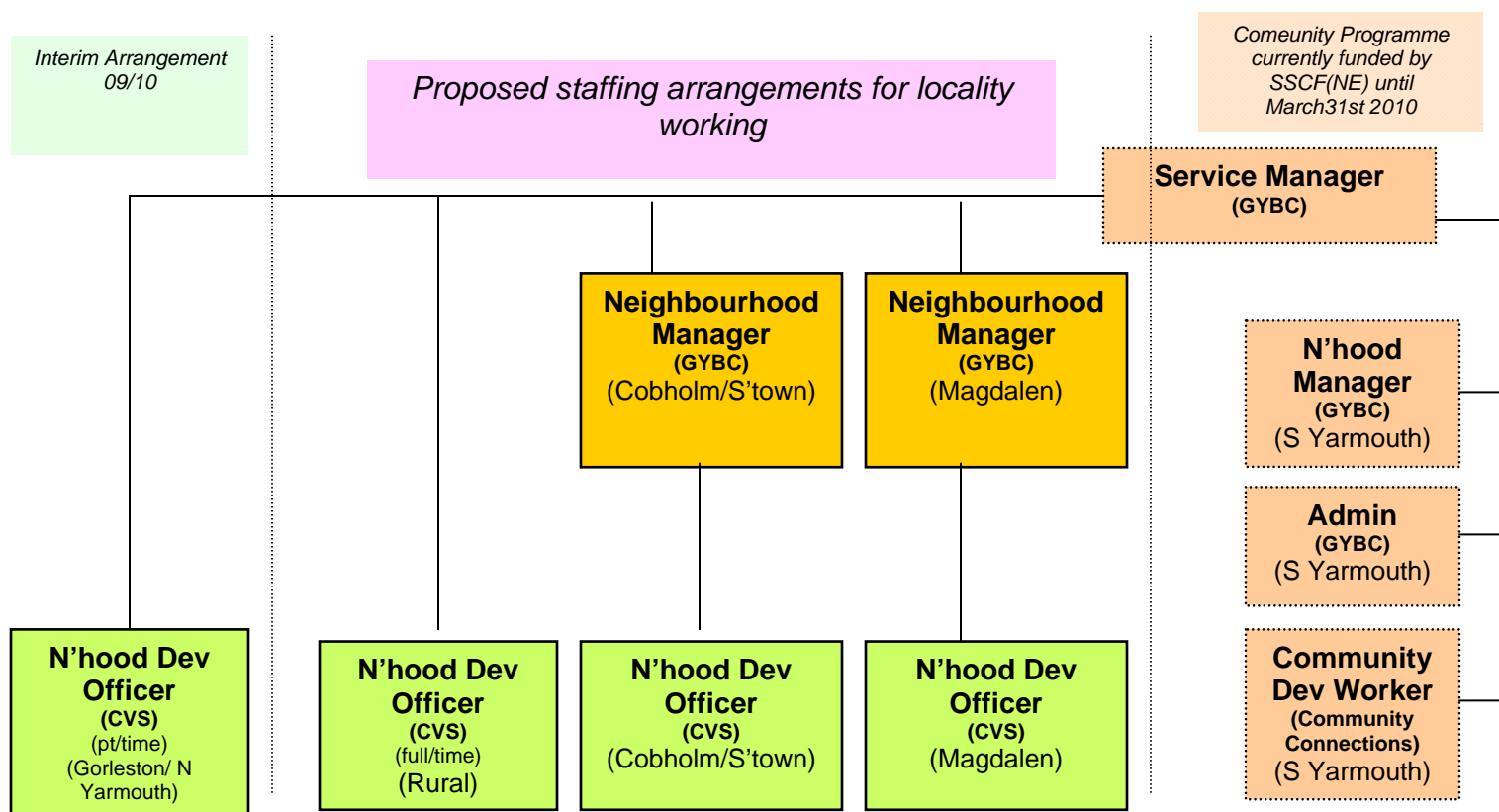
4.7 The setting up of locality arrangements of the type described in this section have sometimes been contested on the basis that there are many down sides and because of the risks involved including:

- “People will not bother coming to locality meetings making them an expensive luxury”.
- “Residents only want engagement when things aren’t right”.
- “Discussions will be monopolised by lobby groups”.
- “The most deprived communities haven’t got the capacity to take on responsibilities”.

4.8 However, we believe that the pros outweigh the cons and that experience has clearly demonstrated that, with forethought and careful risk management, it is possible to design out and avoid the potential downsides of locality working. A full risk analysis of the arrangements that are being proposed, including ways in which potential risks might be addressed is set out in Appendix two attached to this document. This has been added to in light of consultation responses.

5. The support arrangements for locality working

5.1 To enable the potential of locality working to be fully realised, relevant support arrangements will need to be put in place. This core infrastructure will need to include resources to support community involvement to enable Great Yarmouth LSP to respond to National Indicator4 of Norfolk's LAA (i.e. % of people who feel they can influence decisions in their area). The diagram below shows proposed support arrangements for locality working.



5.4 The above arrangements would benefit from utilising existing resources through the Neighbourhood Element of the Safer and Stronger Communities Fund. This will include, staff time particularly that of the Neighbourhood Manager to support the development of locality working in the three other neighbourhoods. Some staff time will also be available to support other back of house functions. As part of the SSCF funding requirement core delivery needs to continue for the final year of the Comeunity Programme from 2009-2010 in South and Central Yarmouth. Whilst

grass-roots delivery needs to continue for 2009-2010 in South and Central Yarmouth as part of the funding requirement, there will be the opportunity to take advantage of the existing staffing arrangements to support the development of new local boards. It is envisaged that after March 31st 2010 the *Comeunity* Programme will be streamlined to bring it into line with other locality arrangements.

