

## Report for Information

**Report to** Executive  
25 June 2008  
**Report of** Chief Executive  
**Subject** Norwich Needs Research Study

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### Purpose

To inform members of the headline findings from the Norwich Needs Research Study.

### Recommendations

1. To note the headline findings of the Norwich needs research study.
2. To feed the research into the work on the executives new priority of promoting financial inclusion.
3. To share findings with partners in order that they improve outcomes for local people via the local area agreement and the City of Norwich Partnership.
4. To extend the research to cover the proposed working model boundary for a greater Norwich unitary authority.
5. To request that officers carry out further work to analyse the findings of this research and provide a full report to executive in the Autumn setting out options for how the findings and recommendations of this research can be progressed.

**Financial Consequences** There are no financial consequences to this report.

### Strategic Objective/Service Priorities

The report will help to achieve all the corporate objectives

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## **Background Documents**

The Norwich needs research study

## Report

### Background

1. In January 2007 the City of Norwich Partnership (CoNP) Strategic Board identified 'deprived communities' as one of its areas of focus.
2. Discussions at subsequent CoNP Strategic Board meetings and at various programme board meetings (including LEGI, NRF, NELM and liC) noted that a need for greater connectivity across the various regeneration schemes in Norwich was required in order to ensure coordination and address perceived areas of duplication.
3. At the same time the Investing in Communities programme (liC) suggested that a study to map existing people based regeneration activity, identify gaps and develop interventions in order to tackle economic exclusion, and deprivation in Norwich would be of benefit to all programmes.
4. The NRF and liC boards subsequently agreed to fund a research study to encompass these issues and to further develop the evidence base below ward level on the extent of inequality and social exclusion in Norwich.
5. The brief coincided with the release of the index of multiple deprivation (IMD) 2007, at the end of 2007, an update on IMD 2004.
6. The final report was received on the 02 May 2008.

### The findings

7. The research was completed in three phases and comprises of a suite of three documents:
8. The phase one 'Norwich needs analysis' (annex one 'deprivation in Norwich' executive summary and appendix 1A IMD 2007 attached) report identifies ten challenges for Norwich in addressing deprivation and highlights future implications:

- Improving outcomes for children in low income and out of work households
- Strengthening transition pathways from school into education or employment
- Linking those with low skills to the labour market
- Tackling wider worklessness
- Addressing 'in work' low income
- Tackling the additional barriers faced by people with mental health issues
- Reducing health inequalities across the city
- Reducing substance misuse levels
- Lowering violent crime levels across the city
- Making best use of migration and population change

9. The phase two document reviews existing people based regeneration provision across Norwich.
10. The phase three summary report (annex two attached) brings it all together and makes 34 recommendations after considering:
  - What are the key challenges in tackling deprivation
  - What are the barriers that interventions need to tackle
  - Which interventions are likely to work
  - What interventions are currently taking place to address these challenges
  - What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes

## **The uses**

11. It is clear that there is a significant amount of valuable information within the research that can be utilised by the council and its partners. For example the research can be used to:
  - Inform the council's financial inclusion work - this is a key priority of the new executive and forms a key strand of the refreshed corporate plan.
  - Work to deliver the current local area agreement targets.
  - Monitor trends and explore whether in the most deprived areas across the city, partners are 'closing the gap'.
  - Inform and develop funding submissions especially shaping the evolution of the integrated development programme (IDP) into a holistic investment plan for growth and regeneration embracing both capital and revenue funding.
  - Influence future government funding programmes and challenge funding decisions.
  - Assist with consultation - the data drills down to lower super output level which will allow very specific and vulnerable groups to be consulted in developing services.
  - Ensure that opportunities to tackle deprivation issues and challenges are fully exploited through the growth agenda.
  - Identify areas of the city where potential physical regeneration could tackle the structural causes of deprivation and positively impact on the social exclusion highlighted in the reports.
  - Inform partner priorities - the City of Norwich Partnership can be used to refer on particular issues and recommendations that require action for example:
    - Safer Norwich Partnership – to inform the development of interventions for the partnership priorities of violent crime, alcohol harm reduction, domestic violence and anti-social behaviour
    - Greater Norwich Housing Partnership – to inform the work of the partnership regarding, substance misuse, mental health issues, domestic violence and worklessness
    - Development of the economic development strategy to tackle wider worklessness issues

- Review of current people based regeneration activity to inform decisions regarding mainstreaming once interventions come to an end
- Development of work-streams for LEGI and liC.

12. In order to relate the analysis to existing and future council and partnership responsibilities, time is required to digest and absorb the data. It is, therefore, proposed officers carry out further work to analyse the findings of this research and provide a full report to executive in the Autumn 2008 setting out options for how the findings and recommendations of this research can be progressed. The research will also be extended to cover the proposed 'working model' boundary for a greater Norwich unitary authority.

# Norwich Needs: Research for the Local Area Agreement

## Phase 1: Deprivation in Norwich

Phase 1 Final Report

May 2008

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## Section 1 Executive summary

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### 1.1 Introduction

- 1.1.1 Partners across Norwich are looking for a clear picture of the priorities for programmes tackling deprivation across the city, and an understanding of which interventions will produce the best outcomes in addressing social exclusion and inequality.

*The project is run in three Phases – this report covers only Phase One*

- *Phase One - Identifying the challenge – Deprivation in Norwich.* The first Phase of the project provides a baseline picture of deprivation and social exclusion across Norwich, in order to identify how the city is doing in comparison with regional and national and comparator areas; which neighbourhoods and communities across the city are doing less well; and drawing out any implications for future programmes
- *Phase Two - Mapping and Reviewing Existing Activity.* In the second Phase, carried out alongside Phase one, we map existing activity of people based regeneration in order to highlight the levels of investment, activities (duplication, gaps and alignment), methods and locations of delivery and targets of externally funded programmes set against the CoNP Sustainable Community Strategy. We also review current and proposed activity to identify best practice in particular localities and/or with communities of interest in those programmes
- *Phase Three - Bringing it together.* In this Phase, commencing the delivery of Phase One and two, we set the findings of the mapping and review of current activity in Phase Two against the Norwich Needs analysis prepared in Phase One. This enables us both to highlight gaps in activity related to the needs of Norwich and to develop assessment criteria for identifying suitable future programmes.

### 1.2 We have identified ten key deprivation challenges facing the city

- 1.2.1 This Phase One report sets out our analysis of deprivation and inequality across the city. From our review of existing research, and additional primary analysis, we have identified *ten key challenges* facing the city:

1. Improving outcomes for children in low income and out of work households
2. Strengthening transition pathways from school into education or employment
3. Linking those with low skills to the labour market
4. Tackling wider worklessness
5. Addressing 'in work' low income
6. Tackling the additional barriers faced by people with mental health issues
7. Reducing health inequalities across the city
8. Reducing substance misuse levels
9. Lowering violent crime levels across the city
10. Making best use of migration and population change.

- 1.2.2 For each of these challenges, the Phase one report outlines the strategic context, the evidence across Norwich (including those geographic areas and communities most at risk), and implications for future programmes. Below we summarise the evidence under each of the key challenges.

### 1.3 The Norwich context – how is the city doing?

#### *Background*

- Norwich District has a recent relatively fast-growing population, driven by increases in young working age groups. More than 80% of population growth across Norwich District has been as a result of net migration into the city
- However, over the next 20 years the population is projected to grow more slowly than the region as a whole, although population growth in the Greater Norwich area is projected to be substantially greater<sup>1</sup>.
- The District has a relatively atypical population compared with elsewhere in the region, with relatively high levels of young adults, social housing, and one person households. There are relatively low levels of owner-occupiers and vehicle ownership compared with other Districts across the region
- Norwich LA is significantly 'under bounded', and much of the city lies outside the existing LA District boundary. Greater Norwich as a whole is significantly less deprived than the District of Norwich.

#### *Economic strengths*

- *A regional economic centre:* the District has the highest number of jobs per working age population of all LA Districts in the East of England, and the District experiences high levels of in-commuting
- Greater Norwich as a whole provides nearly 40% of the Norfolk workforce with jobs
- *A growing economy:* The growth in jobs significantly outstrips regional and national growth figures, although the city shows a slower increase in VAT-registered enterprises than regional and national comparators (and business start-up rates remain below the national and regional averages). The main enterprise growth is driven by rises in levels of business services<sup>2</sup>, which now makes up the largest industry sector in Norwich District
- The city's economy is heavily reliant on larger employers, with 11% of businesses employing more than 20 people (compared with 5% across the East of England as a whole), and a corresponding lower level of small employers
- *A highly qualified population:* Recent estimates identify the proportion of economically active residents with degree qualifications at nearly two-in-five (37%), well above the

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<sup>1</sup> However, there is a suggestion that the revised population projections from 2006 (as yet unpublished) may show slightly different population trends for Norwich District.

<sup>2</sup> Real Estate, Renting and Business Activities (or "Business Services" for short) is largely an office-based white-collar sector encompassing many professional, engineering and scientific occupations but also includes lower value added activities like industrial cleaning, security activities and contract packaging.

national and regional averages (31.5% and 28%). However, there is evidence of skills polarisation – in 2006 more than 30% of Norwich District's residents were qualified to below level 2.

#### *High levels of deprivation*

- Norwich LA continues to rank as highly deprived based on the Indices of Deprivation (ID) 2007, ranking 62<sup>nd</sup> most deprived of 354 LAs in England, and 2<sup>nd</sup> most deprived of 49 LAs in the region in terms of average IMD score
- The same areas that were experiencing the highest deprivation based on the IMD 2004, are still the most deprived based on the IMD 2007
- Norwich is especially deprived in terms of Education deprivation, ranking 25<sup>th</sup> of 354 LAs in the country
- Deprivation in the city is relatively dispersed, with well over half of all small areas in the city ranking among the 30% most deprived in England. The level of multiple deprivation *within* areas is also high. The most deprived areas in Norwich LA are likely to be highly deprived in terms of Income, Employment, Health, Education and Crime deprivation
- More detailed Output Area level analysis reveals hidden pockets of deprivation – small areas that were not identified as highly-deprived using standard Super Output Area level datasets
- The proportion of working age people claiming benefits across the city remains above the national average – in May 2007 just under 14,000 working age adults in the city were receiving DWP benefits.

#### *Deprivation trends over time*

- The unemployment rate is falling sharply across the city, with 3.5% of the working age population claiming JSA in May 2007 (2,600 people) compared with 5.2% in August 1999 (a fall of around one-third)
- Outcome trend data based on DWP benefit claimant rates available at small area level indicates that the most deprived areas across the city are not 'closing the gap' – although claimant rate levels are generally falling across the city, they are falling less fast in the most-deprived areas
- In contrast to the overall working-age claimant rate, the Incapacity Benefit claimant rate across Norwich District has risen between 1999 and 2007, with a 3% rise over the period.

#### *Large numbers of deprived people live outside the most deprived areas in Norwich*

- Of the 13,700 people of working-age receiving DWP benefits across the city, 9,500 (or 69%) do *not* live in the most deprived 20% of areas
- Of the 11,700 adults aged 25-54 with no qualification across the city, nearly 73% do not live in the most deprived 20% of areas
- Of the 6,700 children living in low income or out-of-work families across the city, more than 65% do not live in the most deprived 20% of areas

- Of the 5,500 older people receiving Pension Credit Guarantee element across the city, 72% do not live in the most deprived 20% of areas.

## 1.4 Adult health and well-being: What are the key challenges in tackling deprivation?

### 1.4.1 Three key challenges relating to adult health and well-being were identified:

#### *Reducing health inequalities across the city*

- Norwich is among the 10 Local Authorities in the country with the greatest gender gaps in terms of life expectancy
- There are significant variations across the city in terms of levels of poor health - for example, men living in Mancroft and Thorpe Hamlet ward have nine years less life expectancy than those living in Eaton ward
- The most deprived neighbourhoods in Norwich District face poor health outcomes not only in relation to the city but also in relation to the country as a whole
- There is some evidence that health inequalities may be increasing across the city, relative to England as a whole. In 2007, there were more than twice as many LSOAs across Norwich ranked among the most deprived 20% of areas across England than seen in 2004, based on the Health domain (21 LSOAs were in the most deprived 20% based on the IMD 2007 Health domain, compared with 8 LSOAs based on the IMD 2004).

#### *Tackling the additional barriers faced by people with mental health issues*

- The city shows very high levels of mental health issues
- Over half of those out-of-work due to long-term sickness across Norwich LA have mental health problems, with the number of those out of work for mental health reasons rising sharply in recent years
- The Mancroft area has the highest levels of recorded mental health problems across the District
- Particular challenges identified for Norwich LA include mental health of prisoners and young offenders, self-harm and suicide, drug and alcohol misuse, child psychiatry and mental health in older age
- Young men with mental health problems are at high risk of dropping out of education or work, of becoming involved with crime, and they are a particularly high risk group for suicide. Also, parents with mental health problems (particularly lone parents) have very low employment rates, may not receive sufficient family support, and their children may develop emotional problems.

#### *Reducing substance misuse levels*

- Norwich LA is among the 10% of local authorities in England with the highest proportion of people engaged in harmful drinking. Binge drinking rates are also among the highest in the region

- Norwich has the highest alcohol mortality rate for males of any District in the East of England
- There is some (indirect) evidence of high levels of drug use across Norwich. For example, drug offence rates are well above regional and national levels. One-third of all drug offences in Norfolk are committed in the city.

1.4.2 In addition, adult health and well-being issues are relevant to a number of the other key challenges. For example, the links between wider worklessness and poor-health are important, with those workless for ill health reasons likely to be long-term workless (more than half of all Incapacity Benefit claimants across the city have been claiming for more than 5 years).

## 1.5 Children and young people: What are the key challenges in tackling deprivation?

1.5.1 Two key challenges relating to children and young people were identified:

### *Improving outcomes for children in low income and out of work households*

- Nearly 30% of the city's children live in 'out of work' households. More than two-thirds of children living in out of work households across Norwich District are in households headed by a lone parent
- In five LSOAs across the District, more than 50% of children live in out of work households. However, there are significant numbers of children in out of work households in many areas across the city
- 92% of lone parent families are headed by women, accounting for nearly two-thirds of all 'out-of-work' households in the city
- Children from low income households across Norwich District are significantly less likely to leave school with good exam results – and this group are at increased risk of becoming NEET. In 2006, just over 20% of pupils eligible for Free School Meals (FSM) across the city gained 5 or more GCSE grades A\*-C compared with 54.3% of non-FSM pupils.

### *Strengthening the transition pathways from school into education or employment*

- In July 2007 there were 400 young people aged 16-18 across Norwich District who were not in employment, education or training (NEET)
- Nearly half of the NEET population in Norwich are located in the wards of Mile Cross, Wensum, Bowthorpe, Mancroft, and Catton Grove
- Groups at risk of becoming NEET include those leaving school without five GCSEs passes at A\*-C level; teenage parents; young offenders; young adults with learning difficulties or Special Educational Needs; and children leaving care
- Research from the Norfolk Connexions partnership suggests that young people in the NEET group are more likely to be unemployed by the age of 21 than their peers
- Nearly one-third of all JSA claimants in Norwich District are aged 16-24 – 800 people.

- 1.5.2 In addition, children and young people issues are relevant to a number of the other key challenges. For example, the links between transition pathways from school into education or employment, and wider worklessness and low skills are important.

## 1.6 Safer and stronger communities: What are the key challenges in tackling deprivation?

- 1.6.1 Two key challenges relating to safer and stronger communities are identified:

### *Making best use of migration and population change*

- Population turnover levels are high, with 56,000 people migrating into Norwich District between 2001 and 2006 – 80% of this migration was from within the UK, but more than 10,000 came from overseas
- Population growth in the city is largely being driven by international migration, with Norwich having among the highest net inward international migration rates in the country
- Overseas registrations for National Insurance Numbers (NINOs) are also high, with nearly 2,000 in 2007 alone – representing 2.4% of the total working age population in the city. The largest group was Polish, making up one-third of the registrations, with Indians, Lithuanians and Hungarians also well-represented among in-coming workers<sup>3</sup>
- This is shifting the population profile of the city – in 2006, one-in-seven (16%) of all births in the city was to a mother born outside the UK.

### *Lowering violent crime levels across the city*

- Norwich District has a higher overall crime rate than the national and regional averages, and higher than the average for other Neighbourhood Renewal Fund areas
- Although overall crime levels are falling, there are rising levels of violent crime across the city
- Acquisitive crime levels are relatively low across the city
- Alcohol is estimated to contribute to almost 40% of violent crime across Norwich District
- In 2004, domestic violence accounted for nearly one-quarter of all recorded violent crime
- The highest overall crime levels in Norwich are situated in Mile Cross. The highest violent crime levels are seen in the city centre Mancroft ward, with more than one-third of all violent crimes across the city
- Measurements of crime *rates* in Norwich are affected by the denominators used, with crime rates based on using resident population denominators, rather than the substantially larger daytime population. This is likely to inflate the recorded crime rate in the city. This effect is also seen in other similar LAs: indeed levels of violent crime across Norwich LA are similar to those in the other 15 CDRP Family Group LAs, although higher than in Coventry, Liverpool, Exeter, Plymouth and Newcastle-upon-Tyne.

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<sup>3</sup> It is not possible to identify how many of these registrations are actually working in the city. Many may register in Norwich but work elsewhere such as across rural Norfolk. Conversely, overseas workers may have registered elsewhere (such as their first major destination in the UK), but be working in the city.

