

Covid-19 Community Recovery Plan

v0.3

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Introduction

Covid-19 pandemic has had a significant impact on all our lives. Burnley Council will do everything it can to help the borough bounce back from its effects

First, we must defeat the virus. We will continue to play our part in delivering the local Test and Trace service. We will also work with Government and health partners on preparations and delivery of the vaccination programme.

Secondly, we must plan for a strong recovery. In November 2020, Burnley Council agreed a plan to help the borough's local economy bounce back. "[Burnley's New Economy: A Strategy for Recovery and Growth](#)" provides direct support to local businesses and to help our young people into employment.

But the virus has also had a major impact on social and community life. The virus has brought loneliness, anxiety, financial insecurity, isolation and exclusion. Some residents will, for the first time, need to navigate the benefits system. Families have been bereaved and individuals may be dealing with the long-term medical implications of having had the virus. The pandemic has also created tension between those that support strong restrictions to contain the virus and those who believe the Government's response has been an overreaction.

At the same time, our response to the pandemic has resulted in new friendships, a greater sense of neighbourliness, community action and a willingness to volunteer. Organisations in the borough have come together to play their part. New partnerships have formed, respect and trust has increased, along with collaboration and innovation.

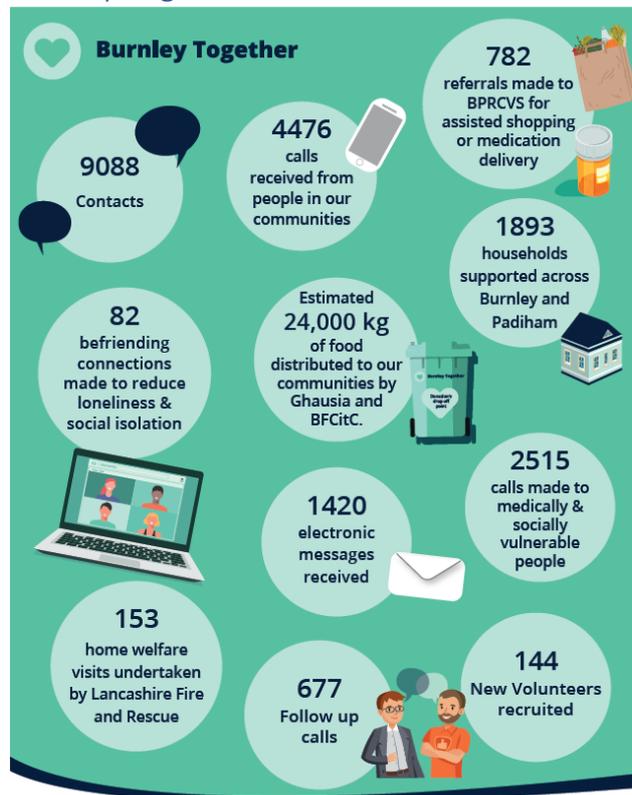
This document sets out how the council and its partners will- through the Burnley Together partnership- continue to meet the challenges of the pandemic but also will build on the opportunities it has created.

What is Burnley Together?

Burnley Together is a partnership between Burnley Council, the Calico Group, Burnley, Padiham and Rossendale CVS, Burnley Leisure, Burnley FC in the Community, Building Bridges, Lancashire Police, Lancashire Fire and Rescue, the Primary Care Networks and Lancashire County Council. We also recognise the importance of our community and voluntary sector in our effort generally, but particularly Charter House, Ghausia Mosque, Stoops and Hargher Clough Community Centre, Gannow Community Foodbank, Northern Community Networks, Burnley Boys and Girls Club, and Valley Street Community Centre.

Burnley Together has delivered something unique during the Covid-19 crisis, creating a strong place-based partnership that has focused resources on getting things done. As the emergency phase concludes, there is a desire from partners to continue this way of working as we transition into the 'new normal'. The purpose of this partnership will be to continue to build a service that responds to local needs, delivers personalised services, builds inclusion and trust in our communities, and empowers our residents to be independent.

Burnley Together: achievements



Burnley Together has provided a one stop shop approach meaning that whoever you are, whatever you need, help is available. Service requests are channelled through a contact centre currently open seven days per week.

In its first three months of operation, Burnley Together supported over 8,000 individuals living in Burnley and Padiham, providing welfare checks to those who are shielding; food for families that are struggling financially; arranged picking up and dropping off of prescriptions; and befriending services for those that are lonely and socially vulnerable.

Burnley Together has built and strengthened connections with our communities, enabling relationships to be formed around trust with our public, third, and business sectors. We have seen all corners of our community come together to

help, delivering services where they have been needed most, and making sure no one gets left behind.

Burnley Together offer personalised support. Conversations enable our contact handlers to understand the needs of the individuals, and to ensure they get the help that will make a difference. Those seeking help are supported towards independence. All contacts are followed up and impact is assessed.