- 5.5 Essential to effective locality working would be co-ordination of local service delivery and community engagement. The “Neighbourhood Managers” shown in the diagram would play a strategic co-ordination role for services being delivered in each locality and would lead the development of locality plans allied to the Sustainable Community Strategy (see previous section). The Neighbourhood Development Officers would be responsible for community engagement and capacity building in each locality. They would also be responsible for supporting residents’ involvement.
- 5.6 The *Comeunity* Programme currently works closely with community and voluntary organisations to deliver community development and targeted engagement with local communities. Different types of community development support may be needed in different parts of the Borough. These arrangements would be formally commissioned from appropriate voluntary sector organisations which may involve a reconfiguration of their existing activities. This would support the LSP in working towards National Indicator 7 (i.e. *environment for a thriving third sector*).
- 5.7 A Neighbourhood Development post will be maintained outside of the proposed locality working pilot areas to maintain existing levels of community involvement in other parts of the borough and start building capacity in areas where locality working may roll-out to in the future.
- 5.8 Further discussion with partners may explore a pooling of resources and funds to support the above staffing arrangements. Southtown, as part of one of the proposed pilot localities will benefit from a housing renewal project from 2009. This project will be serviced by a project manager. It will be possible to consider pooling resources between these external monies and area-based grant to fund a Neighbourhood Manager and/or Neighbourhood Development Officer post to provide a holistic approach to the needs of the area.
- 5.9 Capacity building will be essential to any new arrangements, which will include training and support for residents and elected members who may want to get involved. This should be an ongoing programme as one of the aims of such locality arrangements will be to keep engaging new residents in the decision-making process.
- 5.10 Back of house support would be required to service locality arrangements especially the work of monitoring their activities and impact. It is envisaged that this support will be provided by exiting staff working on similar activities.

A Revived Gorleston Youth Partnership

“The Gorleston Youth Partnership, which is based at the Claydon Pavilion Community Centre on Suffolk Road in the Halfway House area, initially started up a number of years ago, mainly with the aim of getting a skatepark for the young people of the area on the Southtown Common. The project was supported by Julie Woods, Community Development Worker with Community Connections, and Alan Yaxley from the Halfway House Tenants and Residents Association, and they were successful in getting the skatepark for the area. After this, the project went “dormant” for a while, as the main aim of the project had been achieved and the young people from the area were successful in getting their skatepark.

In mid 2007, a new group of young people approached PC Andy Biglin, Leon de Beer (Community Development Worker who had since taken over from Julie Woods) and Alan Yaxley, to start up the Youth Partnership again, specifically looking at a number of improvements to the skatepark and the surrounding areas , along with a few other project ideas. It was decided that, in order to offer the young people maximum support, the Youth Partnership would this time around be supported by a partnership consisting of members from the Southtown Safer Neighbourhoods Team (SNT), Alan Yaxley and Leon de Beer, along with contacts from GYBC. Since then the Youth Partnership has been successful in getting GYBS to agree seating for the skatepark area and the moving of a concrete ledge on the skatepark to make it more user-friendly, along with new bins for the surrounding area to address the issue of littering around the skatepark.

However, the project that the young people have always been the most keen on is obtaining floodlights for the skatepark area to enable them to use it more effectively during the darker winter months. The SNT have always been very supportive of the idea, as it would assist them in addressing safety issues around the area, and in general make the area more community friendly. The Youth Partnership is currently hard at work to look at obtaining funding for floodlights for the area, thus making the skatepark and surrounding areas safer and more accessible to all.

The project is and has always been an excellent example of how a group of positive young people can work together and make a difference to their community.”

Community Connections

6. The financial case for a roll out of locality working

6.1 Local authorities and their partners are all operating in an increasingly constrained financial climate. The 2007 Comprehensive Spending Review (CSR07) set a target for all public services to achieve “at least 3%” net cash-releasing value for money gains per annum in the three years between 2008- 2011. Councils are expected to achieve £4.9 billion cash-releasing efficiencies by 2010-11. These targets were seen as being challenging but achievable providing that the role of public services are maximised. The review stated:

“Strong leadership and a focus on users are critical for success. It is essential to learn from the best: understanding external and internal drivers of change; tapping into the expertise of the public, private and third sectors; harnessing skills and capacity for change management; and working effectively with elected members, employees, users, other councils and Local Strategic Partnership (LSP) partners on what is best for the area as a whole.”¹.

6.2 This section sets out the reasons why investing resources to work with and empower communities in their localities is a vital means for delivering value for money (VFM). The main reasons are:

- Investing money in engaging with local communities produces outcomes that are more sustainable than more traditional forms of intervention because they are more relevant and valued by local people.
- Instead of money being used to fund services and activities designed on the basis of “one size-fits all”, the increased understanding of local needs that comes from local engagement enables tailored solutions to be identified which meet actual rather than assumed needs.
- Locality working enables preventative measures to be identified and opportunities for making early interventions which means that expensive crisis interventions and to meet will be avoided.
- Engaging with and empowering local communities equips them with the skills and motivation to contribute to meeting their own needs and becoming the “co-producers” of services.
- Over time there is the build up of social capital to be used to address new and emerging needs and beyond the boundaries of local areas. It will lead to increased levels of volunteering and to residents devoting their time to “problem solving”.