- 1.6.2 In addition, safer and stronger communities issues are relevant to a number of the other key challenges. For example, the increased levels of migrant workers has a potential impact on employment rates for other disadvantaged groups across the city such as those with low skills.

## 1.7 Local economy: What are the key challenges in tackling deprivation?

- 1.7.1 Three key challenges relating to the local economy were identified:

### *Linking those with low skills to the labour market*

- Norwich District experiences 'skills polarisation': as well as having a higher proportion of degree level qualifications than the national average, more than 30% of people in Norwich are qualified to below Level 2 (equivalent to five GCSE grades at A\*-C level)
- Those with no qualifications are at increased risk of experiencing worklessness – employment and economic activity rates are poor for this group, and well below county, regional and national averages. The proportion of those with no qualifications that are economically *inactive* is higher in Norwich District (35%), than in Norfolk (30%), the East of England region (29%) and similar to England as a whole (35%). Of those with no qualifications who are economically *active*, a greater proportion is unemployed (6.4%) than in Norfolk (4.4%), the East of England (3.9%) and England as a whole (5.2%)
- Those with no qualifications who are employed are overwhelmingly concentrated in low-skilled and low-paid occupations
- This is in part likely to be due to difficulties in accessing employment as a result of competition with other more highly skilled residents across the city. The most recent estimates suggest that nearly two-in-five of the economically active population in Norwich have a degree level qualification or higher. Significant numbers of people (more than 1,600) with degree level qualifications are employed in elementary occupations typically requiring lower skills
- There is also likely to be competition for lower-skilled jobs from students and migrant workers.

### *Tackling wider worklessness*

- Unemployment levels are falling across the city, however unemployment claimant levels remain significantly above county, regional and national averages. The level of long-term claimants is also high, accounting for nearly one-quarter of all Jobseekers Allowance (JSA) claimants
- Although the benefit count in May 2007 showed 2,600 people across the city receiving JSA, claimant flow analysis identifies up to 9,500 people having been on JSA over the course of the previous year
- Worklessness benefit levels are primarily driven by incapacity benefit. 6,900 people are receiving Incapacity Benefit (IB) compared with 2,600 receiving JSA. The proportion of people claiming IB has been increasing across Norwich LA (in contrast to JSA levels).



People with a limiting long-term illness are half as likely to be economically active as the population as a whole across the District

- There is also evidence of *hidden unemployment* in Norwich District – this covers those people who are economically inactive who would like a job but are not actively seeking work. Estimates from the Annual Population Survey suggest that 6.9% of working age adults across Norwich are economically inactive but would like a job
- Although the majority of unemployed people across Norwich District are white, data from the Census suggests that unemployment among Black African and Black Caribbean groups is above average
- More than three quarters of JSA claimants across Norwich District are male, although females are more likely to be economically inactive.

*Addressing 'in work' low income*

- Resident weekly earnings in Norwich District are below county, regional and national averages. Norwich is among the 10% of LAs in the country with the lowest median earnings, with only Great Yarmouth having lower earnings in the region
- The lowest earners in Norwich earn only one-fifth the median national wage
- Male earnings across Norwich are significantly higher than female earnings. This is likely to be partly linked to a higher proportion of women part-time workers, although also linked to over-representation of women in relatively low-paid sectors such as health, education, and customer service

- 1.7.2 In addition, local economy issues are relevant to a number of the other key challenges. For example, there are important links between wider worklessness and poor-health. For example, those workless for ill health reasons are more likely to be long-term workless.



## Section 2 Introduction

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### 2.1 Introduction and context

- 2.1.1 Partners across Norwich are looking for a clear picture of the priorities for programmes tackling deprivation across the city, and an understanding of which interventions will produce the best outcomes in addressing social exclusion and inequality.

#### *Project objectives*

- 2.1.2 The objectives of this project are:

- Map existing activity of people based regeneration activity including levels of investment, activities, method and location of delivery, client group and targets;
- Highlight duplication in existing activity;
- Determine whether current activity fits to priorities/needs of the CoNP Sustainable Community Strategy (SCS);
- Highlight gaps in activity in relation to the needs of Norwich;
- Demonstrate alignment between funding streams; and
- Identify and cost projects and programmes to meet the city's needs, building on national evidence-based best practice. This should enable 'off the shelf' projects to be put forward to deliver against the City's needs in the LAA.

#### *The project is run in three Phases – this report covers only Phase One*

- *Phase One - Identifying the challenge – Deprivation in Norwich.* The first Phase of the project provides a baseline picture of deprivation and social exclusion across Norwich, in order to identify how the city is doing in comparison with regional and national and comparator areas; which neighbourhoods and communities across the city are doing less well; and drawing out any implications for future programmes
- *Phase Two - Mapping and Reviewing Existing Activity.* In the second Phase, carried out alongside Phase one, we map existing activity of people based regeneration in order to highlight the levels of investment, activities (duplication, gaps and alignment), methods and locations of delivery and targets of externally funded programmes set against the CoNP Sustainable Community Strategy. We also review current and proposed activity to identify best practice in particular localities and/or with communities of interest in those programmes
- *Phase Three - Bringing it together.* In this Phase, commencing the delivery of Phase One and two, we set the findings of the mapping and review of current activity in Phase Two against the Norwich Needs analysis prepared in Phase One. This enables us both to highlight gaps in activity related to the needs of Norwich and to develop assessment criteria for identifying suitable future programmes.

## Appendix A      The Index of Multiple Deprivation 2007 in Norwich

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### A.1      Summary

- Norwich is a highly deprived local authority: in terms of average IMD score it ranks 62<sup>nd</sup> of 354 LAs in England and 2<sup>nd</sup> of 49 LAs in the East.
- The situation remains fairly similar to 2004, when it ranked 61<sup>st</sup> and 1<sup>st</sup> respectively. Moreover, the same areas that were experiencing the highest deprivation in 2004 are the most deprived in 2007.
- Norwich is especially deprived in terms of Education: ranking 25<sup>th</sup> of 354 LAs in the country.
- Income and Employment deprivation are also high and in 2007 there are almost 3000 more people experiencing income deprivation than in 2004.
- Norwich is relatively more Health deprived than in 2004: in 2007 there are 21 LSOAs ranking among the 20% most deprived in England whilst there were only 8 in 2004.
- On the other hand, it is relatively less Crime deprived: the number of LSOAs among the 20% most deprived in England has gone from 35 to 24.
- Deprivation in Norwich is wide spread, with nearly 56% of LSOAs ranking among the 30% most deprived in England.
- The level of multiple deprivation is also high. Deprived areas in Norwich are likely to experience Income, Employment, Health, Education and Crime deprivation at the same time.

### A.2      Background

A.2.1      The Index of Multiple Deprivation 2007 (IMD 2007) is the Government's official measure of multiple deprivation at small area level. The IMD 2007 updates the IMD 2004 using more recent data.

*The IMD is composed of seven different domains*

- A.2.2      The concept of multiple deprivation underlying the IMD 2007 is that separate types of deprivation exist and are measurable. The IMD 2007 consists of seven types or "domains" of deprivation, namely:
- Employment deprivation
  - Income deprivation
  - Health deprivation and disability
  - Education, skills and training deprivation
  - Crime
  - Living environment deprivation
  - Barriers to housing and services

- A.2.3 There are also two supplementary indices (Income Deprivation Affecting Children and Income Deprivation Affecting Older People).
- A.2.4 Within each domain, several indicators are combined to create a domain-level score and a rank. The former indicates the levels of deprivation in an area; the latter relates the levels of deprivation to other areas across England (or across a region).
- A.2.5 The scores of each domain are also combined to produce the overall Index of Multiple Deprivation 2007. The IMD 2007 and the individual domains are released at Lower Layer Super Output Area (SOA) level<sup>215</sup>.

*The full Indices of Deprivation (ID) 2007 contains several measures of deprivation*

- A.2.6 The ID 2007 consists of the main IMD 2007 as well as separate scores for the seven domains of deprivation. It also includes the two additional indices of income deprivation in children and older people, as well as six District and county level summary scores. Taken together the Indices are referred to as the Indices of Deprivation 2007<sup>216</sup>.

*The methodology has remained substantially the same however there are some changes*

- A.2.7 The methodology has essentially remained unchanged and most indicators are equivalent to their ID 2004 counterparts. It is therefore possible to compare ranks between the 2004 and 2007 indices<sup>217</sup>.
- A.2.8 Although most change is likely to reflect real relative differences between the two time periods, some change will be occasioned by the substitution of some indicators. This is especially the case for the Income Deprivation Domain, where new indicators have been included to account for the reforms in the social security system.
- A.2.9 Moreover, some of the change will be due to recalibration of the population estimates (the denominators of the indices) carried out by the ONS.

### **A.3 Deprivation in Norwich is still high**

*Norwich is still highly deprived in comparison to other LAs in England and in the East*

- A.3.1 According to the Local Authority Summaries of the ID 2007<sup>218</sup>, reported in the table below, Norwich is still a highly deprived local authority, ranking 62<sup>nd</sup> out of 354 LAs in England, in terms of Average IMD score.

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<sup>215</sup> For more detail on the geographies in this report see Appendix B.

<sup>216</sup> For a full description of the ID 2007 including the domain indicators and the summary measures see the Methodology section and the Appendix A.

<sup>217</sup> However, as in 2004, it is not possible to compare the scores.

<sup>218</sup> Six Local Authority level summaries of the IMD 2007 have been produced. They are described in detail in the Appendix 1.

- A.3.2 In 2004, the situation of Norwich relative to other LAs in England was similar, as the rankings of the LA summaries have not shifted significantly since 2004.

Deprivation in Norwich: Local Authority Summaries, 2007 and 2004

	National Rank (where 1 is most deprived and 354 least deprived)		Regional Rank (where 1 is most deprived and 48 is least deprived)	
	2007	2004	2007	2004
Average Score	62	61	2	1
Average Rank	59	55	2	1
Extent	49	50	1	1
Local Concentration	96	90	5	2

Source: OCSI (2008) from IMD 2007 and IMD 2004

- A.3.3 Within the region, Norwich is the second most deprived local authority after Great Yarmouth, both in terms of Average IMD Score and the Average IMD rank.
- A.3.4 Relative to the region Norwich is currently less deprived than in 2004, when Norwich ranked first on both indicators.

*The number of people experiencing Income deprivation has increased since 2004*

- A.3.5 The *Income Scale* (and its sub indices IDACI and IDAOP) and the *Employment Scale* indicators reported below, give an absolute measure of deprivation as they provide the number of people experiencing income and employment deprivation respectively.

Income and Employment Scale in 2007 and 2004

	Number of people experiencing deprivation	
	2007	2004
Income Scale	24,239	21,460
Income Deprivation Affecting Children (IDACI)	6,501	6,413
Income Deprivation Affecting Old People (IDAOP)	5,257	4,720
Employment Scale (score)	9,539	9,339

Source: OCSI (2008) from IMD 2007 and IMD 2004

- A.3.6 In 2007 there are more people experiencing income deprivation than in 2004.
- A.3.7 The number of people in income deprivation is 24,239 in 2007 and was 21,460 in 2004. Young children experiencing income deprivation have gone from 6,413 in 2004 to 6,501 in 2007. Similarly the number of old people experiencing income deprivation has grown from 4,720 to 5,257.
- A.3.8 The number of people experiencing employment deprivation has increased marginally. There are 9,539 people experiencing deprivation in 2007 as compared to 9,339 in 2004.

#### **A.4 The geographical distribution of deprivation has not changed**

*The same LSOAs rank among the 20% most deprived in the country in 2007 and 2004*

- A.4.1 Of the 79 LSOAs within Norwich, 42 are relatively less deprived in 2007 than they were in 2004 and 32 LSOAs are now relatively more deprived.
- A.4.2 However, the overall area distribution of deprivation has remained nearly unchanged since 2004.
- A.4.3 In fact, although the number of LSOAs ranking among the 10% most deprived in the country has decreased from 11 to 7, almost all the LSOAs that ranked among the 20% most deprived in England in 2004, still rank in that group.
- A.4.4 In 2007, 28 LSOAs in Norwich were among the 20% most deprived in England, all of which were already part of this group in 2004. Only one LSOA, Thorpe Hamlet (E01026851) was among the 20% most deprived in 2004- in 2007 it ranks among the 20 to 30% most deprived LSOAs in England.

*Almost all the 10 most deprived LSOAs were already so in 2004*

- A.4.5 The national and regional ranking of the 10 most deprived LSOAs in 2007 is provided in the table below.
- A.4.6 With the exception of Wensum (E01026869) and Bowthorpe (E01026793), all the LSOAs below ranked among the 10 most deprived also in 2004.
- A.4.7 Wensum (E01026869) was the 15<sup>th</sup> most deprived LSOA in Norwich in 2004, whereas Bowthorpe (E01026793) was the 11<sup>th</sup>.

National and Regional IMD ranks of the 10 most deprived LSOAs in Norwich

LSOA	IMD SCORE NATIONAL RANK 2007	IMD SCORE NATIONAL RANK 2004	IMD 2007 REGIONAL RANKS	IMD 2004 REGIONAL RANKS
Mancroft E01026827	1456	3200	25	71
Mile Cross E01026833	1487	1656	26	21
Thorpe Hamlet E01026848	1546	1745	27	24
Crome E01026808	2548	3138	56	67
Catton Grove E01026800	2809	2966	65	60
Wensum E01026867	2885	2729	72	54
Bowthorpe E01026793	3227	3231	82	73
Wensum E01026865	3268	3139	84	68
Mancroft E01026826	3308	3096	86	66
Wensum E01026869	3315	3823	87	95

Source: OCSI (2008) from IMD 2007 and IMD 2004.

*However, in comparison to the region, some LSOAs in Norwich are relatively less deprived*

- A.4.8 As compared to other areas in the region Norwich is relatively less deprived than in 2004. Whilst in 2007 the proportion of LSOAs in the most deprived 10% has remained the same as in 2004 (38 LSOAs), in 2007 5 less LSOAs are among the 10-20% most deprived of the region.

## A.5 Deprivation in Norwich is spatially spread

*The Extent and Local Concentration scores suggest that in Norwich deprivation is spread across several LSOAs.*

- A.5.1 The Extent and Local Concentration Scores are two summary indicators of deprivation at LA level.
- A.5.2 The Extent score provides a measure of the proportion of people in Norwich that live in the 10% most deprived areas in the country and Norwich ranks as very deprived on this measure (49<sup>th</sup> out of 354).
- A.5.3 The Local Concentration score gives an indication of the average level of deprivation across the 10% most deprived areas in the District. Norwich ranks as relatively less deprived on this indicator (96<sup>th</sup> out of 354).
- A.5.4 These two findings must be combined together to understand the distribution of deprivation in Norwich: whilst we know, from the Extent score, that a large number of people live in areas that are highly deprived as compared to England, the Local Concentration score tells us that the most deprived areas in Norwich do not have an especially high level of deprivation.

A.5.5 Taken together these measures indicate that in Norwich, the level of deprivation is highly spread.

*55% of Norwich LSOAs are among the 30% most deprived of the country*

A.5.6 The above intuition is confirmed by LSOA level analysis which indicates that 44 of the 79 LSOAs in Norwich (over 55% of the total), rank among the 30% most deprived in England.

A.5.7 A similar picture emerges in comparison to the region: 47 of the 79 LSOAs in Norwich (nearly 60% of the total) are among the 20% most deprived in the region.

## A.6 Norwich is highly deprived across most domains

A.6.1 As highlighted above, separate types of deprivation exist and contribute to the overall deprivation level. The table below shows the average rank of Norwich, both in respect to England and the East, for the 7 domains of the IMD 2007.

A.6.2 Compared to England as a whole and to the East of England, Norwich scores poorly in most domains with the exception of Barriers to Housing.

- At the national level, Norwich is highly deprived in terms of Education, ranking on the top 10% of all LAs in England (25<sup>th</sup> out of 354).
- Income and Crime deprivation are also fairly high, with Norwich ranking respectively 57<sup>th</sup> and 59<sup>th</sup> out of 354 LAs in England
- At the regional level, Norwich is the most deprived local authority in terms of Health, whilst it scores 2<sup>nd</sup> on Living Environment and Education.

Norwich ranks of ID domains 2007

Domain	National Rank 2007 (where 1 is most deprived and 354 is least deprived)	Regional Rank 2007 (where 1 is most deprived and 48 is least deprived)
Income	57	3
Employment	83	4
Education	25	2
Health	85	1
Crime	59	4
Living Environment	66	2
Barriers to Housing	178	29

Source: OCSI analysis of Indices of Deprivation 2007.