This focused way of working and energy to get things done, has engaged our partners too. Burnley Together has renewed relationships and created vigour for continued collaboration. The achievements

of Burnley Together have created a desire to come together to look to a future. We know the place-based approaches are being pursued in housing, health, economy and the broader community development arenas. Burnley Together can be the vehicle to make things happen.

Conclusions from the emergency phase

One thing that is clear from the emergency response work: many of the challenges Burnley Together has responded to existed before Covid-19. Our customers have a unifying characteristic in that they have told us that accessing services is often difficult and confusing, with the need to tell their story multiple times. The old ways of working are de-humanising and ineffective – they do not get people the help they really need to move forward and become independent.

The vulnerable elements of our community remain vulnerable; perhaps more so for the three months in which they have been cut off from the outside world and services that provided them with support. Our children will have received little or no formal education for a six-month period. And our workforce, both young and old, will face unprecedented pressure around redundancy and job availability. Direct impacts of the fallout of the virus and issues that are already emerging through conversations in our contact centre. The challenges around mental health will grow. The impact of food poverty and reliance on our town's foodbank is still present. The weight of expectation on our health and social care system and a general worsening of health and wellbeing are very real risks.

As the crisis of the first wave of pandemic is moving to a conclusion it brings with it a range of new challenges for our borough to overcome as a direct impact of the actions taken over the last 3 – 6 months. The outcomes of our proposal will respond directly to those challenges, whilst also providing flexibility into the future.

Burnley Together's role in the Covid-19 response is not going to end. It will need to evolve as the needs of our community's change. Our proposal is not about changing existing structure, it is about augmenting those structures and adding strength where necessary. Our proposal is about recognising the specialisms of our partners and focusing their energy on that area. It is about working with individuals, both with complex needs and not, and getting them help through personalisation and connection to the right services. It is about delivering a truly place based approach, delivering significantly improved outcomes for the residents, and reducing the burden on key public services.

What is our vision?

Our vision is for ***a partnership with local services, listening to what matters to people in Burnley and Padiham. Ensuring access to the help needed and empowering our residents to be independent, living safe, fulfilling and happy lives.***

To achieve this, we have agreed the following set of objectives.

- **Connecting people** to the services they need across health, economy, and social programmes at the point they need help.
- Ensuring our **approach is personalised** taking notice of what matters to the individual, working hard to really understand their needs and achieve the outcomes which will make a difference for them.
- Working through the challenges with our service users beyond the initial contact creating a **culture of independence** through empowerment and targeted support.
- Making **best use of partnership** resources including the statutory, voluntary, faith and business sector for the benefit of our community.

- Continually review the service offer through **co-production**; monitoring provision, identifying service gaps, and working up solutions with our partners and service users to fill the gaps effectively and efficiently.

How we propose to deliver our vision

The proposal is that Burnley Together should focus on three defined areas of activity. These are skills & jobs, health & wellbeing, and community & inclusion. The proposal is for a place-based approach focusing on integration across our town's footprint joining up services behind the scenes to make things easier for residents to access and making sure they get the right help whilst promoting independence. This approach will ensure that the town is able to make best use of scarce resources provided, and that local people have an opportunity to influence local priorities and key decisions.

We intend to mobilise community assets to provide access points where people can walk in and seek help in a socially distanced way. Through partners we would like to encourage more community venues to offer a 'Burnley Together' service and Calico will commit to providing the necessary training to commence this activity.

We anticipate two levels of support needed by people seeking help from Burnley Together. There will be the individuals that have a single immediate need. This will include people needing help finding work, people needing food parcels, and people seeking social activity. It is highly likely that the contact agent can receive this request and action it through our partnership without the need for further intervention.

There will also be those individuals that need more. These are individuals that have multiple needs which are often complex. They require a short-term support plan that is designed to move them from crisis to independence. For this group we will need to consider resources to provide short term support and assist with moving forward.

As we move forward the model aligns services into three clear areas of work.

- **Skills and jobs:** our ambition is to work with people leaving education, or individuals facing redundancy situations to help them secure employment that improves their circumstances.
- **Health:** our ambition is to help people live healthier lives where they have more choice and control.
- **Community wellbeing and inclusion:** Our ambition is to help people get the help they need to get back on their feet. This will help our communities to overcome challenges and be stronger together.

Our offer will be personalised for each individual that we help, and at the very heart of the offer will be the absolute commitment to support people back to independence – all help we offer is temporary and designed to get people back on their feet.

The next 12 – 24 months will see several challenges emerge for Burnley and its residents as a result of the global pandemic. Three main areas are considered in more detail below.