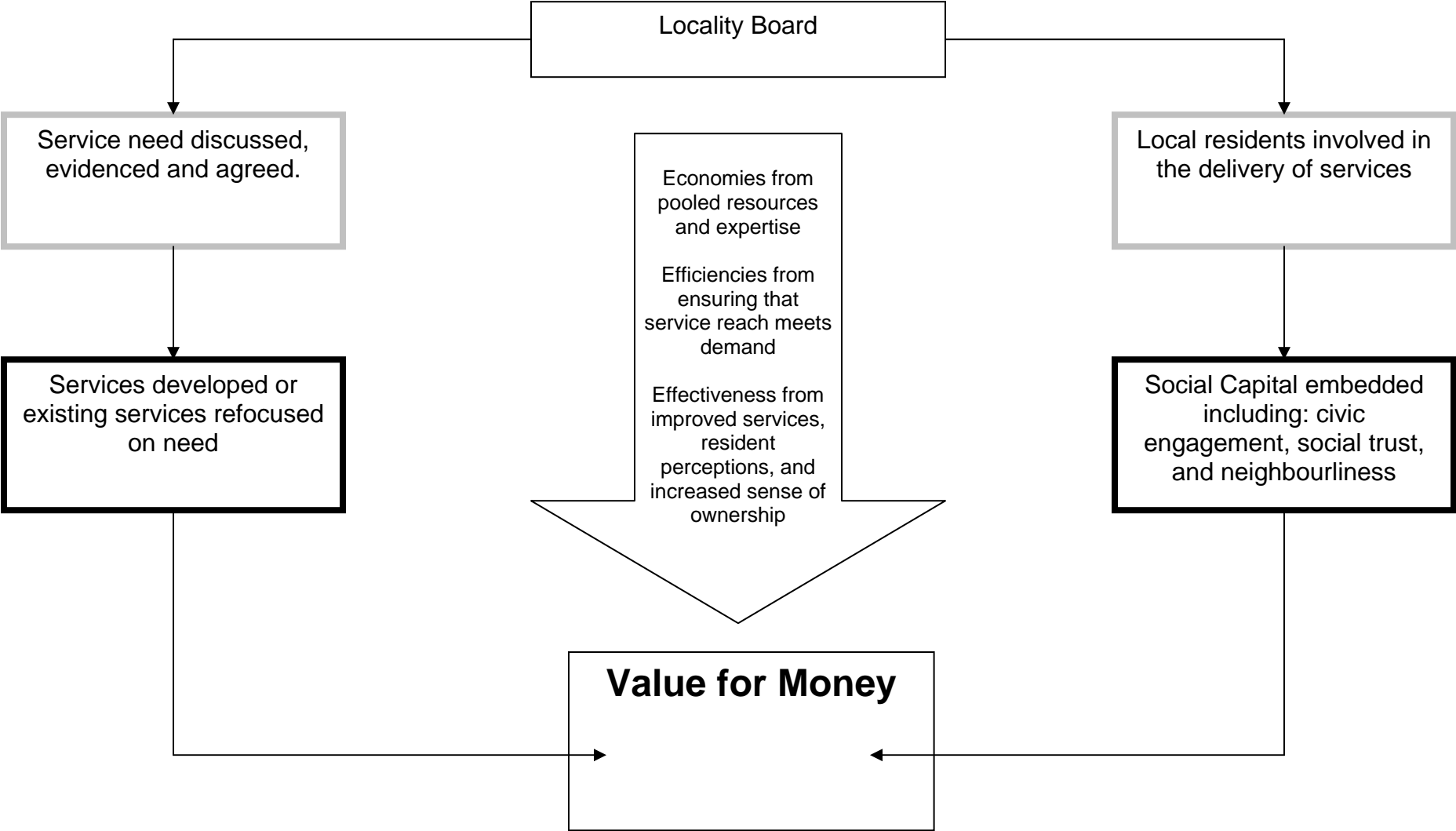
¹ *Delivering Value for Money in Local Government: Meeting the Challenge of CSR07, Communities and Local Government, October 2007*

- Empowerment and feeling valued generates a sense of community pride and belonging, leading to less transient communities. It also leads to the reduction in costly anti social activities (e.g. repairing criminal damage, removing graffiti, etc.).
- It enables local agencies to identify ways of delivering services in a joined up and integrated way that not only delivers better outcomes but also reduces duplication of effort and presents opportunities for achieving economies of scale and the pooling of resources (e.g. from joined up consultation arrangements).

The process for producing increased value for money as the result of locality working is shown in diagrammatic form in Appendix three.

6.3 These generic arguments on how locality working delivers value for money are supported by the outcomes of three practical projects (the Target Opportunities programme, the Swirles Place scheme as part of the wider Grey 2 Green Project and Market Roads Community Group), which have been implemented in Great Yarmouth as part of the *Comeunity* programme. Each project has been assessed using a VFM matrix, and although not a complete assessment (see Appendix three), the information is sufficiently robust to provide the basis upon which to make some interim recommendations.

Achieving value for money through locality working



7. Funding requirements

7.1 The funding requirements outlined on the next page represent basic infrastructure costs for Locality Boards. Each locality has been provided with a £10,000 budget to pilot a participatory budgeting approach to addressing community cohesion at a neighbourhood level. In addition Locality Boards will be offered delivery budgets to target particular pieces of intervention at a grass roots level. This will vary from area to area, but may include Working Neighbourhoods Fund. There should also be the potential to explore the disaggregation of mainstream budgets to enable service providers to target their work more effectively at a locality level.

NB: At this stage the costs out-lined in the table are estimates based on costings associated with the current Comeunity Programme. All staffing figures includes associated on-costs and management fees. The existing SSCF funding supporting Comeunity has been incorporated into the table overleaf to streamline the approach.

7.2 The funding for infrastructure costs should come from a variety of resources. It is suggested that the key public sector agencies of the LSP contribute towards these costs, as over the coming eighteen months each agency will need to spend additional resource on engagement activity under the new "Duty to Involve". A top-slice of existing and forthcoming area-based grant also ought to be considered to service the basic infrastructure. These funds need to demonstrate their impact on local communities and it would therefore be opportune to utilise locality arrangements to support this. Provision has already been made for some of the infrastructure cost to be made from WNF and Cohesion Funding including the commissioning of community development support.