## A.7 Education deprivation is still high and Health deprivation is increasing

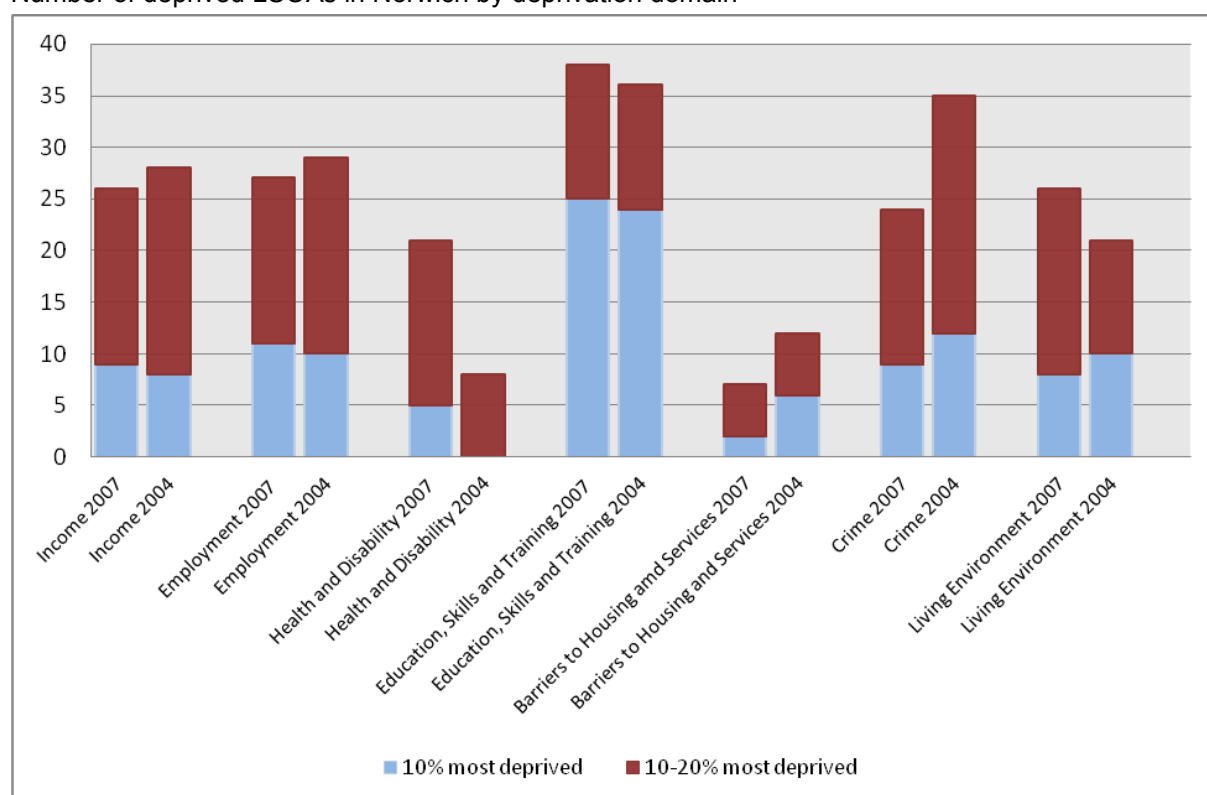
A.7.1 To compare how the domains of deprivation have changed over time, the graph below shows the number of LSOA ranking among the 20% most deprived in England for each domain, both for 2004 and for 2007.

A.7.2 Overall the following situation emerges

- In both 2007 and 2004, Education, Income and Employment deprivation are high
- Norwich is relatively more Education deprived than in 2004. In 2007, there are more LSOAs ranking among the 10% and the 10-20% most deprived areas in the country
- Norwich is relatively less deprived in terms of Crime. In fact, in 2004 35 LSOAs in Norwich (44%) ranked among the most deprived in the country and in 2007 9 less LSOAs rank among the most deprived in the England
- Norwich is relatively less deprived than in 2004 on the Barriers to Housing domain.

A.7.3 The most important thing to notice is the significant relative increase in Health deprivation. In 2004, no LSOA in Norwich ranked among the 10% most deprived in the country. However, in 2007, 5 LSOAs ranked among the 10% most deprived in England and 16 among the 10-20% most deprived.

Number of deprived LSOAs in Norwich by deprivation domain



Source: OCSI analysis of Indices of Deprivation 2007

## A.8 There are high levels of multiple deprivation

- A.8.1 The levels of multiple deprivation in Norwich are high: Income, Employment, Health, Education and Crime deprivation are highly correlated with each other. This means that if an area experiences one type of deprivation, it is likely to experience the others.
- A.8.2 The table below reports the most deprived LSOAs in Norwich and, for each domain, it indicates whether the LSOA is among the 20% most deprived in England.

### Multiple deprivation in the 10 most deprived LSOAs in Norwich



Deprivation Domain	Income	Employment	Health And Disability	Education Skills And Training	Crime	Barriers To Housing And Services	Living Environment
Mancroft E01026827	✓	✓	✓	✓	✓		✓
Mile Cross E01026833	✓	✓	✓	✓	✓		
Thorpe Hamlet E01026848	✓	✓	✓	✓	✓		✓
Crome E01026808	✓	✓	✓	✓	✓		
Catton Grove E01026800	✓	✓	✓	✓	✓		
Wensum E01026867	✓	✓			✓		
Bowthorpe E01026793	✓	✓	✓	✓			
Wensum E01026865	✓	✓	✓	✓	✓		
Mancroft E01026826	✓	✓	✓		✓		✓
Wensum E01026869	✓	✓	✓	✓			

Source: OCSI analysis of Indices of Deprivation 2007.

- A.8.3 The table confirms that highly deprived areas are likely to be highly deprived on several different domains of deprivation.
- A.8.4 In line with the above results of the analysis of deprivation domains, none of the 10 most deprived areas in Norwich experiences deprivation in the Barriers to housing domain and only three experience environment deprivation.

# Summary Report: Tackling Deprivation in Norwich

Report to Norwich City Council  
&  
City of Norwich Partnership

May 2008

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## Summary Report

### 1. Introduction

#### A. Background to the research

1.1 Holden McAllister and Oxford Consultants for Social Inclusion (OCSI) have been commissioned to undertake research to enable the City of Norwich Partnership (CoNP) to gain a clear understanding of the current programmes of activity that are targeted to tackling deprivation in the city, and to put the CoNP in a position to inform and shape the future priorities of the Norfolk Local Area Agreement (LAA) to maximise the use of 'single pot' funding and ultimately to enable the effective scrutiny of mainstream funding in addressing the needs of Norwich.

1.2 We have produced three research reports:

- Phase One '*Norwich Needs*' analysis drawing together a strong evidence base outlining deprivation on an *area* and *issue* basis including the new Index of Multiple Deprivation (IMD) data 2007.
- Phase Two report mapping and reviewing key people based regeneration provision across the public, voluntary, community and private sectors highlighting the levels of investment, activities, methods and locations of delivery and targets of externally funded programmes.
- Phase Three report setting the findings of the mapping and review of current activity in Phase Two against the Norwich Needs analysis prepared in Phase One.

#### B. The Key Deprivation Challenges

1.3 From our review of existing research, and additional primary analysis, we have identified *ten key deprivation challenges* facing the city:

- Improving outcomes for children in low income and out of work households
- Strengthening transition pathways from school into education or employment
- Linking those with low skills to the labour market
- Tackling wider worklessness
- Addressing 'in work' low income
- Tackling the additional barriers faced by people with mental health issues

- Reducing health inequalities across the city
- Reducing substance misuse levels
- Lowering violent crime levels across the city
- Making best use of migration and population change.

### C. Report Structure

- 1.4 In this Summary Report we begin by briefly setting out the local and national policy context and summarising national evidence related to the general strengths and limitations of people based regeneration programmes and consider their strategic implications for renewal activity in Norwich. We then outline the key deprivation challenges and consider the barriers to tackling these. We move on to summarise the main interventions that are currently taking place to address these challenges, identifying any duplication and gaps in activity, and their links to the Sustainable Community Strategy (SCS) and the LAA. We summarise (from our review of local and national best practice) the interventions that are likely to work in addressing the key challenges. We conclude by outlining our recommendations for proposed strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes.

Key Line of Enquiry	Key Information Sources
What are the key deprivation challenges?	▪ Based upon 'Norwich Needs' analysis drawing together a strong evidence base outlining deprivation on an <i>area</i> and <i>issue</i> basis including the new IMD data 2007
What are the barriers to tackling the key challenges?	▪ Based upon local research ▪ Programme manager interviews
What additional actions are likely to work?	▪ Based upon findings from review of national and local best practice
What action is likely to be most effective in tackling key challenges?	▪ Based on the above our recommendations for proposed strategic priorities and interventions

## 2. The Local and National Policy Context

2.1 In this section we begin by briefly setting out the local and national policy context.

### A. The Sustainable Community Strategy

2.2 The Sustainable Community Strategy (SCS) has an ambitious vision: to make Norwich the best city in the world to live, work, learn and visit. The Strategy is framed under 6 themes and actions. Many of these are highly relevant to this needs analysis.

Theme	Actions
Theme 1: City of Economic Growth and Enterprise	<ul style="list-style-type: none"> <li>To help enterprise flourish</li> <li>To raise aspirations, skills and achievement</li> <li>To develop the right infrastructure for business</li> <li>To raise Norwich's profile</li> </ul>
Theme 2: City of Environmental Excellence	<ul style="list-style-type: none"> <li>To become a low-carbon city</li> <li>To minimise our use of global resources</li> <li>To become a model city for the management of the natural and historic environments</li> </ul>
Theme 3: City of Culture and Creativity	<ul style="list-style-type: none"> <li>To inspire people</li> <li>To create an environment where things can happen</li> <li>To improve quality of life</li> <li>To promote Norwich as a city of culture</li> </ul>
Theme 4: City of Safe and Strong Communities	<ul style="list-style-type: none"> <li>To reduce crime and anti-social behaviour</li> <li>To support families in crisis</li> <li>To reduce the harm caused by alcohol</li> <li>To improve neighbourhood engagement</li> </ul>
Theme 5: City of Health and Well-being	<ul style="list-style-type: none"> <li>To reduce poverty and disadvantage</li> <li>To reduce the incidence of mental health problems</li> <li>To reduce health inequalities</li> </ul>
Theme 6: City of Learning and Personal Development	<ul style="list-style-type: none"> <li>To improve levels of educational attainment</li> <li>To boost aspirations of and opportunities for people of all ages</li> </ul>

### B. Norfolk LAA

2.3 The wider local policy context is focused around the Norfolk LAA. The outcome framework highlights the following priorities for improvement:

LAA Outcome	Actions
<b>1. Thriving economy</b>	<ul style="list-style-type: none"> <li>▪ Providing more opportunities for people in employment, or currently out of employment, to improve their vocational skills</li> <li>▪ Reducing the number of people in the county who are out of work and dependent on benefits</li> <li>▪ Attracting businesses to and supporting businesses in Norfolk, particularly those offering higher skilled jobs</li> <li>▪ Improving transport and access to employment</li> </ul>
<b>2. Improving skills and fulfilling aspirations</b>	<ul style="list-style-type: none"> <li>▪ Improving basic skills and encouraging lifelong learning</li> <li>▪ Continuing to raise educational attainment</li> <li>▪ Continuing to reduce the number of young people not in employment, education or training</li> </ul>
<b>3. Improving housing</b>	<ul style="list-style-type: none"> <li>▪ Increasing the number of affordable homes available in the county</li> <li>▪ Addressing the growth agenda in Norfolk and increasing the overall number of additional homes provided</li> <li>▪ Improving the quality of homes provided by the private sector in the county</li> </ul>
<b>4. Environmental sustainability</b>	<ul style="list-style-type: none"> <li>▪ Adapting to and mitigating for the affects of climate change in the county</li> <li>▪ Maintaining and enhancing the Norfolk's biodiversity</li> <li>▪ Reducing the amount of waste that needs to be land filled</li> </ul>
<b>5. Stronger communities</b>	<ul style="list-style-type: none"> <li>▪ Promoting strong, cohesive communities where diversity is valued and positive relationships exist between people from all backgrounds and in all areas of community life</li> <li>▪ Increasing the participation of people in their local communities and encouraging active citizenship</li> <li>▪ Developing an environment in which voluntary and community organisations can thrive</li> <li>▪ Increasing the engagement of people in the arts and cultural life of the county</li> </ul>
<b>6. Safer communities</b>	<ul style="list-style-type: none"> <li>▪ Raising the confidence of communities in the safety of their local area</li> <li>▪ Reducing the incidence of anti-social behaviour</li> <li>▪ Protecting vulnerable people, particularly young people, older people, and people vulnerable to domestic abuse</li> <li>▪ Improving support to offenders to prevent them from re-offending, particularly prolific and priority offenders</li> <li>▪ Reducing the harm caused by the misuse of drugs and alcohol</li> <li>▪ Continuing to reduce the number of people killed and seriously injured on Norfolk's roads</li> </ul>
<b>7. Supporting independence</b>	<ul style="list-style-type: none"> <li>▪ Focusing on early intervention and prevention, particularly for vulnerable people</li> <li>▪ Improving access to information and services, particularly for vulnerable people</li> </ul>



LAA Outcome	Actions
8. Improving health and well being	<ul style="list-style-type: none"> <li>Continuing to improve our services to meet the needs of individuals</li> </ul>
	<ul style="list-style-type: none"> <li>Reducing health inequalities in the county</li> </ul>
	<ul style="list-style-type: none"> <li>Helping more people to stop smoking</li> </ul>
	<ul style="list-style-type: none"> <li>Reducing the number of children, young people and adults who are obese</li> </ul>
	<ul style="list-style-type: none"> <li>Reducing the number of teenage pregnancies</li> </ul>
	<ul style="list-style-type: none"> <li>Reducing the harm caused by drug and alcohol misuse</li> </ul>
	<ul style="list-style-type: none"> <li>Improving mental health and emotional well-being</li> </ul>

### C. Strengths and Limitations of People Based Regeneration

- 2.4 In order to set the context for the review of people based renewal programmes in Norwich, it is worthwhile briefly considering some of the national evidence related to the general strengths and limitations of **people based** regeneration programmes.
- 2.5 There is an important distinction to be drawn between place and people based outcomes:
- **People based** outcomes relate to individual or household circumstances: educational attainment, employment status, personal health etc.
  - **Place based** indicators assess change for a renewal area as a whole: the attractiveness of the area, environmental considerations, views on the local community, crime and fear of crime etc.
- 2.6 The Government is undertaking a review of sub-national economic development and regeneration in England The review examines mechanisms to drive sub-regional collaboration, such as city-regions. The Government's review report points out that:
- “Economic inequalities between places are often manifested in spatial concentrations of deprivation. Although the initial underlying causes of deprivation often relate to structural economic change and personal characteristics, deprivation can become spatially concentrated by place-based factors. However, once concentrated, the symptoms of deprivation can interact with each other and with place specific factors to perpetuate or worsen poor outcomes for a community. The inter-locking drivers of area deprivation fall into three categories:
- a weak economic base – barriers to work for individuals, poor skills or connectivity or factors discouraging business investment;

- poor housing and local environments and unstable communities, characterised by concentrations of poor vulnerable residents, high levels of disorder and antisocial behaviour, and poor physical connectivity with labour markets; and
  - poor performing public services and delivery of support to deprived areas.
- 2.7 New Deal for Communities (NDC) is the most longstanding spatially based regeneration programme in Norwich; so we now turn to the evidence from the NDC national evaluation of the efficacy on spatially based approaches to renewal, and on the tensions which exist in achieving both people and place based outcomes.
- 2.8 The NDC evaluators examine the argument that a focus on neighbourhoods is appropriate because area effects accentuate deprivation for those living with them. The argument for area based regeneration is founded on the premise that area effects may include being distanced from wider job markets, reputation of areas affecting life chances and so on; so living in deprived areas may accentuate deprivation. On the other hand, the NDC evaluators point out, “it can be argued that poorer residents tend to live in particular deprived areas because housing markets concentrate them into neighbourhoods with poorer quality social and rented, or cheaper owner-occupied, accommodation. Their real needs are not confined to areas but are about educational, health and job training services operating across city regions”.
- 2.9 The NDC evaluation findings point to the interdependency of elements of neighbourhood renewal activity: change in one outcome being associated with change in others. The evaluators have argued that if NDCs (or other neighbourhood renewal programmes) are to achieve their longer term outcomes they need to address place and people based outcomes simultaneously:
- “to help ‘stabilise’ their local neighbourhood by instigating **place based** interventions notably physical refurbishment programmes designed to enhance the **quality and choice of housing** and to improve the local environment; such developments should help retain relatively less disadvantaged residents who might otherwise leave NDC areas.
  - at the same time these relatively better off and more economically active cohorts will form a critical base from which **people based** outcomes in education, health and worklessness are most likely to be achieved; and the more improvements occur in education and

health services the more likely it will be that those who might otherwise prefer to leave NDC areas, will in time be inclined to stay.”

- 2.10 The national evaluators analysis of the 20 ‘greatest change’ national indicators shows more signs of positive change in relation to place (attitudes to the area, crime, fear of crime) rather than people based regeneration (health, education, worklessness) based outcomes. The evaluators suggest that this may be due to a number of factors including the fact that NDCs have found it easier to introduce place based interventions, and also that area based change data is more likely to identify place, rather than people, based outcomes.

#### **D. What are the implications for Norwich?**

- 2.11 In keeping with the national NDC research, the NDC in the North Earham, Larkman & Marlpit (NELM) area has also found that generally it has been easier to achieve place-based outcomes than people based outcomes. Improving inter-related education, health and workless outcomes remains a key challenge not only in the NELM area, but also across the deprived areas and populations in the City.
- 2.12 People and place-based regeneration needs to be seen as two sides of the same coin with locally based coordination of renewal activity at the neighbourhood level (e.g. through local organisations such as the NELM Development Trust, or through neighbourhood management initiatives or neighbourhood/area forums).
- 2.13 At the moment the coordination arrangements for area-based regeneration are something of a patchwork quilt in Norwich. This is partly explained by the relatively ‘ad hoc’ way in which funding programmes have come into the city, often with short lead times set by central government, and partly by the absence, so far as we can tell, of a clear strategy for neighbourhood coordination as an aspect of the SCS. We would recommend that:

#### **R.1 The CoNP reviews and develops a plan as part of the SCS for setting in place appropriate coordination arrangements for area-based regeneration in Norwich.**

- 2.14 However, as we have noted from the national research the needs of deprived groups are not confined to neighbourhoods, but are also about educational, health, job training and employment services operating across city. This is where programmes such as the Investing in Communities (IiC) and Local Enterprise Growth Initiative (LEGI) programmes are important.