Jobs and skills development

In May 2020, Burnley had a claimant count of 8% (ranked 10th worst nationally) and a youth unemployment rate at 10.3% (6th). Whilst these figures are high, they are lower than perhaps might have been anticipated indicating that the Governments job retention scheme has worked. Whilst this maybe reassuring to a degree it masks a future challenge highlighted by Centre for Cities¹ which

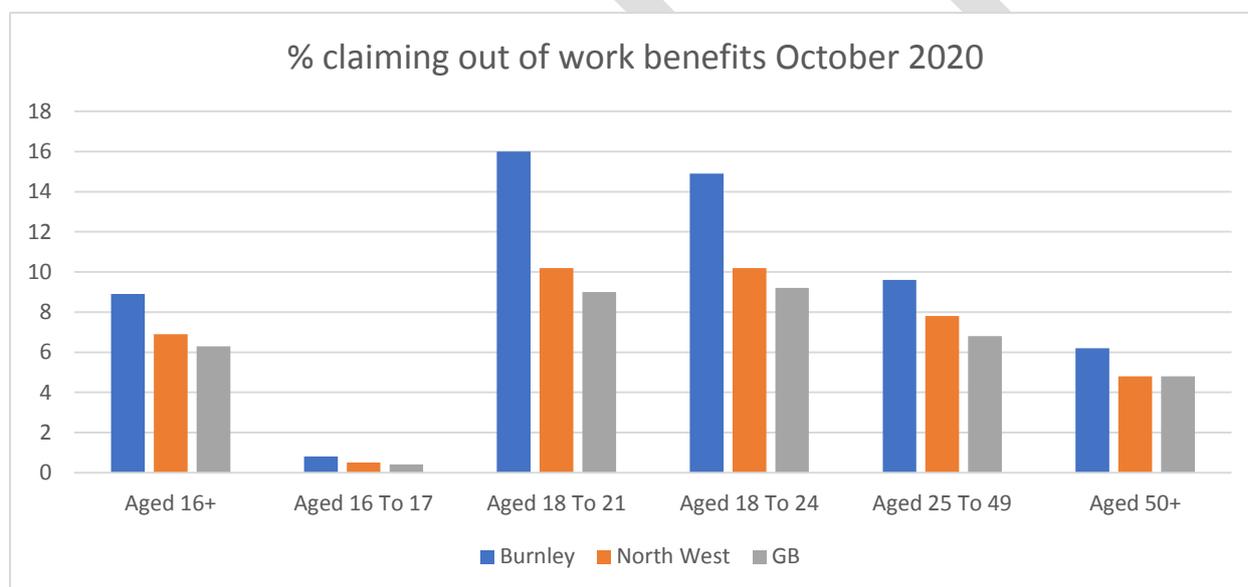
¹ <https://www.centreforcities.org/blog/may-unemployment-count-economic-crisis/>

indicates that Burnley has 31% of its workforce furloughed (for three weeks or more), second highest in England, which is 4 – 5% higher than any other town or city in the top ten of either count.

This suggests there is a latent problem for employment within Burnley that is yet to be fully exposed. In an earlier report the Centre for Cities² identified that in the region of 70% of roles in Burnley would be affected, vulnerable or very vulnerable to Covid-19.

Furlough will end by April 2021 and the medium-term prospects for all sectors of the economy are uncertain. The impact on young people has, and will continue to be, particularly harsh. The dominant focus at present is on the ability of young people to enter the labour market. Young people generally gravitate to roles in leisure, hospitality, and retail and the economic impact of the virus means that these sectors have been hit the hardest. Apprenticeships in engineering have also experienced displacement as businesses seek to save their businesses.

Youth unemployment is further compounded by businesses generally being less likely to be recruiting entry level roles. There is a downward pressure from people being made redundant seeking opportunities in job pools that they would not normally consider. The Resolution Foundation has completed work around this issue³ and is forecasting that youth unemployment in areas like Burnley could hit 35%.



Note: Source is ONS Claimant count by sex and age. % is number of claimants as a proportion of resident population of the same age

Burnley has a range of offers for young people experiencing challenges with employment. Feedback from partners and young people tells us that this offer is difficult to penetrate, especially given the lack of careers support currently available in schools. Our young people need help to navigate this offer and to establish what will work best for them. This is not something that they will achieve alone and without intervention it could lead to an entire generation being lost to unemployment. The mental health impact of this is also significant.

² <https://www.centreforcities.org/blog/what-does-the-covid-19-crisis-mean-for-the-economies-of-british-cities-and-large-towns/>

³ <https://www.resolutionfoundation.org/publications/young-workers-in-the-coronavirus-crisis/>

Health and wellbeing

Covid-19 has had a fundamental impact on the mental and physical health of people across Burnley. Across a range of indicators health and wellbeing scores have significantly reduced. Patterns are consistent between men and women, across all age groupings and different ethnic groupings. This reflects the picture nationally where wellbeing scores are at the lowest, they have been since records began.⁴

People are suffering from psychological distress particularly women and those from ethnic minority groups and, of course, key workers. Stress and anxiety generally in our community are having significant impact on wellbeing. There is a need to establish a mental health support offer across the age ranges that enables our community to recover from the psychological damage of Covid-19. People have had a lot to occupy their minds.