Function	Provider	Cost (Incl on costs) 09-10* (6mths)	Funding Source 09-10	Cost (Incl on costs 10-11)	Funding Source 10-11
Neighbourhood Manager- Magdalen	GYBC	20,000	ABG	40,000	ABG
Neighbourhood Manager-Southtown and Cobholm	GYBC	20,000	ABG	40,000	ABG
Service Costs - Neighbourhood Management	GYBC	30,000	ABG	40,000	ABG
Comeunity Staff	GYBC		SSCF	102,334	ABG
Participatory Budget Pilots- Cohesion	GYBC	30,000	ABG	40,000	Cohesion
Communications/Publicity	GYBC	25,000	ABG	25,000	ABG
Neighbourhood Development Officer- Magdalen	CVS	18,667	ABG	37,334	ABG
Neighbourhood Development Officer- Southtown and Cobholm	CVS	18,667	ABG	37,334	ABG
Neighbourhood Development Officer- Other Urban	CVS	18,667	ABG	37,334	ABG
Rural Development Officer	CVS	18,667	ABG	37,334	ABG
Rural Development Service Costs	CVS	1,750	ABG	3,500	ABG
TOTAL		201,418		440,170	

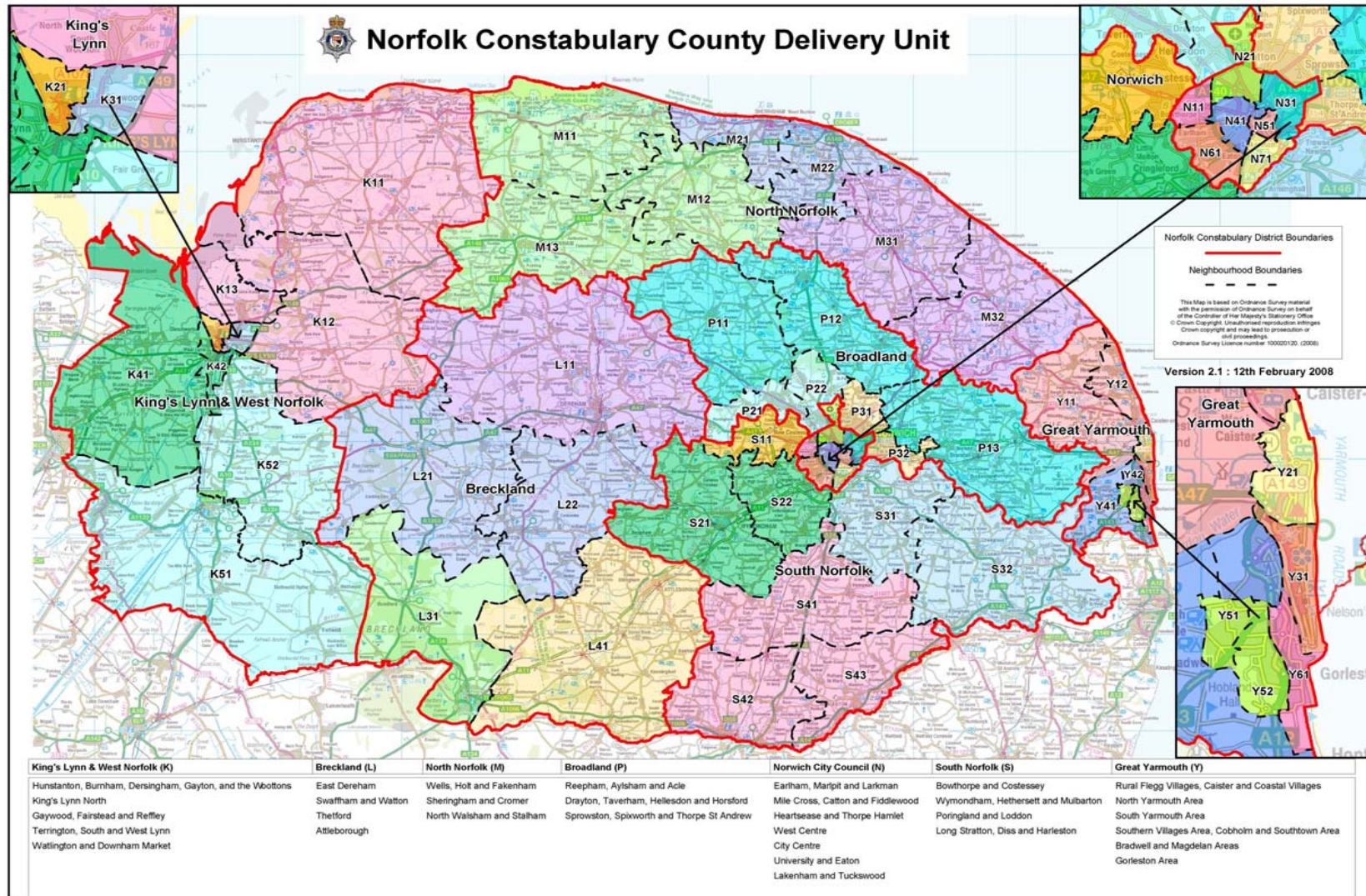
8. An implementation plan

8.1 As stated in section 4 of this document it is planned to roll out locality working across Great Yarmouth on a phased basis, establishing three further pilot areas during 2009 (two of the most deprived parts of Great Yarmouth town and a rural area). Set out below is an indicative implementation plan for this process.

Task	Target date	Progress
Wide consultation on the contents of this paper, including with local people and community and voluntary sector in line with the provisions of the Norfolk Compact	October 2008	Complete
Revise paper in the light of feedback	December 2008	Complete
Submit the paper for formal decision making (LSP, GYBC, other relevant sector partners)	January 2009	Complete Awaiting GYBC sign-off
Start work on developing detail of the arrangements for the three additional pilot areas including membership of the locality boards, possible community hubs, support arrangements, etc.	November 2008	Ongoing
Refine funding requirements and draw up more detailed budgets in the light of the further planning	December 2008	Ongoing
Put in place relevant arrangements in pilot areas including the commissioning of community development support for the new locality boards, establishing a community hub, recruiting relevant support staff, developing monitoring systems, initial engagement with local community, relevant infrastructure such as local information systems, etc.	February 2009	About to commence
Capacity building activities	February 2009 onwards	About to commence
Launch new arrangements	April 2009	About to commence
Support the transition of community partnerships to locality boards throughout the Borough incorporating Key Individual Networks and Area Housing Panels	February to October 2009	About to commence
Establish arrangements to ensure that the new locality boards are an integral part of the LSP, coordinate their own activities and are fully linked to both people and thematic partnerships	April 2009	Complete
Process of local visioning commences	April 2009	
Relevant thematic working groups established	July onwards	
Locality plans developed	October- December 2009	
Ongoing monitoring and learning	March 2008 onwards	
6 month evaluation (possibly including some form of external assessment) of the operation of new locality boards	September 2009	
In light of the 6 month evaluation start detailed planning for full roll out of locality working in 2010	October 2009	
Put in place relevant support arrangements and infrastructure including commissioning relevant support, staff recruitment of staff	November -February 2010	
Extended arrangements launched	March 2010	

8.2 A cross-agency steering group drawn from the “sounding board” has already been established with the addition of an increased number of community representatives to oversee the process outlined above and with making regular progress reports to the LSP.