- 2.15 For the key deprivation challenges, which are examined in the next section of this report, to be addressed, there is a need for mechanisms for the development of citywide regeneration programmes to be better integrated and coordinated under the umbrella of the CoNP. We would recommend that:

**R.2 The CoNP and its partners establish improved mechanisms for the coordination of bids for, integration of, and the delivery of citywide regeneration programmes.**

### 3. Tackling the Key Deprivation Challenges

#### A. What are the key challenges?

3.1 As there are strong interconnections and interdependencies in the activities needed to address the key deprivation challenges, we have grouped the key challenges under the four main pillars of neighbourhood renewal.

Theme	Key Challenges
Adult health and well-being	<ul style="list-style-type: none"> <li>▪ Reducing health inequalities across the city</li> <li>▪ Tackling the additional barriers faced by people with mental health issues</li> <li>▪ Reducing substance misuse levels</li> <li>▪ Adult health and well-being issues are relevant to a number of the other key challenges. For example, the links between wider worklessness and poor-health.</li> </ul>
Children and young people	<ul style="list-style-type: none"> <li>▪ Improving outcomes for children in low income and out of work households</li> <li>▪ Strengthening the transition pathways from school into education or employment</li> <li>▪ Children and young people issues are relevant to a number of the other key challenges. For example the links between transition pathways from school into education or employment, and wider worklessness and low skills</li> </ul>
Safer and Stronger Communities	<ul style="list-style-type: none"> <li>▪ Making best use of migration and population change</li> <li>▪ Lowering violent crime levels across the city</li> <li>▪ Safer and stronger communities issues are relevant to a number of the other key challenges. For example, increased levels of migrant workers has a potential impact on employment rates for other disadvantaged groups across the city such as those with low skills.</li> </ul>
Local Economy	<ul style="list-style-type: none"> <li>▪ Linking those with low skills to the labour market</li> <li>▪ Tackling wider worklessness</li> <li>▪ Addressing 'in work' low income</li> <li>▪ Local economy issues are relevant to a number of the other key challenges. For example there are important links between wider worklessness and poor-health</li> </ul>

## **B. Are deprived areas narrowing the gap?**

*Outcome trend data available at small area level appears to show that the most deprived areas across the city are not “closing the gap”*

- 3.2 The best data available to explore whether the most deprived areas across the city are “closing the gap” against the city as a whole are the DWP benefits datasets, which are published on a quarterly basis to SOA level. The six benefits analysed are: Working Age Client Group, Jobseekers Allowance, Incapacity Benefit, Income Support, Disability Living Allowance and Pension Credit.
- 3.3 The benefit trends indicate that the most deprived 20% of areas across Norwich are not improving at a faster rate than the city as a whole on any measure. However, the Pension Credit and Disability Living Allowance claimant rate levels have increased at a slower rate across the most deprived areas compared with the city as a whole, suggesting that on these measures the most deprived areas are “closing the gap” (it is worth noting however, that both areas are getting more deprived).

*The proportion of people claiming Income Support, Jobseekers Allowance and Working Age DWP benefit claimants as a whole are declining across Norwich and the most deprived 20% of areas alike*

- 3.4 However, in terms of these measures, the most deprived areas are not closing the gap with Norwich, as benefit claimant rates as a whole, and for Jobseekers Allowance in particular, are falling at a faster rate city wide than in the most deprived 20% of areas.

*The proportion of people claiming Incapacity Benefit is rising at a faster rate across the most deprived areas than across the city as a whole*

- 3.5 The Incapacity Benefit (IB) claimant rate across Norwich has risen sharply between 1999 and 2007 with a rise of over 3% over the period.
- 3.6 IB claimant rates have risen particularly sharply across the most deprived areas in the city, with the proportion of people claiming IB in the most deprived 20% increasing by 11% between 1999 and 2007 (more than three times the increase across the city as a whole).

## **C. Tackling deprivation**

- 3.7 The officer group which met with the consultants to commission the research asked the consultancy team to map and review the following people-based regeneration programmes in Norwich: Neighbourhood Renewal Fund, New Deal for Communities, Investing in Communities,

Local Enterprise Growth Initiative, Learning and Skills Council, Job Centre Plus, Sure Start/Children's Centres, Children's Fund, Safer and Stronger Communities Fund & the Safer Norwich Partnership, Arts and Lottery funding.

- 3.8 For each of the four main pillars of neighbourhood renewal we now consider five questions:
1. What are the key challenges in tackling deprivation?
  2. What are the barriers that interventions need to tackle?
  3. Which interventions are likely to work?
  4. What interventions are currently taking place to address these challenges - including current overlap and gaps?
  5. What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes?
- 3.9 We should state clearly that the review was not commissioned to encompass mainstream programme contributions that there are to meeting the 10 key challenges. Thus the elements of local practice, which are identified in the report, come mainly from the additionally funded, people based regeneration programmes that were the subject of the review.

#### **D. The role of housing in tackling deprivation**

- 3.10 Whilst we were not asked to review the contribution of housing in tackling deprivation, we want to begin by acknowledging the contribution housing, and in particular the Norfolk Supporting People programme (SP), makes to this agenda.
- 3.11 Under the Local Government Act 2003, every local authority must produce a comprehensive Housing Strategy, which lays out the way in which an authority will address its local housing needs. The Greater Norwich Housing Strategy 2008-2011 has 6 key aims:

<b>Greater Norwich Housing Strategy</b>	
<i>Moving towards a balanced housing market</i>	Encouraging a market where people can access the type of homes they want, in tenure of their choice, for prices they can afford, taking into account the opportunities provided by the Greater Norwich Growth Agenda.
<i>Building sustainable and thriving communities</i>	Developing places that offer everyone a decent home that they can afford in a community in which they want to live and work, now and in the future.

<b>Greater Norwich Housing Strategy</b>	
<i>Maximising opportunities for delivering affordable housing</i>	Providing high quality affordable homes of the right types and tenures where people who cannot meet their need on the open market want to live.
<i>Achieving decent, healthy, environmentally sustainable homes across all tenures</i>	Ensuring that new and existing homes meet the requirements of their occupiers, thereby contributing to social and environmental sustainability.
<i>Providing choice and fair access to services</i>	Ensuring that everyone has equal opportunity and the necessary support to obtain and retain a suitable home.
<i>Delivering outcomes through effective partnership working</i>	Developing current partnership arrangements to make the Greater Norwich Housing Partnership a more integrated structure, focusing on delivering sub-regional priorities.

- 3.12 Central to this strategy is the view that housing is about much more than 'bricks and mortar'. Housing activity has the ability to assist people directly: preventing homelessness and helping those who are homeless; providing a fair means of access to affordable housing for those who require it; and providing accommodation and support for vulnerable people. Good design and housing management can contribute to:
- reducing crime and the fear of crime and improving community safety,
  - addressing the issues of domestic violence and hate crime,
  - improving tenant and resident participation, and
  - improving the reputation and perception of an area.
- 3.13 Research carried out by Opinion Research Services (ORS) into housing need shows that that each year 841 additional affordable homes are required in Greater Norwich. Although research by ORS shows that 12% of the need can be met through low cost ownership (shared ownership and discounted sale price), the majority of need is for the social rented sector.
- 3.14 The government has introduced the Decent Homes Standard for council and housing association properties. All social landlords have in place a programme to ensure that their properties achieve this standard by March 2010. In the private sector the Housing Strategy is working towards the target of 70% of the homes occupied by vulnerable households being decent by 2010.
- 3.15 The Norfolk Supporting People priority groups include many of those we have identified within the 10 key deprivation challenges:



- Offenders and ex-offenders;
  - Women fleeing domestic abuse;
  - Young people leaving care or at risk;
  - Gypsies and travellers;
  - Teenage parents;
  - People misusing substances;
  - Refugees;
  - Older people with support needs and frail older people;
  - People with sensory and physical disabilities;
  - People with learning disabilities;
  - People with mental health problems and
  - Migrant workers.
- 3.16 The Supporting People programmes provide support to people to help achieve and maintain independence, including sheltered housing for older people, homeless hostels, community homes for those with learning difficulties, and refuges for women fleeing domestic violence. They also fund support for people within their own homes, enabling them to maintain their tenancies, learn life skills and develop independent lives. Approximately £1.2m in home improvement grants was given in 2007 to vulnerable people to improve the quality of their homes, and increase their well being – improving health and well-being (including mental health), and avoiding the need to move home.
- 3.17 The Norfolk Commissioning Body for Supporting People awarded the contracts for the provision of floating support in the areas of the Greater Norwich Housing Partnership to Stonham HomeStay services. The new services, which started in April 2007, have a single access and referral service based in Norwich, and local teams provide generic floating support across six of the seven districts in Norfolk. Supported accommodation and floating support will enable people to live independently in the community, and new provision will help Norfolk Supporting People's priority client groups.
- 3.18 We now turn to the key deprivation challenges under the four main pillars of neighbourhood renewal and begin with adult health and well-being.

## 4. A. Adult Health and Well-being

### What are the key challenges in tackling Adult Health and Well-being?

<b>Key Challenges: Adult Health and Well-being</b>	
<b>Reducing health inequalities across the city</b>	<ul style="list-style-type: none"> <li>• Norwich is among the 10 local authorities in the country with the greatest gender gaps in terms of life expectancy.</li> <li>• There are significant variations across the city; men living in Mancroft and Thorpe Hamlet ward have nine years less life expectancy than those living in Eaton ward.</li> <li>• The most deprived neighbourhoods in Norwich face poor health outcomes not only in relation to the city as a whole but also in relation to the country. <ul style="list-style-type: none"> <li>▪ In 2007, there were more than twice as many LSOAs across Norwich ranked among the most deprived 20% of areas across England in terms of health inequalities than seen in 2004</li> </ul> </li> </ul>
<b>Tackling the additional barriers faced by people with mental health issues</b>	<ul style="list-style-type: none"> <li>• Over half of those out-of-work due to long-term sickness across Norwich have mental health problems, with the number of those out of work for mental health reasons rising sharply in recent years.</li> <li>• Mancroft has the highest levels of recorded mental health problems across Norwich.</li> <li>• Particular challenges include mental health of prisoners and young offenders, self-harm and suicide, drug and alcohol misuse, child psychiatry and mental health in older age.</li> <li>• Young men with mental health problems are at high risk of dropping out of education or work, of becoming involved with crime, and are a high-risk group for suicide. <ul style="list-style-type: none"> <li>▪ Parents with mental health problems (particularly lone parents) have very low employment rates, may not receive sufficient family support, and their children may develop emotional problems.</li> </ul> </li> </ul>
<b>Reducing substance misuse levels</b>	<ul style="list-style-type: none"> <li>• Norwich is among the 10% of local authorities in England with the highest proportion of people engaged in harmful drinking. Binge drinking rates are also among the highest in the region.</li> <li>• The city has the highest alcohol mortality rate for males of any district in the East of England. <ul style="list-style-type: none"> <li>▪ There is some (indirect) evidence of high levels of drug use across Norwich: drug offence rates are well above regional and national levels. One-third of all drug offences in Norfolk are committed in the city.</li> </ul> </li> </ul>

## What are the barriers to adult health and well-being?

4.1 National research has shown the following barriers to adult health and well-being:

<b>Barriers: Adult Health and Well-being</b>	
<b>Reducing health inequalities across the city</b>	<ul style="list-style-type: none"> <li>▪ Poor health outcomes are associated with differences in opportunity, in access to services, and material resources, as well as differences in lifestyle choices of individuals.</li> <li>▪ Lower educational attainment is significantly associated with higher rates of both coronary heart disease and infant mortality.</li> <li>▪ Particular groups are also less likely to access relevant health-care services, with for example women of Bangladeshi origin less than half as likely as those in the general population to take up invitations to cervical cancer screening.</li> </ul>
<b>Tackling the additional barriers faced by people with mental health issues</b>	<p>Research from the Social Exclusion Unit identified 5 main barriers facing those with mental health issues:</p> <ul style="list-style-type: none"> <li>▪ Stigma and discrimination: For example, fewer than four in ten employers say they would recruit someone with a mental health problem.</li> <li>▪ Professionals across sectors too often have low expectations of what people with mental health problems can achieve. There is a lack of clear responsibility for promoting vocational and social outcomes for adults with mental health problems.</li> <li>▪ People can lack ongoing support to enable them to work.</li> <li>▪ People face barriers to engaging in the community</li> <li>▪ People can struggle to access the basic services they need, in particular decent housing and transport.</li> </ul>
<b>Reducing substance misuse levels</b>	<ul style="list-style-type: none"> <li>▪ A number of risk factors have been identified for problem drug use: having parents or siblings with problem drug use; family disruption and poor attachment to, or communication with, parents; childhood abuse; childhood conduct disorder; low school grades, truancy and exclusion from school; early age onset of drug use; and poor mental health.</li> <li>▪ Alcohol misuse is particularly prevalent among homeless people, especially rough sleepers, and among prisoners/those on probation.</li> <li>▪ The prevalence of alcohol abuse problems amongst men with histories of intimate partner violence is high.</li> </ul>

## What interventions are likely to work in tackling adult health and well-being?

### *Health inequalities - what interventions are likely to work?*

4.2 The *wider determinants of health* are important here. The Department of Health (DH) identifies that actions likely to have the *greatest impact over the longer term* are:

- improvements in early years support for children and families
- improved social housing and reduced fuel poverty among vulnerable populations
- improved educational attainment and skills development among disadvantaged populations
- improved access to public services in disadvantaged communities
- reduced unemployment, and improved income among the poorest.

4.3 In the shorter term, specific interventions among disadvantaged groups are identified as most likely to have an impact. The DH highlights *key interventions contributing to closing the life expectancy gap* as:

- reducing smoking in manual social groups
- preventing and managing other risks for coronary heart disease and cancer such as poor diet and obesity, physical inactivity and hypertension through effective primary care and public health interventions – especially targeting the over-50s
- improving housing quality by tackling cold and dampness, and reducing accidents at home and on the road.

### *Mental health issues- what interventions are likely to work?*

4.4 The Social Exclusion Unit (SEU) has identified five areas for action in tackling inequalities experienced by those with mental health issues. Under each of these areas, a number of effective actions have been highlighted:

Area	Actions
<b>Stigma and discrimination</b>	<ul style="list-style-type: none"><li>▪ Challenge stigma and discrimination</li><li>▪ Action in schools</li><li>▪ Raise awareness of people's rights</li><li>▪ Promote best practice in the public sector</li></ul>

<b>The role of health and social care services</b>	<ul style="list-style-type: none"> <li>▪ Support on employment and social issues for people with severe mental health problems</li> <li>▪ Transform day services into community resources that promote social inclusion through improved access to mainstream opportunities</li> <li>▪ Advice on employment and social issues through primary care</li> <li>▪ Strengthen training on vocational and social issues for health and social care professionals</li> <li>▪ Tackle inequalities in access to health services</li> <li>▪ Promote greater take-up of direct payments to facilitate social participation</li> <li>▪ Criminal justice and mental health</li> </ul>
<b>Employment</b>	<ul style="list-style-type: none"> <li>▪ Improving access to employment programmes – DWP Pathways to Work</li> <li>▪ Easing the transition from benefits to work</li> <li>▪ Promoting enterprise and self-employment</li> <li>▪ Supporting and engaging employers of all sizes, and promoting job retention</li> </ul>
<b>Supporting families and community participation</b>	<ul style="list-style-type: none"> <li>▪ Better support for parents and their children</li> <li>▪ Promote access to adult learning, further and higher education</li> <li>▪ Promote access to volunteering and arts opportunities</li> <li>▪ Effective interventions for young people</li> <li>▪ Remove barriers to community roles</li> </ul>
<b>Getting the basics right</b>	<ul style="list-style-type: none"> <li>▪ Decent homes</li> <li>▪ Access to transport</li> <li>▪ Access to financial and legal advice</li> </ul>

### *Substance misuse - what interventions are likely to work?*

- 4.5 The National Alcohol Harm Reduction Strategy has four major work streams:
- *Improving health and treatment*, including identifying problems earlier, and developing skills in professionals;
  - *Education and communication*, including information for schools to educate about sensible drinking and the dangers of 'binge' drinking;
  - *Tackling crime and disorder* including targeting underage sales, alcohol-related violence, A&E attendances and licensing issues;
  - *Working with the alcohol industry* to develop responsible marketing.

- 4.6 There is evidence that providing intervention in primary care is a cost-effective response to reducing alcohol-related harm. Primary care is especially important because it provides an opportunity to screen for problem drinking, to identify problems at an early stage and to provide easy access to intervention. Research from the USA and Europe indicates the *usefulness of a community systems approach* – where a co-ordinated programme of activity is based on partnerships between agencies.

**What interventions are currently taking place to address the challenges to adult health and well-being?**

*Existing programmes and activities*

- 4.7 The SCS identifies “poorer health associated with areas of deprivation” as one of the key challenges facing the City.
- 4.8 Promoting health and well-being is also a key priority for NELM, which has been monitoring itself against key targets for smoking cessation, improving psychical activity, reducing the number of residents on anti-depressants, and achieving a reduction in teenage conceptions.
- 4.9 WNF supersedes the government’s NRF, but Norwich will only receive transitional WNF funding for the next two years. A key objective of the Norwich NRF programme has been to tackle mental health. The NRF Board has also targeted the problem of health inequalities in Mile Cross.
- 4.10 The WNF transitional projects, which aim to tackle mental health issues, are mainly targeted in Mile Cross, Mancroft, Thorpe Hamlet, Wensum and the NELM area. Notable amongst the WNF transition projects, which can impact upon the problem of mental health, are the projects being run by Real Health in Mile Cross. [We understand that there is a gap in GP surgery provision in Mile Cross.]
- 4.11 The WNF teenage pregnancy projects support the SCS objective of reducing the number of teenage pregnancies. Notable amongst the WNF transition projects that can impact upon the problem of teenage pregnancies is the project run by the PCT, which links up 13 pharmacies to provide emergency family planning, contraception and advice, and a project run by the Wensum Valley health practice offering a family planning clinic at the Bates Green centre. Additionally, there are WNF projects that aim to tackle drink-related offending.
- 4.12 Given that Norwich has only received WNF transitional funding, a key challenge is not only to keep these key projects going when funding

ceases in 2010 but also to expand their good practice into other areas of the City.

- 4.13 Key NELM funded activities to address health inequalities and promote adult well-being are built around the Wensum Valley Medical Practice, and the Practice has also received WNF funding in 2008-09 to provide a crisis intervention service. The Contact NR5 fast track drug and alcohol treatment service at the Wensum Valley Medical Practice is now jointly funded by the PCT and the DAAT. It is said anecdotally that people have sought an NR5 address to gain access to drug treatment through the Wensum Valley Medical Practice and the Contact NR5 project. The question of localised rapid access to drug treatment is a citywide issue that needs to be addressed.
- 4.14 Addressing the support needs of those with a mental health problem on Incapacity Benefit (IB) in returning to work is a major challenge for Job Centre Plus (JC Plus) in Norwich. The Shaw Trust delivers the DWP Pathways to Work which includes rehabilitation programmes to help people manage their conditions, and more support for people who have to move from an incapacity benefit to Jobseeker's Allowance (JSA). However employer attitudes to employing those with a history of mental illness remains a key problem.
- 4.15 The Safer Norwich Partnership has set as one of its key priorities to reduce the adverse effects of alcohol and drug misuse on communities. The Partnership has set up an Alcohol Board. A key part of the work of the Norwich Safer Drinking City Programme has been the production of a toolkit, which sets out the measures that can be adopted to tackle this problem.

*Gaps and overlaps in current provision*

- 4.16 Programme managers, particularly the NELM Development Trust and the NRF Board, have identified health inequalities as a key strategic issue, and have prioritised mental health, teenage pregnancies and drug misuse as particular problems that need to be addressed.
- 4.17 Reducing health inequalities is one of the six key national priorities for the NHS. Under the City of Health and Well-being Theme, the CoNP's SCS makes links to the NRF delivery plan, but does not go on to develop an overarching strategy for tackling health inequalities in the City.
- 4.18 Health and social care providers have used the funding opportunities afforded by people based regeneration programmes to deliver projects to fill gaps in existing provision. Unsurprisingly therefore some providers

have gained funding from the NDC and WNF for aspects of the same projects, but this does not amount to either an overlap or duplication in existing provision.

- 4.19 So far as we can tell in terms of people based regeneration programmes, only in the NELM and Mile Cross areas has there been any systematic work to try to develop local strategies to narrow the gap in health inequalities. Once WNF and NDC funding comes to an end in 2010 there is a strong possibility that the existing gaps that have been filled in these areas will begin to open up again unless mainstream funding is found to support these interventions.
- 4.20 Given that in the Mancroft and Thorpe Hamlet as many as three quarters of IB claimants claim for mental health reasons, the level of targeted renewal activity in these areas seems modest. It would be worthwhile developing systematic local strategies to narrow the gap in health inequalities in these two areas.
- 4.21 There are concerns about those who may not yet use the Children's Centres because of their substance misuse problem. Developing a wider outreach programme linked to treatment agencies may help in filling this gap.

**What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes to tackle adult health and well-being?**

- 4.22 The most deprived neighbourhoods in Norwich face poor health and adult well-being outcomes not only in relation to the city as a whole but also in relation to the country.

*Challenges going forward*

- 4.23 There are some significant challenges going forward:
- Sustaining the projects that have been set up to tackle health inequalities in Mile Cross and the NELM area when funding ends in 2010.
  - Mainstreaming the teenage pregnancy projects when funding ends end in 2010.
  - Developing a systematic approach to health needs, in particular the mental health needs, of the Mancroft and Thorpe Hamlet areas.
  - Addressing the support needs of those with a mental health problem on IB in returning to work.



- Filling gaps in the provision of localised rapid access to drug treatment in communities with high levels of substance misuse.

*Addressing health inequalities in deprived areas*

- 4.24 Only in the NELM and Mile Cross areas has there been any systematic people based renewal underpinned by local strategies to narrow the gap in health inequalities. We recommend that:

**R.3 The City of Norwich Partnership develops local strategies to narrow the gap in health inequalities in priority areas, as part of its work under the City of Health and Well-being Theme of the SCS.**

**R.4 A review is undertaken of the projects that have been set up to tackle health inequalities in Mile Cross and the NELM area and of the teenage pregnancy projects, in order to inform decisions about mainstreaming these interventions by 2010.**

- 4.25 Adopting some of the good practice developed by Real Health and the Wensum Valley Medical Practice can further strengthen improved access to public health services in disadvantaged communities.

*Mental health issues*

- 4.26 Good practice suggest that promoting vocational and social outcomes for adults with mental health problems should be based on an inter-agency strategy to provide support in gaining and retaining employment for people with mental health problems. This support will need to take account of the additional disadvantages suffered by particular groups including prisoners and young offenders, homeless people, lone parents, and those misusing substances. The support provided will need to encompass pre-employment training, work experience and 'in work' support. We recommend that:

**R.5 As part of the 'Thriving Economy' outcomes of the LAA, CoNP develops an inter-agency strategy which aims to provide support in gaining and retaining employment for people with mental health problems. It should prioritise and commission projects under the LAA, which fulfil this aim.**

- 4.27 We have noted in the Mancroft and Thorpe Hamlet areas as many as three quarters of IB claimants claim for mental health reasons. We have already suggested that these two areas need to be prioritised in terms of developing local strategies to reduce health inequalities.

- 4.28 As we have seen in the example of the Wensum Valley Medical Practice, GP services can act as the hub for extended health and social care programmes. We note that NHS Norfolk is proposing to establish a new GP-led Health Centre in the Mancroft ward in Norwich City Centre. NHS Norfolk is proposing that the new GP-led Health Centre should provide additional services including a primary care mental health, drug and alcohol services. We recommend that:

**R.6 CoNP supports the NHS Norfolk proposals for a new GP-led Health Centre in the Mancroft ward in Norwich City Centre. It should consider using the LAA to ensure that the services provided in the Health Centre act as the hub for a network of health and social care provision designed to narrow the gap in health inequalities between Mancroft and the rest of the City.**

*Drug and alcohol issues*

- 4.29 The question of localised rapid access to drug treatment in communities with high levels of substance misuse is an issue that needs to be addressed and this links to the need to consider a programme of screening for alcohol problems in primary care. The PCT is thus pivotal in the services it is able to fund and commission from GPs.

- 4.30 We recommend that:

**R.7 CoNP supports NHS Norfolk in developing commissioning arrangements to enable GPs and their staff to undertake screening for alcohol problems in primary care. Consideration should be given to using LAA funding to support those arrangements.**

- 4.31 We further recommend that:

**R.8 The newly established Alcohol Board is given the clear lead on the cross cutting theme of alcohol on behalf of the CoNP for Norwich.**

- 4.32 We have suggested that there are concerns about those who may not yet use the Children's Centres because of their substance misuse problem and that an outreach programme linked to treatment agencies may help in filling this gap. We recommend that:

**R.9 Priority is given in the LAA to commissioning an outreach programme linked to treatment agencies to encourage parents with a substance misuse problem to access the support that Children's Centres can offer them and their children.**

## 5. Children and Young People

**What are the key challenges in tackling deprivation amongst children and young people?**

<b>Key Challenges: Children and Young People</b>	
<b>Improving outcomes for children in low income and out of work households</b>	<ul style="list-style-type: none"> <li>Nearly 30% of the city's children live in 'out of work' households. Two thirds of those are in 'out of work' lone parent households.</li> <li>In five LSOAs more than 50% of children live in out of work households and there are significant numbers of children in out of work households across the city</li> <li>92% of lone parent families are headed by women.</li> <li>Children from low income households across Norwich are significantly less likely to leave school with good exam results – this group are at increased risk of becoming NEET. In 2006, just over 20% of pupils eligible for Free School Meals across the city gained 5 or more GCSE grades A*-C compared with 54.3% of non-FSM pupils</li> </ul>
<b>Strengthening the transition pathways from school into education or employment</b>	<ul style="list-style-type: none"> <li>In July 2007 there were 400 young people aged 16-18 across Norwich who were NEET. Of these 90 were classified as 'not able to work'.</li> <li>Nearly half of the NEET population in Norwich are located in the wards of Mile Cross, Wensum, Bowthorpe, Mancroft, and Catton Grove</li> <li>Groups at risk of becoming NEET include those leaving school without five GCSEs passes at A*-C level; teenage parents; young offenders; young adults with learning difficulties or Special Educational Needs; and children leaving care</li> <li>Research from the Norfolk Connexions partnership suggests that young people in the NEET group are more likely to be unemployed by the age of 21 than their peers</li> <li>Nearly one-third of all JSA claimants in Norwich are aged 16-24 – 800 people.</li> <li>Children and young people issues are relevant to a number of the other key challenges. For example the links between transition pathways from school into education or employment, and wider worklessness and low skills are important</li> </ul>

## What are the barriers that interventions need to tackle for children and young people?

5.1 National research has shown the following barriers to improving outcomes for children and young people:

Barriers: Children and Young People	
Improving outcomes for children in low income and out of work households	<ul style="list-style-type: none"> <li>• <i>Lack of affordable and flexible childcare</i> limits opportunity for parents with young children to take-up employment or training. This is most likely to affect families living on low incomes.</li> <li>• <i>Lone parents face particular barriers</i> – not only does the lack of a partner reduce the chance to take up employment and training opportunities, but many live on extremely low incomes so are unable to afford childcare.</li> <li>• <i>Child-care provision and use is worst in the most disadvantaged areas and groups.</i> Disadvantaged neighbourhoods have half the national average of child-care provision for 0-14 year olds.</li> <li>• Lone parents make up a very large proportion of out-of-work households across the city, and face significant barriers in taking up employment or training opportunities. The recent Green Paper from DWP highlights <i>significant changes in benefit support</i> for this group, including removal of automatic Income Support entitlement for those lone parents with children over 12 (this age threshold to be reduced to seven in 2010).</li> <li>• <i>The availability of part time work is also a key factor</i> in parents (particularly lone parents) gaining employment. <ul style="list-style-type: none"> <li>▪ <i>Families with one parent in low-paid work:</i> half of all children in poverty live in families where there is someone in work - there are links to the 'in-work low income' challenge.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <i>Young adults who are NEET.</i> NEETS are 20 times more likely to commit a crime and 22 times more likely to be a teenage mum, and are estimated to cost the taxpayer an extra £100,000 over the course of their lifetime. <ul style="list-style-type: none"> <li>▪ Groups doing badly on GCSE results are most likely to become "persistent" NEETs.</li> </ul> </li> </ul>

## What interventions are likely to work for children and young people?

### *Improving outcomes for children in low income and out of work households*

5.2 It is recognised that *family-centred programmes* offer significant benefits in terms of child outcomes, as well as benefits to parents in terms of increased scope for taking-up learning or employment opportunities.

Work from the Cabinet Office highlights two key interventions that have shown to be effective:

<b>Family-centred programmes</b>	
Family Intervention Projects	Work with families who cause problems in their community, combining intensive support with focused challenge.
Family Nurse Partnerships	The Family Nurse Partnership programme recognises the importance of pregnancy and the first years of life in influencing children's life chances. The programme focuses on the child in the context of the whole family. It also recognises that first time mothers will often be open to support and advice during pregnancy and capitalises on this 'moment of opportunity' for positive engagement, when parents want to protect and do the best for their child

- 5.3 Children's Centres have been identified as a key way for delivering family-centred programmes, with additional outreach work needed to reach the most vulnerable groups

*Supporting parents through child-care*

- 5.4 The Government's National Child-Care Strategy includes provision for targeting disadvantaged neighbourhoods in order to boost employment and income through child-care. National programmes aimed at increasing parental opportunity that have been shown to be effective include:

<b>National programmes aimed at increasing parental opportunity</b>	
Supporting parents through child-care	<ul style="list-style-type: none"> <li>▪ <i>Sure Start and the Neighbourhood Nurseries Initiative:</i> Targeted at the most disadvantaged areas, both programmes have explicit targets in reducing unemployment rates and meeting the needs of parents and carers entering the job market through a variety of approaches including basic skills development, providing work experience and job-related training and offering access to mainstream employment and training.</li> <li>▪ <i>Wrap-around and Dawn-to-dusk</i> school programmes: Provide breakfast child-care and after-school clubs.</li> <li>▪ <i>New Deal for Lone Parents:</i> Help with child-care costs and subsidy to child-care providers, free education and training, and employment.</li> <li>▪ <i>Working tax credit child-care element:</i> Helps with child-care costs, "making work pay".</li> </ul>

Improving childcare support to enable take-up of training or employment opportunities	<ul style="list-style-type: none"> <li>▪ <i>The Childcare Brokerage Project</i> helps parents find childcare when returning to work or study. The project offers one-to-one support and guidance on the range of provision available.</li> <li>▪ <i>Childcare Subsidy Scheme</i> offering subsidy for parents/carers wanting to return to work or undertake vocational training. Targeted towards parents or carers living in the most disadvantaged areas, and is open to all residents who meet specific criteria.</li> </ul>
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### *Strengthening the transition pathways from school into education or employment*

5.5 Best practice research identifies a range of potential interventions under two main areas:

- *Expanding the vocational curriculum:* Expanding the vocational curriculum can be an effective way of reducing the number of NEETs.
- *Improving Work-Based Training:* Work-based training and Apprenticeships are a way to reach those groups less likely to stay in full-time education.

5.6 Effective intervention areas are highlighted in the table below.

<b>Expanding the vocational curriculum</b>	
Increasing capacity and facilities of local colleges	<ul style="list-style-type: none"> <li>▪ The capacity of local colleges and training providers to provide sufficient vocational opportunities is in some cases hampered by the need for specialist facilities</li> </ul>
Tailored and specialist learning for hard to reach groups	<ul style="list-style-type: none"> <li>▪ Hackney Learning Trust has run an effective project to target disaffected and hard to reach groups and improve literacy and numeracy through learning about the music industry with a reading and writing lyrics music course.</li> </ul>
Pre-emptive action for pre-NEETs	<ul style="list-style-type: none"> <li>▪ Improved information, advice and guidance for 14 year olds at most risk of becoming NEETs could enable them to make well-informed choices and raise awareness of existing vocational and academic programmes</li> </ul>
<b>Improving work-based training (WBT) to encourage greater participation</b>	
Greater employer engagement in WBT	<ul style="list-style-type: none"> <li>▪ Links with employers are important. Evaluation has also shown that apprenticeships are still not widely understood, by employers (and parents), particularly by SMEs.</li> <li>▪ An example of good practice from Nottingham, where the city managed to attract Toyota to set up a skills centre, with a funded 14-16 training centre. Young people tried out motor vehicle skills. The success rates of the training centre were good with few drop-outs thus saving money in the apprenticeship programme.</li> </ul>
Financial incentives	<ul style="list-style-type: none"> <li>▪ Evaluation of pilot Educational Maintenance Allowance programmes shows that financial incentives have a positive effect</li> </ul>

Expanding the vocational curriculum	
	<p>on increasing post-16 participation in education. Payments were seen to be more effective where paid to young people directly rather than to parents.</p> <ul style="list-style-type: none"> <li>▪ In addition to direct funding for financial incentives, there is a potential role for local interventions in raising awareness of provision (such as the LSC Discretionary Support for Students).</li> </ul>
Information, Advice and Guidance	<ul style="list-style-type: none"> <li>▪ Information, advice and guidance are important for young people making the transition from school. Access to, and quality of information, advice and guidance are the key issues that local interventions can support.</li> <li>▪ Connexions play the major role in providing advice and support for young people aged 13-19. The National Audit Office evaluation highlighted the “pivotal” role played by New Deal for young people (NDYP) Personal Advisors as a focal point for all forms of support and assistance.</li> </ul>

### **What local interventions are taking place to improve outcomes for children in low income and out of work households and strengthen the transition pathways from school into education or employment for young people?**

#### *Improving outcomes for children in low income and out of work households*

- 5.7 The WNF is supporting the Norwich Family Unit for those families whose anti-social behaviour presents a threat to their tenancy. The Family Unit has been accredited as one of the government’s Family Interventions Projects and is soundly based on the best practice model highlighted above. The evaluation of the Norwich Family Unit is showing reductions in antisocial behaviour, improved school attendance, and improvements to the physical health of family members and in parenting skills.
- 5.8 NELMs breakfast school clubs have been successful interventions based on national best practice.
- 5.9 Access to a bank account and credit is a key obstacle for low-income households. The West Norwich Credit Union supported by NELM, which started in West Earlham, now covers the whole of West Norwich.
- 5.10 The Rain or Shine Childcare Agency initially supported by NELM also provides child care and crèche provision across a wider area than the NELM area and enables community members to undertake accredited childcare training.
- 5.11 The Sure Start Children’s Centres programme is central to improving outcomes for children in low income and out of work households. The Thorpe Hamlet and Heartsease Children’s Centre run by NCH runs a

parent-led, adult learning programme. Learning mentors have forged a partnership with the Thorpe Hamlet Children's Centre, which enables them to work with lone parents.