Appendix one: The areas covered by the Police Safer Neighbourhood Teams



Appendix two: A Risk Analysis

Risks associated with the Objective	Likelihood	Impact	Actions being taken to mitigate the risk
	A – Very High B- High C- Significant D – Low E – Very Low F – Almost Impossible	1 – Catastrophic 2 – Critical 3 – Marginal/ Moderate 4 - Negligible	
Resistance to culture change within public services leading to lack of engagement in neighbourhood management	C	2	Ensure that all public services are signed up through the LSP and that senior managers take responsibility for ensuring cooperation throughout service Senior managers/LSP exec members from key services may take a portfolio responsibility for one neighbourhood area
Some public and voluntary sector services may be insufficiently resourced for neighbourhood based delivery	B	2	Current locally based activity, e.g. youth club, health centre needs to be integrated into neighbourhood management. Neighbourhood management should be built in to all service planning. Ongoing and open two way dialogue and involvement in planning activities
Currently marginalised groups may be left out of the decision making process.	D	2	The LSP will need to ensure that the terms of reference for boards includes tackling the factors that cause deprivation, inequalities and addressing the needs of all sectors of the community. Equality & diversity needs to be embedded into the fabric of neighbourhood management. This will also include practical issues like the development of “community hubs”.
Previous NRF areas not included in the first round of locality working may feel neglected.	A	3	Previously funded NRF community engagement activity will continue to be supported on an interim arrangement for 09/10.

Local budgets may be used in ways that set communities in competition rather than promoting community cohesion	D	3	Neighbourhood management should encourage cohesion between neighbourhoods as well as within. Regular meetings, events, celebrations between communities. Cross neighbourhood working and encouragement of sharing budgets for mutually beneficial projects, e.g. youth facilities benefiting more than one neighbourhood
Populist projects are supported at the expense of projects which support disadvantaged groups	D	2	All projects must be commissioned and evaluated on the basis of meeting the needs of the local communities in relation to the objectives set by the LSP.
Lack of community facilities may mean that neighbourhoods do not have an active hub	B	3	Build development of community facilities into budget setting. Creativity in making existing resources into community hubs. Potential for mobile hubs, particularly for rural areas.
The roll out of neighbourhood management may be pushed through too quickly in order to maintain momentum at the expense of collective ownership from the community	C	2	Roll out in stages and ensure sufficient time is given to engage all sections of the community. Be prepared to scale-down roll-out should the bed-rock of community ownership take longer to establish.
The adoption of neighbourhood management may be determined by the debate on LGR rather than the needs of local neighbourhoods	B	2	Ensure that the case for neighbourhood management is made and agreed independently of LGR and that the roll out is embedded before any new local authorities take shape
Boundaries chosen for neighbourhoods may not reflect a sense of place and may exacerbate tensions between service providers and local elected Members	D	3	Engage with all sections of the community, elected Members and public and voluntary services to get sign up to the best possible fit for neighbourhoods
There are not enough community leaders coming forward to take up positions on the boards	C	2	Ensure that encouragement is given through provision of training, support, meeting expenses etc and ensure that their involvement leads to both community and personal development
Engaging local communities in discussion about their neighbourhood may raise unrealistic expectations of what can be achieved	C	3	Ensure that the discussions are open and honest about available resources, aims and objectives and what the choices are for communities. Emphasise and demonstrate what can be achieved through better organisation rather than additional resources.

Neighbourhood management may raise tensions between the role of elected Members and community leaders and in rural areas between neighbourhood management and Parish Councils	C	3	Ensure that all Members are engaged in the development of Neighbourhood Management and that the roles of Members, Community Leaders and Parish Councils are well understood
Public Services may not be able to devolve and pool sufficient budgets to support the neighbourhood management infrastructure.	B	2	Early discussion from all agencies on budgets and recognition that pooling funding will enable services to meet core objectives.
Concentrating on local issues can lead to communities becoming more inward looking	C	4	Ensure that the local issues are linked to broader objectives and that links are encouraged with neighbouring and other communities – see above
Risk of conflict if one area is seen as being successful in getting things done or changed in an adjoining area	C	3	Ensure that information is shared so that each neighbourhood board understands the needs of the others. Forums are set up to share ideas and experiences between boards.
Resources put into community engagement do not Immediately impact on targets.	B	3	Recognition of the important role of community engagement in building social capital, community confidence, and civic pride as a stepping stone to achieving higher level targets

Appendix three: Value for money associated with existing neighbourhood management projects

1. The Target Opportunities Project

Scope of Review	
To assess the VFM status of the TOP project taking into account a) price paid, b) outputs achieved, c) desired outcomes achieved.	
Review period	The delivery period 01 November 2007 – 31 March 2008. This represents the initial pilot period for this project.
Cost Data	
The total cost of this project was £14,857. This includes some expenditure that is specific to costs relating to project start up, for example, publicity and promotion. The support hours including management fee and specialist dialogue support represents £10,937 of the overall total.	
Performance Data	
<ol style="list-style-type: none"> 1) The project was set a baseline target to engage 30 local residents in employment related opportunities, defined as activities that form a recognised pathway into employment. Such activities include volunteering, training, formal education, and employment. By 31 March 2008, the project had exceeded the baseline target by 340%, by engaging 102 local residents into agreed employment pathways. 2) There were 14 different referral pathways into the service. 3) Dialogue Support was provided to 17% of users. 4) 21% of users described themselves as experiencing mental health support needs. 5) 11% of users were supported to access housing support. 	
Customer Satisfaction Data	
Customer satisfaction surveys were distributed to users and partner agencies at the end of the pilot period. These covered project reach and accessibility, fair treatment, support, partnership working, and an overall judgement of the service. Using these surveys, the project was rated as good or very good by 90% of respondents.	
External Factors	
<ol style="list-style-type: none"> 1) The service is targeted in South and Central Yarmouth which comprises of six of the most deprived Lower Super Output Areas in Great Yarmouth, as recognised in the 2007 Index of Multiple Deprivation. 2) The review concentrates on the pilot period of delivery which includes factors that are specific to project start up. 	
Does the service support corporate priorities?	
<ol style="list-style-type: none"> 1) Customers: The service need was identified in the 2006 Resident Perception Survey for South and Central Yarmouth. The service was shaped by local residents and other key stakeholders through the Neighbourhood Management Action 	

Plan Process. On-going monitoring is provided by a working group comprising of local residents, public, private, and third sector stakeholders.