5.12 The Norfolk Children's Fund programme targets the top 25 most deprived wards in the county including the NR5 area, Bowthorpe, Mile Cross, Earlham, Lakenham and Catton Grove. It also targets schools in the lower quartile for performance.

5.13 Key Children's Fund projects that address the needs of children in low income households include:

<b>Key Children's Fund projects for children in low income and out of work households</b>	
Family Matters at Bowthorpe	A partnership of Family Matters and YMCA Norfolk working for the empowerment and well-being of children and families, offering school and community based preventative services, including a Parent Resource Centre.
Kids at Heart	Focused in Catton Grove to improve and increase support and referrals for parents and children linked to Catton Grove First and Middle Schools, providing counselling and befriending service.
Mile Cross Travellers Services	Focused on the needs of the children and families living on and visiting the travellers' site, using a high level of community involvement. The service provides a range of out of school and holiday activity schemes for school-aged children.
Time for children and young people	Focused on those children in the community with a close family member in prison, in order to establish an effective means of supporting their wider needs.

#### *Strengthening the transition pathways from school into education or employment*

5.14 The Investing in Communities (IiC) programme's strategic themes include:

- raising the skills, aspirations and achievements of young people and adults from disadvantaged communities. The target group being families with NEET group or pre-NEET aged children including looked after children.
- raising the employment prospects of adults and young people from disadvantaged communities. The target group being the unemployed and groups that are currently under-represented in the labour market.



5.15 Key liC projects include:

<b>Key liC projects supporting transition pathways from schools into ETE</b>	
Sure Futures	Seeks to raise the aspirations of young people aged between 11 and 16 years old in Mile Cross and Catton Grove. The project is also working in Bowthorpe and Wensum wards. It is providing creative arts and ICT learning activities that can lead to an accreditation or progression onto further education
Community Learning Mentors	Working in targeted areas to raise the aspirations and skill levels of deprived communities. The project is primarily focussed in the Catton Grove, Wensum and Thorpe Hamlet wards but will take on clients from other liC target areas.

5.16 The LEGI *Targeting the Change Agents* work stream can also play an important part in strengthening the transition pathways from school into education or employment. LEGI projects include:

<b>Key LEGI projects supporting transition pathways from schools into ETE</b>	
Family Matters at Bowthorpe	A partnership of Family Matters and YMCA Norfolk working for the empowerment and well-being of children and families, offering school and community based preventative services, including a Parent Resource Centre.
Schools enterprise	Concentrates on working with schools in difficulties including Earlham High School. A consortium approach has been used which includes a network of organizations including NR5, Young Enterprise, The Norfolk Network, The Exchange and the Chamber of Commerce. The approach seeks to embed enterprise across the curriculum and is currently focused on Years 6/7 and 10-12. The medium-term term intention is to mainstream this work through the new 14-19 diplomas.
The Women's Employment Enterprise and Training Unit (WEETU)	The Enterprising Women programme is aimed at women across the LEGI areas. It includes training in personal development/confidence building, business counselling and support, loan finance, barrier removal grants and a networking/buddying scheme with local women entrepreneurs.
The Princes Trust	The Trust runs the Development Awards programme, which aims to support 120 young people over two years. The Trust is also managing the business support programme for young people aged 14-30 years.

5.17 The LSCs priorities for young people include:

- engaging more young people currently NEET and those in work without training
- increasing the number of apprenticeships,

- introducing Pre-Apprenticeships, and
  - developing the 'Programme-led' Apprenticeship programme.
- 5.18 The City College has developed strategies for supporting schools in Norwich in engaging with participation rates through its '*Increased Flexibility*' and '*Young Apprenticeships*' programmes for 14 and 15 year olds. The College has also established a DeLoitte Employability Programme designed to promote employability within the school curriculum. Last year 230 NEETs attended the college and this was achieved through a partnership between the college and Connexions service by targeting the top 10 wards in which the NEET population is most prevalent.
- 5.19 The voluntary organisation, NR5, has developed interventions which include *post 16 support work* providing a range of services tailored to individual and group needs for vocational pathways, mentoring/support, and job training; *an inclusion programme* providing an alternative curriculum, educational inclusion and support for harder to reach young people at Key Stage 4, and Year 9 mentoring especially for those who are excluded or at risk of exclusion; and the *Future Radio* project for Year 10 students through to adulthood with job related training.

*Gaps and overlaps in current provision for children in low income and out of work households:*

- 5.20 Several of the WNF education projects involve the employment of learning mentors or teaching assistants. There are similar posts funded by NELM. Whilst these posts may be well targeted in terms of being attached to schools with particular challenges, we consider that there is a need for Children's Services to look at these interventions and see how they might be better supported in terms of mainstream funding.
- 5.21 The current resourcing levels of Children's Centre vary according to when the Children's Centre was originally funded. The earlier Sure Start Centres in Thorpe Hamlet and Heartsease, Mile Cross & Catton Grove and Fiddlewood, and Bowthorpe & West Earlham, which were funded by central government, tend to be better resourced than the newer Children's Centres at the Vauxhall Centre in Mancroft ward, the East Children's Centre in Lakenham, and the North Children's Centre attached to the Angel Road Infants School.
- 5.22 The provision of affordable childcare for women returning to work is also a significant challenge for Children's Services. Some money is coming from central government, but sustainable funding is a key obstacle to attaching affordable childcare to Children's Centres.

- 5.23 Only some of the Children's Centres currently offer adult learning opportunities, notably the Thorpe Hamlet and Heartsease Children's Centre.
- 5.24 Credit Unions play an important part in giving access to savings and low cost credit for those who are unemployed or on low incomes. We understand that West Norwich Credit Union covers half of city and that the Pillgate Credit Union is planning an expansion to cover the rest of the city. A Credit Union development plan is being finalised by Norwich City Council.
- 5.25 Schools generally have an Enterprise Champion but not a dedicated Financial Literacy champion.
- 5.26 We have noted the good practice represented by the Childcare Brokerage Project which helps parents find childcare when returning to work or study. This appears to be a gap in local provision.

*Gaps and overlaps in current transition pathways from school into ETE*

- 5.27 The public sector could play a greater role in expanding Modern Apprenticeships. City College offers 'Programme-led' Apprenticeships, which are funded by the LSC; whilst a handful of the around 60 students at the college on this form of apprenticeship are doing their internships for the county council's IT support provider, we understand that as yet none are in the public sector in the City.
- 5.28 Nearly half of the NEET population in Norwich are located in the wards of Mile Cross, Wensum, Bowthorpe, Mancroft, and Catton Grove. We note the successful partnership between City College and Connexions in attracting NEETs to attend the college by targeting the top 10 wards in which the NEET population is most prevalent. However in July 2007 there were an estimated 400 young people aged 16-18 across Norwich who were NEET, although the NR5 Project has also successfully engaged some of these young people.

**What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes to improve outcomes for children in low income and out of work households and strengthen the transition pathways from school into education or employment for young people?**

*Improving outcomes for children in low income and out of work households*

- 5.29 The extension of the Children's Centres programme in areas of high deprivation in the City should be afforded a high priority. There are

further opportunities to address the difficulties of households on low incomes or out of work by creating a wider “wrap around” set of services, which support families using the Children’s Centres. For example, only some of the Children’s Centres currently offer adult learning opportunities and the Children’s Services lead officer is encouraging Children’s Centres to join together to bid for and share adult learning resources and expertise.

- 5.30 Given that the Green Paper from DWP highlights *significant changes in benefit support* for lone parents, there is a need to target both financial and ETE advice and support services through Children Centres. We recommend that:

**R.10 The extension of the Children’s Centres programme in areas of high deprivation in the City is afforded a high priority.**

**R.11 Children’s Centres are supported by the Norfolk Learning Partnership, the LSC and through the LAA’s Thriving Economy objectives to join together to bid for and share adult learning resources and expertise.**

**R.12 Children’s Services works with partner agencies to commission both financial and ETE advice and support services for parents through Children Centres.**

**R.13 Further research is commissioned through the LAA on behalf of CoNP into the levels of financial exclusion across Norwich and what may be done to address them.**

**R.14 As part of the LEGL *Targeting the Change Agents* work stream, schools in Norwich are encouraged and supported in having a dedicated Financial Literacy champion.**

- 5.31 We have noted the good practice represented by the Childcare Brokerage Project which helps parents find childcare when returning to work or study. This appears to be a gap in local provision. We recommend that:

**R. 15 As part of the LAA objective of reducing the number of people in the county who are out of work and dependent on benefits, a *Childcare Brokerage Project* to help parents find childcare when returning to work or study is developed,**

*Strengthening the transition pathways from school into education or employment*

- 5.32 We have noted that City College offers ‘*Programme-led*’ Apprenticeships, but that these are not within the public sector in Norwich. We recommend that:

**R.16 All public sector organisations in Norwich consider the part they can play in expanding Apprenticeships.**

- 5.33 Continuing to reduce the number of young people NEET is a key objective in the LAA and for the LSC. This objective should be one that the CoNP plays a key part in coordinating so far as the City is concerned. We recommend that:

**R.17 CoNP has an overview of the NEET population in the City, provided in regular reports from Connexions, and plays a role in coordinating action to meet the LAA targets for the NEET group.**

- 5.34 One of the key challenges for all people based regeneration projects working with the 16-19 transitions group is whether they are able to get people moving up the learning ladder and into employment. This is something that a single agency will not always be able to achieve on its own, and the local evidence suggests that a number of projects struggle to achieve this objective. As a general rule it would seem more appropriate to commission projects that are based upon a consortium approach. We recommend that:

**R.18 When projects are commissioned to strengthen the transition from school education or employment, consortia arrangements should be encouraged and projects held to account for targets that demonstrate they are able to get people moving up the learning ladder and into employment.**

- 5.35 The comments we have made above about expanding Apprenticeships are very pertinent to this objective. One of the priorities under the Thriving Economy aspect of the LAA should be to seek an expansion of ‘*Programme-led*’ Apprenticeships, which are funded by the LSC. Links with employers are also important. Evaluation has also shown that Apprenticeships are still not widely understood, by employers (and parents), particularly by SMEs. We recommend that:

**R.19 CoNP works with the Chamber of Commerce and other employer’s organisations to promote the benefit of Apprenticeships, particularly to SMEs.**

## 6. Safer and Stronger Communities

### What are the key challenges in creating Safer & Stronger Communities?

#### Key Challenges: Safer and Stronger Communities

<p>Making best use of migration and population change</p>	<ul style="list-style-type: none"> <li>Population turnover levels are high, with 56,000 people migrating into Norwich between 2001 and 2006 – 80% of this migration was from within the UK, but more than 10,000 came from overseas</li> <li>Population growth in the city is largely being driven by international migration, Norwich has among the highest net inward international migration rates in the country</li> <li>Overseas registrations for National Insurance Numbers are also high, with nearly 2,000 in 2007 alone – representing 2.4% of the total working age population in the city. The largest group was Polish, making up one-third of the registrations, with India, Lithuania and Hungary also well-represented among in-coming workers</li> <li>This is shifting the population profile of the city – in 2006, one-in-seven (16%) of all births in the city was to a mother born outside the UK.</li> </ul>
<p>Lowering violent crime levels across the city</p>	<ul style="list-style-type: none"> <li>When compared to its Home Office grouping of ‘most similar’ CDRPs, Norwich is performing reasonably well being 6<sup>th</sup> out of 15 with 32.1 crimes per 1000 residents (October 2007).</li> <li>Norwich has a higher overall crime rate than the national and regional averages, and higher than the average for other NRF areas</li> <li>Although overall crime levels are falling, violent crime remains high across the city. Alcohol is estimated to contribute to 41% of violent crime incidents in Norwich</li> <li>In 2004, domestic violence accounted for nearly one-quarter of all recorded violent crime</li> <li>The highest overall crime levels in Norwich are situated in Mile Cross. The highest violent crime levels are seen in the city centre Mancroft ward, with more than one-third of all violent crimes across the city. However, recent reductions (23% in the 12 month period to October 2007) have been achieved in the nighttime economy areas.</li> <li>Safer and stronger communities issues are relevant to a number of the other key challenges. For example, increased levels of migrant workers has a potential impact on employment rates for other disadvantaged groups across the city such as those with low skills.</li> </ul>

## What are the barriers that interventions need to tackle in creating Safer & Stronger Communities?

### *Barriers to making best use of migration and population change*

<b>Barriers to making best use of migration and population change</b>	
<b>Population turnover and 'churn'</b>	<p>Work from the Joseph Rowntree Foundation has identified a number of negative consequences with high population turnover, particularly in deprived areas:</p> <ul style="list-style-type: none"> <li>▪ large number of temporarily vacant dwellings leading to increased vandalism or theft and visually stigmatising an area</li> <li>▪ disruption of social networks or ties with the community,</li> <li>▪ reinforcing social isolation of vulnerable groups</li> <li>▪ loss of informal social control and connection with neighbourhoods leading to rising crime and anti-social behaviour in these neighbourhoods.</li> <li>▪ individuals are likely to move out of deprived areas when they become more affluent– 'those who get on, get out' – so that gains for individuals produced by regeneration initiatives may 'leak out' of their target areas.</li> </ul>
<b>Benefits and dis-benefits of international migration</b>	<ul style="list-style-type: none"> <li>▪ IPPR estimates that each migrant worker contributes just over £7,000 in revenue per year to the economy.</li> <li>▪ Regionally, research commissioned by EEDA highlights that the migrants are predominately employed in agriculture, food processing, construction and health care</li> <li>▪ Most migrant workers in the region are working at below their skill level even though the skills they possess can be in areas where there are major skill shortages. This may be because the schemes under which they enter the labour market confine them to working in particular types of employment.</li> </ul>
<b>Costs and issues associated with international migration</b>	<p>Research from LSE identifies a number of potential additional costs for local services:</p> <ul style="list-style-type: none"> <li>▪ translation and other costs associated with integration</li> <li>▪ housing administration and maintenance costs</li> <li>▪ electoral registration turnover costs</li> <li>▪ council tax registration costs</li> <li>▪ costs of planning law contraventions</li> <li>▪ public assistance costs of migrants with no other means of support</li> <li>▪ homelessness provision and administration</li> <li>▪ social services costs, particularly for children.</li> </ul>

### *Barriers to lowering violent crime levels across the city*

- 6.1 The Government's Public Service Agreements (PSAs) for 2008-11 include commitments to prioritise action to tackle the most serious violent

and sexual offences. We can separate violent offences into two broad categories: those that take place in private, usually between people who are known to each other, and those that take place in public spaces between those who do not share a close relationship:

- **Public space violence** – violence that primarily takes place in public, frequently by, among or targeted at groups of people. Individuals who are not intimately known to each other usually commit these crimes. The majority of offenders and victims of these crimes are men. The street is the most common location for violent incidents. Approximately 76% of victims of stranger violence are men.
- **Private space violence** – violence that primarily takes place in private, often in the home, usually between individuals who have or have had some form of relationship with each other. Men against women commit the vast majority of these crimes. This includes domestic violence, almost all sexual violence, and trafficking for sexual exploitation and domestic servitude. The home is the second most common location of violence. Approximately 77% of victims of domestic violence are women.

6.2 According to the BCS, approximately 46% of all violence is alcohol-related. While the absolute *number* of violent incidents involving alcohol has fallen over the past decade, there has been an increase in the *proportion* of total violence involving alcohol.

## What interventions are likely to work in creating Safer & Stronger Communities?

### *Making best use of migration and population change*

Interventions to make best use of migration and population change	
Level and targeting of English as a Second Language (ESOL)	The Commission for Integration and Cohesion has highlighted the importance of learning English – but also improving the match between the skills of migrants to jobs. In the Fens Rural Pathfinder, concerns were raised about pressures on the Skills for Life budget because of the demand for ESOL courses from increasing numbers of migrant workers – there seems scope to improve this provision.
Support for employers working with migrant workers	The Fenland rural pathfinder has explored initial welcome packs, but a more comprehensive offer of support is important in helping employers access relevant courses, funds, advice and so on. Access to services work to help migrant workers would also be of use; this might take the form of language training or other support.



### Interventions to make best use of migration and population change

Advice, information and support services for migrant workers	Peterborough has established the New Link Asylum and Migration Service, which include access to information about training and employment opportunities, as well as housing, translation and other support services.
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### *Lowering violent crime levels across the city*

- 6.3 There are four key elements that need to be considered in a strategy to tackle violence (including that which is alcohol related): prevention, early intervention, enforcement and rehabilitation.

### Key interventions to lower violent crime levels

Prevention	<ul style="list-style-type: none"> <li>The concepts of risk, resilience and protective factors underpin the Children's Services approaches to prevention and early intervention in Norfolk. Research also indicates that risk and protective factors have a cumulative effect and that the greater the number of protective factors and process which surround young people the more likely they are to display resilience.</li> <li>Evaluations of school-based programmes have produced relatively weak evidence of effectiveness, mainly showing changes in knowledge rather than behaviour. The health promoting schools approach has been shown to have some positive impacts but is less successful at changing health damaging behaviours, including alcohol misuse.</li> </ul>
Early intervention	<ul style="list-style-type: none"> <li>The Health Development Agency suggests prioritising screening and brief intervention particularly within primary care.</li> <li>Perpetrators of domestic violence should also be subject to a programme of screening, brief interventions and where appropriate, alcohol treatment.</li> </ul>
Enforcement	<p>Measures to tackle under-age drinking in public places include:</p> <ul style="list-style-type: none"> <li>Confiscating alcohol from under-age drinkers in public places</li> <li>Prosecuting adults who purchase alcohol for under-age young people</li> <li>Providing advice to off-licences</li> <li>Proof of Age Schemes</li> <li>Test purchasing at off-licences, and</li> <li>Powers to fine or close premises that sell alcohol to under-age people.</li> </ul>
Rehabilitation	<ul style="list-style-type: none"> <li>Research has found that there are positive indications that anger management programmes and programmes designed specifically for violent offenders are effective in reducing re-offending.</li> </ul>

## **What interventions are taking currently taking place to create Safer & Stronger Communities?**

### *Making best use of migration and population change*

- 6.4 The LSC has identified ESOL as a significant issue and is planning an expansion in provider capacity to fill gaps in current provision. The LSC Skills Marketing campaign targets BME employees in order to raise their interest in apprenticeships and potential learners. It has also set targets to ensure the representation from BME groups in work-base learning increases. The Norfolk Adult Education Service publishes the Adult Learning prospectus in which Skills for Life courses including ESOL are free to all learners.
- 6.5 There are a number of related initiatives which address the needs of migrant communities:
- Community learning mentors have an outreach function that includes reaching out to migrant communities.
  - The Sure Futures programme uses the creative arts through organisations such as NR5 and The Garage to engage with children and their parents from migrant communities.
  - Norwich Enterprise Centre and BizFizz schemes engage with incoming businesses and migrant workers
  - City College has an extensive range of courses and support in place for migrant communities including ESOL.
  - Children's Centres have a specific remit to engage with all families with children under five in their area including those coming to Norwich to seek/ take up employment.
  - Children's Fund supports the Mile Cross Travellers Services including a service for pre-school children with Sure Start.
  - The City and County Council's creative arts programmes have used the arts to explore issues related to the City's long history of inward migration and rich cultural diversity.

### *Lowering violent crime levels across the city*

- 6.6 The Safer Norwich Partnership priorities include reducing the levels of violent crime and reducing the adverse effects of alcohol and drug misuse. The Safer Norwich Partnership has a coordinating role in relation to tackling violent crime. Useful work is already taking place including setting up an Alcohol Board for Norwich and the work in the night-time economy through Operation Enterprise.

- 6.7 The recent report on the Norwich Safer Drinking City Programme sets out a clear set of toolkit options for dealing with alcohol related violence.
- 6.8 Responses to domestic violence are coordinated at a county level by the Domestic Violence Coordinator. Multi-Agency Risk Assessment Conferences (MARACs) have been set up in Norwich for high-risk, domestic violence victims. There is a specialist court dealing with domestic violence in the City.
- 6.9 The Home Office requires the Safer Norwich Partnership to identify and target those offenders who are the most prolific, the most persistently anti-social and those who pose the greatest threat to safety and confidence in their local communities. There is a 'top slice' of the safer element of the LAA at county level to fund the Prolific and Other Priority Offender schemes across the county. The PPO scheme for Norwich covers the Police Central BCU area including South Norfolk and part of Broadland. The Domestic Violence Advocacy projects, which are also constituted at BCU level, are also funded out of the LAA top slice.
- 6.10 The national Youth Justice Board promotes the Youth Inclusion Support Panels (YISP) model, on which the Norwich YISP is based, as best practice. Home Office modelling suggests that well managed YISPs can lead to an annual reduction in the number of young offenders by some 12%.

*Gaps and overlaps in current provision to make best use of migration and population change*

- 6.11 We have not been able to discern, in the people based regeneration programmes reviewed, many initiatives that are specifically designed to address the needs of migrant communities. This seems to be one of the key deprivation challenges for which Norwich is less well prepared as it lacks a coherent strategy for meeting the needs of inward migrants and supporting their skills development. Neither the CoNP's SCS nor the City Council's Comprehensive Diversity Strategy 2007-2010, make any reference to the needs of migrant workers.
- 6.12 Apart from the work of the LSC, renewal programmes do not appear to have developed specifically targeted support for employers working with migrant workers. This contrasts with Peterborough, which has adopted a dynamic approach to inward migration and has established the New Link Asylum and Migration Service providing access to information about training and employment opportunities as well as housing, translation and other support services.

*Gaps and overlaps in current provision to lower violent crime levels*

- 6.13 The newly constituted Alcohol Board for Norwich now supports the Safer Norwich Partnership, which leads on violence reduction. We understand that the PCT is looking to see what funding can be provided to support the work of the Alcohol Board for Norwich.
- 6.14 The recent report on the Norwich Safer Drinking City Programme sets out a clear set of toolkit options for dealing with alcohol related violence in Norwich. The majority of the measures proposed in the toolkit have yet to be implemented.

**What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes to create Safer & Stronger Communities?**

*Making best use of migration and population change*

- 6.15 The City lacks a coherent strategy for meeting the needs of inward migrants and supporting their skills development. We recommend that:

**R.20 The CoNP develops a strategy for meeting the needs of inward migrants and supporting their skills development. The proposed strategy should consider how the gaps in support for employers working with migrant workers could best be met.**

- 6.16 There are lessons that the City may learn from Peterborough, which has set up the New Link Asylum and Migration Service. We recommend that:

**R.21 The CoNP prioritises the development of an Asylum and Migration Service for LAA funding.**

*Lowering violent crime levels across the city*

- 6.17 The Alcohol Board has been set up by the Safer Norwich Partnership to coordinate action to tackle alcohol related violence and harm, but funding is required to take this strategy forward. As this priority sits firmly within the Safer Communities theme of the LAA we recommend that:

**R.22 The Alcohol Board for Norwich takes the lead in tackling alcohol related violence and harm, not only on behalf of the Safer Norwich Partnership but also the CoNP. As part of the delivery mechanism for the Safer Communities theme of the LAA, it should be provided with a block fund to tackle alcohol related violence.**

- 6.18 Emphasis on the prevention and early intervention agenda by the Alcohol Board needs to have a particular focus on six vulnerable groups where the risks of substance misuse including alcohol may be particularly high: Looked After Children, young people who are truanting or excluded, young offenders, young people 'at risk' of offending, sexually exploited young people, and the children of substance misusing parents.
- 6.19 Whilst the recognition of the Government's 'sensible drinking' message is high: 80% of drinkers having heard of units, it has had little impact on behaviour. There are a number of potential priorities, which Norwich may want to consider as part of a social marketing campaign. These priorities might include:

Priorities for a social marketing campaign	
Drinking within the home environment	Focused on adults and children, with goals of reducing the early onset of parents offering alcohol to their children, reducing the quantities adults consume at home and level of alcohol related to domestic abuse
Under age risky drinking	Targeted on young people who drink in open spaces with goals of reducing the intention to get drunk, avoiding dangerous places and situations, and reducing the number who access alcohol through their parents or from off-licences.
Safe drinking for young people	With gender specific goals about staying safe and getting drunk..
City Centre 'binge drinkers'	With gender specific goals about reducing the rate at which they get drunk, staying safe, the amount they drink before they leave home, and reducing alcohol related violence
Problem drinkers in older age groups	With gender specific goals about reducing domestic

- 6.20 We recommend that:

**R. 24 The Alcohol Board develops a targeted social marketing campaign.**

- 6.21 The Health Development Agency suggests prioritising screening and brief intervention particularly within primary care. We recommend that:

**R. 25 Norfolk NHS develops an extended programme of alcohol screening and brief intervention particularly within primary care.**

- 6.22 MARACs have been set up in Norwich for high-risk, domestic violence victims. As part of this multi-agency approach high-risk victims should also be screened for alcohol and, where appropriate, supported by a programme of either brief interventions or treatment.

- 6.23 The mechanisms, which have been developed by the Prolific and Other Priority Offender (PPO) programme, can be used to tackle aspects of alcohol related violence. We recommend that:

**R.26 Local criteria for PPO are broadened to include those with a history of persistent violence. Where necessary these PPOs should be fast tracked into alcohol treatment and, if their offence is of domestic violence, onto the IDAP programme**

**R.27 The responsible authorities under the Licensing Act (the local authority - Trading Standards, Environmental Health, Planning and Children's Services, the Police and the Fire & Rescue Service) should meet together as a group to coordinate enforcement activity.**

- 6.24 Probation often struggles with funding domestic violence perpetrator programmes. One option would be to fund the extension of these programmes through the LAA. We recommend:

**R.28 LAA funding under the Safer Communities theme is used to fund the extension of accredited domestic violence perpetrator programmes.**

## 7. Local Economy

### What are the key challenges in the local economy?

Key challenges in the local economy	
<p><b>Linking those with low skills to the labour market</b></p>	<ul style="list-style-type: none"> <li>Norwich experiences 'skills polarisation': As well as having a higher proportion of degree level qualifications than the national average, more than 30% of people in Norwich are qualified to below Level 2 (equivalent to five GCSE grades at A*-C level).</li> <li>Those with no qualifications are at increased risk of experiencing worklessness –employment and economic activity rates are poor for this group, and well below county, regional and national averages. The proportion of those with no qualifications that are economically <i>inactive</i> is higher in Norwich (35%), than in Norfolk (30%), the East (29%) and similar to England (35%). Of those who are economically active, a greater proportion is unemployed (6.4%) than in Norfolk (4.4%) the East (3.9%) and England as a whole (5.2%).</li> <li>Those with no qualifications who are employed are overwhelmingly concentrated in low-skilled and low-paid occupations.</li> <li>This is in part likely to be due to difficulties in accessing employment as a result of competition with other more highly skilled residents. The most recent estimates suggest that nearly two-in-five of the economically active population in Norwich have a degree level qualification or higher. Significant numbers of people (more than 1,600) with degree level qualifications are employed in elementary occupations typically requiring lower skills.</li> <li>There is also likely to be competition for lower-skilled jobs from students and migrant workers.</li> </ul>
<p><b>Tackling wider worklessness</b></p>	<ul style="list-style-type: none"> <li>Unemployment levels are falling, but unemployment claimant levels remain significantly above county/ regional/ national averages. The level of long-term claimants is also high – representing nearly one-quarter of all Jobseekers Allowance (JSA) claimants.</li> <li>Although the benefit count in May 2007 showed 2,600 people across the city receiving JSA, claimant flow analysis identifies up to 9,500 people having been on JSA over the course of the previous year.</li> <li>Worklessness benefit levels are primarily driven by Incapacity Benefit (IB). 6,900 people are receiving IB compared with 2,600 receiving JSA. The proportion of people claiming IB has</li> </ul>

<b>Key challenges in the local economy</b>	
	<p>been increasing across Norwich in contrast to JSA levels.</p> <ul style="list-style-type: none"> <li>• People with a limiting long-term illness are half as likely to be economically active as the population as a whole</li> <li>• There is also evidence of hidden unemployment – this covers those people who are economically inactive who would like a job but are not actively seeking work. Estimates from the Annual Population Survey suggest that 6.9% of working age adults across Norwich are economically inactive but would like a job</li> <li>• Although the majority of unemployed people across Norwich are white, data from the Census suggests that unemployment among Black African and Black Caribbean groups is above average</li> <li>• More than three quarters of JSA claimants across Norwich are male, although females are more likely to be economically inactive.</li> </ul>
<b>Addressing ‘in work’ low income</b>	<ul style="list-style-type: none"> <li>• Resident weekly earnings in Norwich are below county/ regional/national averages. Norwich is among the 10% of LAs in the country with the lowest median earnings, only Great Yarmouth having lower earnings in the region.</li> <li>• The lowest earners in Norwich earn only one-fifth the median national wage.</li> <li>• Male earnings across Norwich are significantly higher than female earnings. This is likely to be partly linked to a higher proportion of women part-time workers, although also linked to over-representation of women in relatively low-paid sectors such as health, education, and customer service</li> </ul>

## What are the barriers that interventions need to tackle in the local economy?

- 7.1 The barriers here are both demand-side and supply-side – and interventions are likely to focus around raising the employability of those with low skills, and maximising the jobs available for this group.

<b>Barriers: Local Economy</b>	
<b>Linking those with low skills to the labour market</b>	<ul style="list-style-type: none"> <li>▪ Competition for, and lack of, entry-level jobs. Evidence highlights the increasing difficulty that low-skilled groups across the city have in competing in the local employment market. The scarcity of – and competition for – suitable entry-level jobs and progression routes (employment escalator) also implies this group will find it hard to increase skill levels whilst in work.</li> <li>▪ Tackling low aspirations. In poorer neighbourhoods, there can be low cultural aspirations, fewer positive role models, and weak contacts with informal networks that alert people to job</li> </ul>



<b>Barriers: Local Economy</b>	
	<p>opportunities.</p> <ul style="list-style-type: none"> <li>Employers require 'softer' skills including interpersonal, intrapersonal, social and problem solving skills.</li> </ul>
<b>Tackling wider worklessness</b>	<ul style="list-style-type: none"> <li>Research from Essex University identified a number of key barriers to unemployment including age, low qualifications, lack of partner (especially lone parents), disability, and membership of particular ethnic groups. Individuals facing none of these barriers to work were found to have a 97% chance of finding work. By sharp contrast, individuals facing four or more of the barriers were found to have only a 7% chance of finding work.</li> <li>Poor health can also provide a major barrier to employment, and a number of national policies and programmes are designed to increase employment opportunity for people with health conditions or disabilities. It is known that the likelihood of people with work-limiting illness leaving benefits and entering employment is much lower than the likelihood of unemployed people leaving benefits and entering employment - in other words individuals with particular health issues need additional support in terms of getting into sustainable employment.</li> </ul>
<b>Addressing 'in work' low income</b>	<ul style="list-style-type: none"> <li>Poor business access - geographical isolation hindering inward investment At a citywide level, low earnings can be associated with a poorly performing economy, failing to attract – or locally develop – firms and jobs paying high wages.</li> <li>Recent research suggests that improvements to the A11 to make all sections dual carriageway would provide a £600 million boost to the local economy, improving business access and reducing the isolation of Norwich.</li> </ul>

- 7.2 Within the Eastern Region the LSC have identified a number of sectors that are of priority to the LSC and its strategic partners. These are Construction & the Built Environment, Engineering & Manufacturing, Health & Social Care, Leisure, Tourism & Hospitality, Land-based Industries, Logistics and Retail. The LSC's Commissioning Plan for 2008-2009 lists 'shared challenges' facing these priority sectors including:
- reported skills gaps and skills shortages across these sectors
  - restricted availability of sufficient, quality programmes which lead to specialist sector qualifications
  - lack of high quality specialist providers working directly with regionally based employers
  - limited access to sector specific Leadership & Management provision

- regional demographics –with a decline in young people coming on to the labour market and growth in the proportion of the current workforce nearing retirement age
- ethnic make-up of the current workforce which, in many areas, does not reflect the ethnicity of the local population
- take up of apprenticeships within the majority of these sectors is lower than other regional comparison sectors and
- lack of visible career pathways.

### What interventions are likely to work in the local economy?

7.3 To address demand and supply-side barriers interventions are likely to be focused around actions that:

- Improve the employability for those with low skills;
- Maximise the jobs available for those with low skills;
- Improve the ability of those with low skills to search for, and find, relevant jobs.