- 2) **Economic:** The service has linked 103 local residents into employment related opportunities.
- 3) **Environmental:** There is some linkage here ref supporting local residents to become active participants in their neighbourhood through the promotion of volunteering opportunities.
- 4) **Social:** Through effective collaboration with other support agencies, the project has contributed to the reduction of inequalities. One example here is the success of the project in supporting users to access housing related support.
- 5) **Resources:** The unit cost of this service based upon the total budget for the pilot period is £145.66. This unit cost is reduced to £107.23 when start up costs; including publicity and promotion are removed.
- 6) **Performance:** The project provides summary performance data on a weekly basis. Performance is also monitored by self evaluation, as stipulated in the contract agreement, and has been externally assessed. The project also provides a comprehensive quarterly report to the relevant working group. Financial data is submitted on a quarterly basis.

Does the service support the objectives as per SCS?

- 1) **Building Safe, Strong and Cohesive communities where diversity is valued:** The service has promoted active neighbourhood participation through the promotion of volunteering and neighbourhood based enterprises. The service supports access through the inclusion of Dialogue Support.
- 2) **Promoting health and wellbeing and tackling inequalities:** The service is located in the six most deprived Lower Super Output Areas as recognised by the 2007 Index of Multiple Deprivation. These areas experience employment deprivation rates of between 28% and 42%. Through collaboration with other service providers, the project has linked users into other support services, including housing related support.
- 3) **Protecting and enhancing the local environment and tackling climate change:** There is some linkage here ref supporting local residents to become active participants in their neighbourhood through the promotion of volunteering opportunities
- 4) **Promoting a flourishing economy and enterprise and prosperity for all:** There is some linkage here ref supporting local residents to access enterprise (and social enterprise) support.
- 5) **Encouraging learning and personal development:** The service operates within an empowerment framework of delivery and is guided by user's progression towards, and ownership of, self directed support plans.

VFM Judgement

Assessed in isolation it seems reasonable to suggest that this project has combined efficiency and effectiveness at a low cost. This is supported by the number of collaborations that have been formed (example, 14 different referral pathways), and the high number of user's engaged compared to the original baseline target. It appears that the project supports a number of corporative objectives and those which are outlined in the revised SCS. This VFM judgement is enhanced when considered alongside the multiple deprivation challenges that are presented by the target geographic area.

Does this project provide an example of Participatory Budgeting?
The project was open to a competitive tender process. As such, applicants were short listed and interviewed by an assessment panel comprising of 50% local residents. Financial projections and performance are monitored by the Neighbourhood Management Board. This Board comprises of more than 50% local residents, and includes two elected members.
VFM: Next Steps
The project needs to be compared against a comparable service, such as those provided regionally (and applied locally) by the DWP.
Resource Implications
To be determined following achievement of 'Next Steps'.

7.4.2: Grey 2 Green – Swirles Place

Scope of Review	
To assess the VFM status of the Grey 2 Green project (specifically the completed Swirles Place project), taking into account a) financial and staffing resources, b) outputs achieved, c) desired outcomes achieved.	
Review period	The delivery period was January 2007 – March 2008. This represents the project from the initial community consultations to completion of the scheme.
Cost Data	
The total cost of this project was £18583-32, comprising of:	
<ul style="list-style-type: none"> • Capital costs of £12,370 • Revenue costs of £6,213-32, consisting of: <ul style="list-style-type: none"> ○ Resources £16-66 ○ Fees / licenses £50 ○ Professional support £1,750 ○ Expenses £180 ○ Volunteers expenses £20 ○ Communications £50 ○ Contingency £66-66 ○ Community Development Worker (CDW) £2880 ○ CLIP Worker £1200 	
Performance Data	
1) The project was aimed at improving the quality of a sterile and neglected pocket of green space in Central Yarmouth (the	

only one in LLSOA 005C). This responded directly to concerns expressed through the Residents Perceptions Study conducted by the Neighbourhood Management Programme in November 2006.

- 2) **January – March 07:** Community Consultations (“Bloomin’ Good Ideas”) - initial community engagement sessions to develop basic ideas to shape the future development of the project.
- 3) **April – June 07:** Community Planning events (“Picture This”) - next round of community meetings to refine plans for area
- 4) **July – September 07:** Funding secured, tendering process for contractors started and contractor appointed
- 5) **October – December 07:** Scheme implemented, launched, and Community Planting event took place
- 6) **January – March 08:** Further Community Planting events, along with evaluation and review of project
- 7) **March 08 onwards:** aftercare and support for community to maintain and manage space
- 8) Apart from improving the physical environment, the project also provided the CDW and CLIP worker with the opportunity to engage with and support the local community in terms of information about training opportunities, promotion of community meetings, newsletters, information about services such as the CAB, and also community group support
- 9) Through this engagement, the Grey 2 Green team were able to identify other issues related to the local community, including social, crime, environmental and issues related to young people, along with developing support measures to assist local residents with these (link to Market Roads Community Group – see 7.4.3)
- 10) Actions included immediate response to environmental issues such as flytipping, removal of rubbish from gardens, clearing drains, and cleaning of alleys and pavements. Furthermore, residents were supported to become involved with the local SNT’s meetings to address crime related issues.