Interventions to tackle barriers in the local economy	
<b>Matching those with low skills to relevant jobs</b>	<p>Good practice identifies the following areas as effective:</p> <ul style="list-style-type: none"> <li>▪ Demand-led and flexible support, responding to the needs of employers.</li> <li>▪ Targeted screening, matching and testing facilities to find the right job seeker for each position</li> <li>▪ Additional support for hardest to help groups, including training around confidence building, IT skills, computer office skills, customer care, planning for work and team exercises.</li> <li>▪ Mentoring to help learn interview techniques and how to effectively search for a job, including CV writing</li> <li>▪ Work placements with key employer organisations.</li> </ul>
<b>Maximising the supply of jobs for those with low skills</b>	<p>The role of economic and enterprise development is key. LEGI's objectives across the city include:</p> <ul style="list-style-type: none"> <li>▪ Develop an enterprising population</li> <li>▪ Remove the barriers that are stifling enterprise and</li> <li>▪ Rebalance the local economy; by increasing investment in and growing local markets to create new opportunities for small and medium-sized businesses and more intermediate-level jobs.</li> </ul>
<b>Supporting existing businesses</b>	<ul style="list-style-type: none"> <li>▪ Business advice results in better business survival rates: research shows that the provision of advice and information is a key form of business support.</li> <li>▪ Business incubators: The "Entrepreneurship research" report</li> </ul>

<b>Interventions to tackle barriers in the local economy</b>	
	states that “Incubator based firms have been shown to have higher growth and survival rates especially in disadvantaged areas”.
	<ul style="list-style-type: none"> <li>▪ Access to finance is a key issue for small businesses in particular</li> </ul>
<b>As a major employer in the city, the role of the public sector is important</b>	<ul style="list-style-type: none"> <li>▪ Potential interventions include targeted recruitment initiatives, apprenticeships, as well as demonstrating the business case for diversity and improved health in the workplace.</li> </ul>
<b>Building the success of existing companies appears to be a better idea than attracting newcomers</b>	<ul style="list-style-type: none"> <li>▪ A striking finding of several of the evaluations of area based, business development programmes has been that the main source of new investment comes from businesses that are already in a local economy or at least in the surrounding region.</li> <li>▪ Another related key finding has been that more than half of so called ‘inward investment’ now comes in the form of ‘follow-on’ investments from firms that are already located in an area.</li> </ul>

## **What local interventions are currently taking place to link those with low skills to the labour market, tackle wider worklessness and address ‘in work low’ income?**

### *Raising the employability and aspirations of those with low skills*

- 7.4 We have pointed to the importance of having demand-led training where soft skills are fostered. The LSC is now basing its broad strategy on fostering a demand-led approach and is focusing more expenditure both on Skills for Life (particularly numeracy), and the development of the Foundation Learning Tier to rationalise programmes below Level 2 that support progression into further learning and employment. At the same time the LSC has sought to extend the capacity base for Skills for Life including ESOL.
- 7.5 The Community Learning Mentors have a key role to play in supporting the development of soft skills through learning in the Catton Grove, Wensum and Thorpe Hamlet wards but will take on clients from other LiC target areas.
- 7.6 The LiC funded, Sure Futures programme in Mile Cross and Catton Grove, Bowthorpe and Wensum wards aims to raise the aspirations of young people through its creative arts and ICT learning activities, but has yet to demonstrate a clear progression in supporting young people up the learning ladder. Its 10 key partners include two of the ‘community hub’ organisations emerging out of the NDC experience: The NR5

Project and The Garage. NR5's Future Radio project for Year 10 students going through to adulthood with job related training is a good example of fostering the soft skills required for employment amongst young people; as is the work of the Garage, which offers a range of creative activities for young people in the NELM area.

- 7.7 The LEGI *targeting the change agents* work stream has been specifically designed to raise the aspirations of young people and women. The schools enterprise initiative contributes by building enterprise education into the school curriculum. The Enterprising Women programme aimed at women across the LEGI areas has been specifically designed to include training in personal development/confidence building, business counselling and support.

*Raising the supply of entry and particularly intermediate level jobs and providing employment escalators*

- 7.8 Norwich City Council's bid for inclusion in the LEGI programme outlined the City's ambitious commitment to grow 36,000 jobs by 2021. It argued that Norwich City needs LEGI to:
- end the economic exclusion of its resident population so they benefit from the growth;
  - create entrepreneurs to drive enterprise growth, rooted in local communities; and
  - rebalance its economy, making for sustainable growth, less vulnerable to global investment decisions and building more intermediate level jobs.
- 7.9 The LEGI target groups are young people, women of primary working age (25-49) and the over 50s. Its target areas are Thorpe Hamlet, Mancroft, Mile Cross, Wensum, Lakenham and Bowthorpe. It also has the broader target of increasing total entrepreneurial activity in deprived areas. The LEGI programme can contribute significantly by increasing investment in and growing local markets to create new opportunities for small and medium-sized businesses and more intermediate-level jobs. Additionally the LEGI programme's:
- *Step Up* work stream aims to tackle the barriers that prevent Norwich's small and medium enterprises' (SMEs) from growing and thus to increase the supply of both entry and intermediate level jobs. It does this by providing mentored loan support.
  - The *Seizing Opportunities* work stream uses business volunteers as mentors to build relationships between local communities and local employers in key growth sectors. It is also providing training and work

experience to support women in returning to work. This latter initiative could be important in the context of the DWPs drive to encourage lone parents to return to work

- The *Buy Local* work stream aims to capitalise on the spending power of Norwich's largest employers including procurement opportunities in the public sector. The latter will be given a boost by the Chancellor's Budget announcement of a target of 30% of public procurement coming from SMEs.

- 7.10 In terms of employment escalators, Train to Gain is a programme that seeks to meet the employer demand for skills. It will continue to be the LSC's flagship programme during 2008/09. Train to Gain delivers training within employer's premises and is designed to help people gain a Level 2 qualification. The Colleges for Business Norfolk has been designed to help businesses to access the training resources and expertise of all six Norfolk colleges through a single point of contact. Part of the new service will also help businesses to keep training costs down by maximising funding opportunities through specific initiatives such as Train to Gain.

*Business development in deprived areas and supporting existing businesses*

- 7.11 BizFizz forms a key component of the LEGI strategy and receives LEGI funding. The main obstacles to the move to self-employment are the 3Cs: Cash, Confidence and Credibility. A successful self-employment scheme targeting the unemployed needs to address these 3 obstacles by: offering tailored support, providing a cushion between benefit dependency and sustainable self-employment, and guaranteeing on-going support. BizFizz seems to meet these criteria.
- 7.12 The *Norwich Enterprise Centre* aims to provide joined up and improved access to enterprise services through a 'hub' and 'one stop shop' that connects mainstream provision with LEGI and other services for businesses. The City Centre premises, which are now completed, provide a base for LEGI staff and business advisors. Other work streams will also signpost people to the Enterprise Centre.
- 7.13 NELM's strategic vision for 2010 and beyond includes *promoting social enterprise development* including childcare, community transport, and grounds maintenance and cleaning. The NELM strategy of asset management is at the core of its sustainability strategy for when the Central Government NDC funding ends in 2010. Under this strategy it has built substantial community owned assets including the Henderson Business Centre and the new Norwich Fire Station. The transfer of the ownership, development and management of community assets is a

model that the CoNP may wish to consider as a part of its future approach to community-led business growth.

*Tackling wider worklessness and addressing 'in work' low income*

- 7.14 The WNF projects tackling wider worklessness include: the *Employment project* targeted in Mancroft, Bowthorpe, Thorpe Hamlet and Mile Cross with two specialist employment workers offering ETE pathway for clients with mental health issues; the *Healthy Futures* project, which gets referrals from local GPs and other agencies and provides work preparation support; and the *Personnel Development* programme working with residents of city based hostels to enable them to develop skills to undertake training and work placements.
- 7.15 We have considered under the Adult Health and Wellbeing the need to address the issue of mental illness as a reason for unemployment. We have also considered under Children and Young People the part Credit Unions currently play in tackling 'in work' low income. We return to these issues below.

*Gaps and overlaps in current provision*

- 7.16 The programmes aimed at raising aspiration and enterprise skills amongst the 14-19 age group offered by City College, LEGI and liC have overlapping aims but, so far as we can ascertain, do not duplicate one another. For example, the liC Sure Futures programme works with young people aged between 11 and 16 years old in Mile Cross, Catton Grove, Bowthorpe and Wensum wards; the LEGI work on *schools enterprise* has concentrated its efforts on working with schools in difficulties including Earlham High School; and City College has established a Deloitte Employability Programme, which is designed to promote employability within the school curriculum.
- 7.17 The LEGI and liC programmes overlap in four of their principal target wards – Thorpe Hamlet, Mile Cross, Wensum and Bowthorpe – but also in other deprived areas, as both programmes take clients from a number of deprived areas across the City. The LEGI and liC programmes need close collaboration and joint planning to avoid duplication in these areas, share methodologies and widen the number of potential programme beneficiaries.
- 7.18 The Norwich Enterprise Centre is intended to be a major flagship for the LEGI programme, but its overall success as a 'hub' will be dependent on its ability to join up business support across a range of bodies and agencies. Careful monitoring will be needed to measure the extent to

which this happens, as well as the extent to which other programmes and projects signpost individuals to the Centre.

- 7.19 We think that there are still significant gaps in local provision for meeting each of the Job Centre Plus aspirations for reducing the numbers on Incapacity Benefit (IB), supporting lone parents into work, and supporting the longer term unemployed in gaining employment.
- 7.20 We are concerned that Mancroft does not appear to be being significantly targeted by existing programmes to support the longer-term unemployed in gaining employment. [Mancroft has the highest levels of recorded mental health problems across Norwich.]
- 7.21 There are also significant gaps in tackling wider worklessness and 'in work' low income.

**What are the strategic priorities and the interventions, which the CoNP may wish to prioritise in the LAA or in future renewal programmes to link those with low skills to the labour market, tackle wider worklessness and address 'in work low' income?**

*Raising the employability and aspirations of those with low skills*

- 7.22 Those with no qualifications who are employed in Norwich are overwhelmingly concentrated in low-skilled and low-paid occupations. This is in part likely to be due to difficulties in accessing employment as a result of competition with other more highly skilled workers as significant numbers of people (more than 1,600) with degree level qualifications are employed in elementary occupations typically requiring lower skills. However, a key problem is the availability of intermediate level jobs to move onto.
- 7.23 The Leitch Review of Skills, *Prosperity for all in the global economy: world-class skills*, published in December 2006, recommended that the UK commit to becoming a world leader in skills by 2020. This means doubling attainment at most levels.
- 7.24 The LSC's approach to young people focuses on engaging in learning more young people currently NEET and those in work without training; increasing the number of apprenticeships; and introducing Pre-Apprenticeships, and developing the 'Programme-led' Apprenticeship programme.
- 7.25 We have noted the success of the partnership between City College and Connexions in engaging 230 NEETs in college learning and have already recommended that CoNP plays a role in coordinating action to

meet the LAA targets for the NEETs group (see R.17). City College offers '*Programme-led*' Apprenticeships, which are funded by the LSC and we have also recommended that public sector organisations in Norwich consider the part they can play in expanding Apprenticeships (see R.16).

- 7.26 The LSC's approach to adults is to focus on first full Level 2 and Level 3 qualifications; increase apprenticeships in the 19-24 and 25 plus age groups; and significantly increase spending on up-skilling the workforce through the Train to Gain. As we have noted Colleges for Business Norfolk has been designed to help businesses to access Train to Gain.
- 7.27 The liC funded Sure Futures programme has ultimately to be judged by its ability to escalate young people up the learning ladder to a full Level 2 qualification. The same yardstick should be set for aspects of the LEGI programme and for the projects commissioned by liC and LEGI to provide ETE services with adults.
- 7.28 We recommend that:

**R.29 When commissioning projects to raise the employability and aspirations of those with low skills, liC and LEGI programme managers set realistic targets for projects escalating young people up the learning ladders to Level 2 qualifications or above.**

- 7.29 The Government has announced Learning and Skills Councils are to be abolished by 2010. Upper tier local authorities will be responsible for offering all young people up to the age of 18 a full menu of choices including the new apprenticeships and diplomas alongside GCSEs, A levels and the Foundation Learning Tier. They will be able to commission provision to meet demand from young people and employers.
- 7.30 We understand the Norfolk Central Area Learning Board has a coordinating role in relation to engagement and raising attainment for 14-19 year olds. This Board also receives reports from Connexions on the progress of NEET group. In our view there is a need for this coordinating body to have an overview of the liC and LEGI funded projects which are seeking to raise the skills and aspirations of young people and in particular to develop, together with programme managers, ways of measuring *distance travelled* – from early engagement to participation in further learning and into employment - by young people engaged in these projects. We recommend that:

**R.30 Norfolk Central Area Learning Board has an overview of the liC and LEGI funded projects, which are seeking to raise the skills and**



**aspirations of young people, and develops ways of measuring distance travelled.**

*Maximising the jobs available and access to those for those with low skills*

- 7.31 We should sound a note of caution about the impact that programmes such as LEGI may have on overall job creation in deprived areas. Research by the Centre for Enterprise and Economic Development Research points out that it cannot be assumed that successful business development in or close to deprived areas will bring employment benefits to those living in these areas. Insofar as the evaluations have considered the proportion of additional jobs which are taken-up by local workers, the evidence indicates that this has been low – typically between 10 and 15%. However LEGI needs to be judged also by its social impacts alongside its economic benefits.
- 7.32 Physical proximity to jobs is relatively unimportant compared with the social networks (or linkages between jobs and job-seekers) and recruiting practices which managers use to select staff. Policies focused on business development need to be linked to policies based on removing these various barriers to local recruitment for workers living in the most deprived communities.
- 7.33 Joint working between local agencies and JC Plus is crucial in helping individuals into employment and tackling worklessness at a local level. We concur with the External Relationships Manager at JC Plus, who has identified a number of ways in which supporting those on IB and JSA needs to be tackled at a local level:
- *Joining up the employment preparation agenda* between JC Plus, the LSC, Norfolk Learning Partnership, liC and LEGI under the CoNP;
  - *Tackling more people at an earlier stage* on a voluntary basis before New Deal kicks in;
  - *Supporting and influencing employers in their attitudes* to providing work placements and subsequent employment for those with a history of mental illness;
  - *Addressing the concerns and providing improved support for SMEs* when employing those who have been unemployed for more than a short period of time.
- 7.34 Programme managers whom we have interviewed shared the common viewpoint that tackling wider worklessness needs to be given a higher

priority in Norwich. liC and LEGI need to be better linked to JC Plus and the LSC and their shared objectives better understood.

- 7.35 The LEGI, liC and LSC programmes need to act in concert in order to address the skills, employment and enterprise agendas in Norwich and maximise their impact upon deprived areas and communities.
- 7.36 We suggest there is now a strategic role for the CoNP in joining up the wider agenda of helping individuals into employment and tackling worklessness. These organisation and programmes could thus form the 'nucleus' of a CoNP working group to develop an overarching strategy for tackling worklessness in Norwich We recommend that:

**R.31 CoNP sets up a working group in conjunction with the Local Employment Partnership to develop an overarching strategy for tackling worklessness in Norwich. Part of the function of the proposed working group should be to foster a more integrated approach to programme planning, management and commissioning between those programmes - LEGI, liC and LSC - that seek to impact upon skills, employment and enterprise in deprived areas and communities.**

- 7.37 liC has commissioned work undertaken for Great Yarmouth by CFE to inform the design of an integrated programme of short-term vocational/soft and basic skills training for JSA claimants for 25-59 year olds who have been unemployed for 3-15 months. This work could inform a similar project for Norwich. The premise of the project in Yarmouth is that it will offer pre-employment core skills training (with vocational options), work trials to facilitate recruitment, and in work support including a 'buddy system'. We recommend that:

**R.32 liC considers with JC Plus developing an integrated programme of short-term vocational/soft and basic skills training for JSA claimants for 25-59 year olds who have been unemployed for 3-15 months.**

- 7.38 We have earlier recommended CoNP develop an inter-agency strategy to provide support in gaining employment for people with mental health problems. (See R.5).
- 7.39 Employer attitudes to employing those with a history of mental illness remain a key problem. Part of the JC Plus approach to this problem is to engage with employers through the Local Employment Partnership and the direct approaches it has made to large local employers. We recommend that:

**R.33 CoNP and the Local Employment Partnership develop a work programme to encourage and support SME's to employ those who have been unemployed for more than a short period of time, including those whom have experienced a mental illness, as part of a strategy for tackling worklessness in Norwich.**

- 7.40 We suggest that thought is given to the development of further multi-agency projects designed to help people who want to work or train but are prevented from doing so for a number of reasons – including a history of ill health, physical disability, lack of affordable childcare or a criminal record.

*Improving the ability of those with low skills to search for, and find, relevant jobs*

- 7.41 Good practice identifies the advantages of targeted matching facilities to find the right job seeker for each position, additional support for hardest to help groups, mentoring to help search for a job and be interviewed for a job and work placements with key employers. There is thus a need to develop a skills matching service for those with low skills seeking employment from deprived areas in Norwich. We recommend that:

**R.34 One of the priorities for the LAA should be developing a Skills Matching Service for those with low skills seeking employment from deprived areas in Norwich.**

*Addressing 'in work' low income*

- 7.42 We have considered under the challenge of improving outcomes for children living in 'in work' low income households, the whole question of debt advice, financial planning skills and so on. We have already recommended that further research is commissioned through the LAA on behalf of CoNP into the levels of financial exclusion across Norwich and what may be done to address them (See R.13).
- 7.43 Actions to increase employability of those with low skills, and maximise available jobs across the city, has the potential to also address issues around in-work low income. However the connections need to be made when securing employment to the barriers that can be faced by those who go into low paid, part-time or casual employment and the "revolving door" of coming off benefit, moving onto working family tax credit and then, if the job ceases, moving back onto benefit again.
- 7.44 DWP has recently announced that all Children's Centres will have a JC Plus worker attached in a liaison role to meet parents at and ensure they are aware, where appropriate, of how to get access to Working Families

Tax Credit. Similar arrangements need to be made in other settings offering a pathway to work.

- 7.45 In 2006, over six in ten of those employed in elementary and customer service occupations were low paid, accounting for over half of all low paid workers. Amongst other recommendations made by IPPR, who have studied this problem, is the need for the Local Employment Partnership to deliver sustainable, adequately paid jobs with training prospects.
- 7.46 The role of Credit Unions, which we have discussed earlier, is also important in providing low-cost savings and loans to these who are on low incomes. Work place credit unions can also be established. For example the Leeds City Credit Union actively markets its services to employers to help set up a credit union in the workplace. In a city, which is the centre of the financial services industry, all major local employers should be encouraged to set up credit union schemes. We recommend that:

**R.35 The CoNP works with major local employers to set up credit union schemes.**

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