2. The Grey 2 Green project

Outcomes	Outputs
Increased resident involvement in the neighbourhood, including involvement of young people	Issues dealt with and environments enhanced
Residents signposted and accessing Community Partnership	Policing priorities decided for the neighbourhoods
Residents expectations raised	Bids accepted for implementing community led environmental enhancements
Increased knowledge and understanding of similarities and differences in local communities	Young people actual involvement in enhancing environments, including planting flowers and hanging pot plants
Contacts made and increased knowledge of	New methods of consultation developed and used

service providers that will increase cost effectiveness of the project (e.g. the unpaid work team)	
Learning how to communicate to the Council when the community are presenting bids	
Learnt new, less time consuming processes to go through e.g. the time consuming Revenue Implementation Evaluation	
Hazel Blears names Great Yarmouth Borough Council as an Empowerment Champion with the G2G project as a case study	

Customer Satisfaction Data

An external evaluation of each phase of the project, including residents' feedback, is done on an ongoing basis by the Priory Research Team. The general consensus from the communities involved with the Grey 2 Green schemes is that the project is held in a very high regard, as it is a community led regeneration initiative, which delivers visual improvements to residents' immediate surroundings, along with addressing wider social issues and linking local people into services and support measures that are available.

External Factors

- 1) Grey 2 Green as a whole is targeted at South and Central Yarmouth, which comprises of six of the most deprived Lower Super Output Areas in Great Yarmouth, as recognised in the 2007 Index of Multiple Deprivation.
- 2) Swirles Place is situated within LLSOA 005C
- 3) The review concentrates on the period of delivery for Swirles Place, which includes factors that are typical of a standard project cycle, but also takes into consideration the unique needs and challenges of local residents

Does the service support corporate priorities?

- 1) **Customers:** The need for Grey 2 Green was identified in the 2006 Resident Perception Survey for South and Central Yarmouth. The Swirles Place project was shaped by local residents and other key stakeholders through the Neighbourhood Management Action Plan Process. Ongoing monitoring is provided by the Grey 2 Green team, supported by the Neighbourhood Officer.
- 2) **Economic:** Swirles Place has been a flagship project and a great example of effective community led regeneration in the Borough
- 3) **Environmental:** The project has been highly successful in terms of providing the local community with an environmental

improvement, which was both community led and also exemplary of multi-agency partnership working

- 4) **Social:** By addressing local environmental issues through the engagement techniques employed by Neighbourhood Management's Grey 2 Green team, the project was able to identify and address wider social issues in the Swirles Place area, thus supporting the Market Roads Community Group's aims and objectives
- 5) **Resources:** The total cost of the Swirles Place project was £18583-32, which included a series of environmental improvements, along with staff time and the resources needed for the community engagement work to ensure the project is community led in all its phases. This cost also included community development support for wider social issues identified by residents.
- 6) **Performance:** The project is monitored and managed on an ongoing basis through a detailed project plan with clear timeframes for delivery, which defines actions to be taken by specific members of the team, dates for completion and whether funding is required and/or has been secured for each task. As evidence of the project's impact, Neighbourhood Management contracts the Priory Research Services to conduct ongoing assessment and analysis of the various Grey 2 Green projects and their various phases.

Does the service support the objectives as per SCS?

- 1) **Building Safe, Strong and Cohesive communities where diversity is valued:** Grey 2 Green promotes active neighbourhood / community participation through supporting local people to identify local environmental issues, develop and take part in the work undertaken, and to develop ownership and a sense of pride in their area. It also enables community members to work alongside each other to address common local issues, thus building a stronger sense of community.
- 2) **Promoting health and wellbeing and tackling inequalities:** As a Neighbourhood Management initiative, Grey 2 Green is aimed in the six most deprived Lower Super Output Areas as recognised by the 2007 Index of Multiple Deprivation. Through supporting local people to take an active part in their community the project contributes towards the general wellbeing of the community and supports members from diverse backgrounds to work together to achieve a mutual goal.
- 3) **Protecting and enhancing the local environment and tackling climate change:** As the project is aimed at local, small-scale, environmental improvements, it directly addresses this objective
- 4) **Promoting a flourishing economy and enterprise and prosperity for all:** Grey 2 Green promotes community led regeneration in the Borough, along with effective partnership working between service providers and agencies
- 5) **Encouraging learning and personal development:** The project encourages local people to become involved in environmental regeneration, which involves the acquisition of skills, along with an insight into the mechanisms involved in delivering environmental projects achieved through inter-agency partnership working

VFM Judgement

The Swirles Place project described in this analysis was delivered over a period of 15 months, at a total cost of £18583-32. When assessing the achievements of the project, which includes environmental improvements, enhanced community

empowerment and cohesion, community development and supporting local people to become more involved in local decision making, in relation to the costs involved, it can be said that the project has provided a good level of efficiency and effectiveness. The project directly supports the 6 corporate priorities of the Council and the 5 objectives of the SCS. The VFM judgement is enhanced when considered alongside the multiple deprivation challenges that are presented by the target geographic area.
Does this project provide an example of Participatory Budgeting?
The project is 100% community led, which includes local residents working with a highly skilled and community-minded Landscape Architect and Environmental Specialist to develop plans and related costings, which guides the overall project delivery and the work done by the various agencies involved with the project. Financial projections and performance are monitored by the Neighbourhood Management Board, which comprises of more than 50% local residents, and includes two elected members.
VFM: Next Steps
The project needs to be compared against a comparable service, such as those provided regionally (and applied locally) by the DWP.
Resource Implications
As Swirles Place is a completed Grey 2 Green scheme, the resource implications for this project is very low, mainly involving staff time related to supporting local residents with the ongoing maintenance of the site. Future Grey 2 Green projects are reliant on a resource breakdown similar to that provided in this analysis, with a variation in terms of capital costs, which is dependant on the unique nature of each scheme.

3. The Comeunity Builder Small Grants Programme – Market Roads Community Group

Scope of Review	
To assess the VFM status of the Comeunity Builder Grants programme, specifically the Market Roads Community Group (one of the main driving forces behind the Swirles Place project, described in 7.4.2 above), taking into account a) funding provided, b) outputs achieved, c) desired outcomes achieved.	
Review period	The delivery period was February 2007 onwards. The project was granted a Comeunity Builder grant in Feb 07 to a) officially start up the community group and b) hold a small community fete
Cost Data	
The total cost of this project was £2,253. This includes expenditure specific to community group start-up, including publicity and venue hire, along with costs for a modest community event and excursions to explore similar schemes in other areas.	

<p>Performance Data</p> <ol style="list-style-type: none"> 1) The project (located in located in LLSOA 005C) was aimed at developing a Community Group which worked towards improving their local area, specifically saving and improving existing amenity spaces, developing community feeling and participation, improving safety in the area and addressing issues around children's play. 2) The funding supported the group to cover start-up costs as a community group, publicity such as advertising and newsletters, venue hire, costs related to holding a small community event to bring the community together and raise awareness of the group's aims, along with visits to other areas running similar schemes. 3) The following had been achieved and sufficiently evidenced: <ol style="list-style-type: none"> a. Monthly meetings are run for residents to express concerns about local issues b. A successful community event was held c. The group, supported by the Grey 2 Green team, successfully obtained a grant to regenerate their chosen green space (Swirles Place) d. The group has established themselves as the focus for beneficial activities – this includes special GYBS collections of unwanted items and also the development of the Sunshine Crew Youth Group 4) In terms of beneficiaries, the group have focussed on the non-provision of facilities and play spaces for children, improvements to an identified green space, along with improving aspirations and perceptions of local residents, which aimed at people of all ages and ethnic groups. 5) Roughly 2/3rds of local residents have been involved with the group's activities
<p>Customer Satisfaction Data</p> <p>The project has, through its various activities and achievements, built great support from the local community, specifically also through their involvement in addressing a number of problematic local issues. The success of the group is evidenced through minutes/record books, photos, flyers, responses to activities from local residents and correspondence between the group, the community and service providers.</p>
<p>External Factors</p> <ol style="list-style-type: none"> 1) The project is targeted at one LLSOA in Central Yarmouth (005C), as recognised in the 2007 Index of Multiple Deprivation. 2) The review concentrates on the period Feb 2007 onwards and the development of the Market Roads Community Group, taking into consideration the unique needs and issues of local residents in the area.
<p>Does the service support corporate priorities?</p> <ol style="list-style-type: none"> 1) Customers: The need for projects such as this was identified in the 2006 Resident Perception Survey for South and Central Yarmouth. The project was developed and shaped by local residents and supported through the Neighbourhood Management CDW and Programme. Monitoring information was provided by the community group in the form of a Comeunity Builder Project Report. 2) Economic: The project has been successful in raising local residents' aspirations to become more involved in positive,

uplifting community activity, specifically the regeneration of the Swirles Place Green Space. Involvement in this component of the project has also provided the community with skill development opportunities in terms of planning and managing environmental projects.

- 3) **Environmental:** The main project component of the Market Roads Group was the improvement of existing amenity spaces, which they successfully achieved through the support of the Neighbourhood Management Grey 2 Green Programme.
- 4) **Social:** Through their activities and projects the group have managed to identify and address various local issues. It acts as a forum for local residents to express concerns and wishes, has supported the development of a very successful project for young people, has made a great contribution towards the liveability of the area through the Swirles Place regeneration project, and has established themselves as the focal point for other beneficial projects, including community clean-ups
- 5) **Resources:** The total project cost is £2,253, which represents all the costs for starting up and maintaining the group's work, running a community fete and developing work on the Swirles Place project.
- 6) **Performance:** The project was officially monitored as a Comeunity Builder Grant funded project of the Neighbourhood Management Programme

Does the service support the objectives as per SCS?

- 1) **Building Safe, Strong and Cohesive communities where diversity is valued:** The project promoted active neighbourhood participation through addressing burning local issues and devising actions to address these. The project was aimed at empowering local residents from all backgrounds, along with a specific focus on youth.
- 2) **Promoting health and wellbeing and tackling inequalities:** By focussing on local people from all backgrounds and brining them together to jointly address local issues, the project greatly contributed towards addressing issues of inequalities amongst people from various ethnic backgrounds and also age ranges.
- 3) **Protecting and enhancing the local environment and tackling climate change:** The main project component of the Market Roads Group was working with the local community to make improvements to a local green space.
- 4) **Promoting a flourishing economy and enterprise and prosperity for all:** Market Roads Community Group promotes community-led regeneration and activity in their local area
- 5) **Encouraging learning and personal development:** The project encouraged local people to become involved in environmental regeneration, which involved the acquisition of skills, along with an insight into the mechanisms involved in delivering environmental projects done through inter-agency partnership working. Through supporting the development of a youth project, the group provided young people from the area with the opportunity to develop their skills and develop an understanding of regeneration work.

VFM Judgement

When looking at what the project set out to achieve initially and the developments that have occurred because of it, the Market Roads project has combined efficiency and effectiveness at a low cost. This is supported by the fact that the project

<p>achieved all its envisaged outcomes, along with initiating and steering the flagship Swirles Place Grey 2 Green project and the Sunshine Crew Youth Group. The project supports the 6 corporative objectives of the Council and the 5 outlined in the revised SCS. This VFM judgement is also enhanced when considered alongside the multiple deprivation challenges that are presented by the target geographic area.</p>
<p>Does this project provide an example of Participatory Budgeting?</p>
<p>The project was developed and costed out by local residents, and appraised by a panel comprising of 100% local residents. Financial projections and performance were monitored by the Neighbourhood Management Board, which comprises of more than 50% local residents, and includes two elected members.</p>
<p>VFM: Next Steps</p>
<p>The project needs to be compared against a comparable service, such as those provided regionally (and applied locally) by the DWP.</p>
<p>Resource Implications</p>
<p>As the Market Roads Community Group is now established and has with time become more of an issue based group, which responds as and when needed, the resource implications for the project is very low, mainly involving staff time related to supporting the group when needed.</p>