Improving resident's life satisfaction and day to day happiness is essential work in avoiding a mental health crisis in the town and a possible way to achieve this is through more physical activity. The link between being active and positive mental health are well established. During the pandemic we have seen an increase in people wanting to get active and improve their physical health. This is something that we need to encourage people to continue to do. There is a clear opportunity through the work Burnley Leisure are doing, but also through the involvement of organisations like Lancashire Adult Learning.

An area of reflection from the emergency response phase relates to the work that we have done around the shielded and socially vulnerable groups. Whilst many of these individuals live happy and fulfilled lives, there is a reasonably sized group of people that do not because of a lack of access to health and social services for a range of reasons.

From the support we have offered we know that a significant number have needs that have escalated over the three-month period. These groups will need help and support to engage the service they require to prevent them becoming at risk. The key challenge for Burnley here emanates from the elderly population. Older adults are more likely to have had negative outcomes from the virus.⁵ Alongside the removal of access to health and social care services this group have also had access to family and friends restricted.

The mental health impacts from social isolation are clear. The experience as lock down eases is that many of our older people are frightened to emerge from shielding and will need help to regain their independence. There is a connection here with social prescribing activities (coordinated by CVS) and creating safe spaces where people can emerge, and the environment can be seen to be managed for them. This will allow our residents to begin to build their confidence.

Less obvious is that family and friends often provide the safety net helping older people with personal care, cooking, cleaning and administration of bills. This has often been the thing that kept older people from requiring health or social care interventions and helped them maintain their independence. Without this support it is likely that a manageable condition will in many cases have escalated to an unmanageable point. In short, many more of our older population are going to require support from health and social care and their 'ask' is likely to be more significant than pre-Covid-19.

One strand of work that is already in development is the creation of "Social Care Capital Projects". This will involve using up to £250,000 of Better Care Funding to improve the accessibility of community

⁴ <https://www.jacobs.com/sites/default/files/2020-05/jacobs-wellbeing-costs-of-covid-19-uk.pdf>

⁵ <https://hub.jhu.edu/2020/05/05/impact-of-covid-19-on-the-elderly/>

facilities. The projects could include building more Changing Places facilities in community centres and improving access to community buildings for example.

Community and inclusion

The emergence of Covid-19 has reminded us all the importance of the community and voluntary sector and the work they do to keep our communities safe. Activities are delivered in our neighbourhoods by passionate and driven organisations surrounded by an army of volunteers that give their time to help others. Without doubt our ability to achieve the success we have in the emergency phase would not have been possible without the dedication of the sector.

Whilst this is very positive several challenges remain. Food poverty in our communities is far higher than it should be. Our work in the emergency phase has provided intelligence regarding the extent to which food poverty is an issue. Working with the Community Kitchen, Ghausia Mosque and Gannow Foodbank we have delivered over 5,000 food parcels (circa 315 tonnes of supplies) to families in three months. Only a small percentage of these requests related to Covid-19. All the families we have supported are in need, with most of the families using the opportunity of COVID-19 to seek help.

Alongside this we have seen the emergence of community kitchens operating in our neighbourhoods providing a 'meals-on-wheels' type service to those who cannot afford a private operator. We understand that at present we are delivering circa 1,000 meals each week in the main to older people. The role of these partners over the next 12 – 18 months will be essential in our communities and the potential for the BFCitC Community Kitchen to become a central coordinating strength is a real opportunity. We will need to work together as a partnership to make good on this opportunity supporting each other to build resilience to food poverty across our communities.

Often families asking for food require other support as well, the correlation between food poverty and child poverty is high. A big element of our work during the emergency period has been helping families to get themselves set up. We have found that families often cannot afford the basic furniture in their homes.

Another positive has been the rise of volunteering during the pandemic with one in five UK adults having offered their services free of charge. The challenge moving forward is to try to retain some of this volunteer army as they go back to work. This is important for two reasons.

1. The community and voluntary sector require these people to continue to do the good work that they have started.
2. The individual and community wellbeing impacts of volunteering are significant. Simply people feel happier when they are helping others.

A final area of focus in the work around community inclusion and co-production. In the emergency phase we have responded to the emerging needs of the town, driven by what our customers have asked us to do. The result is a truly personalised offer that has delivered trust between the service and our communities. Our service today is '*customer informed*', but it would be much more powerful and sustainable if it were '*customers owned and driven*'

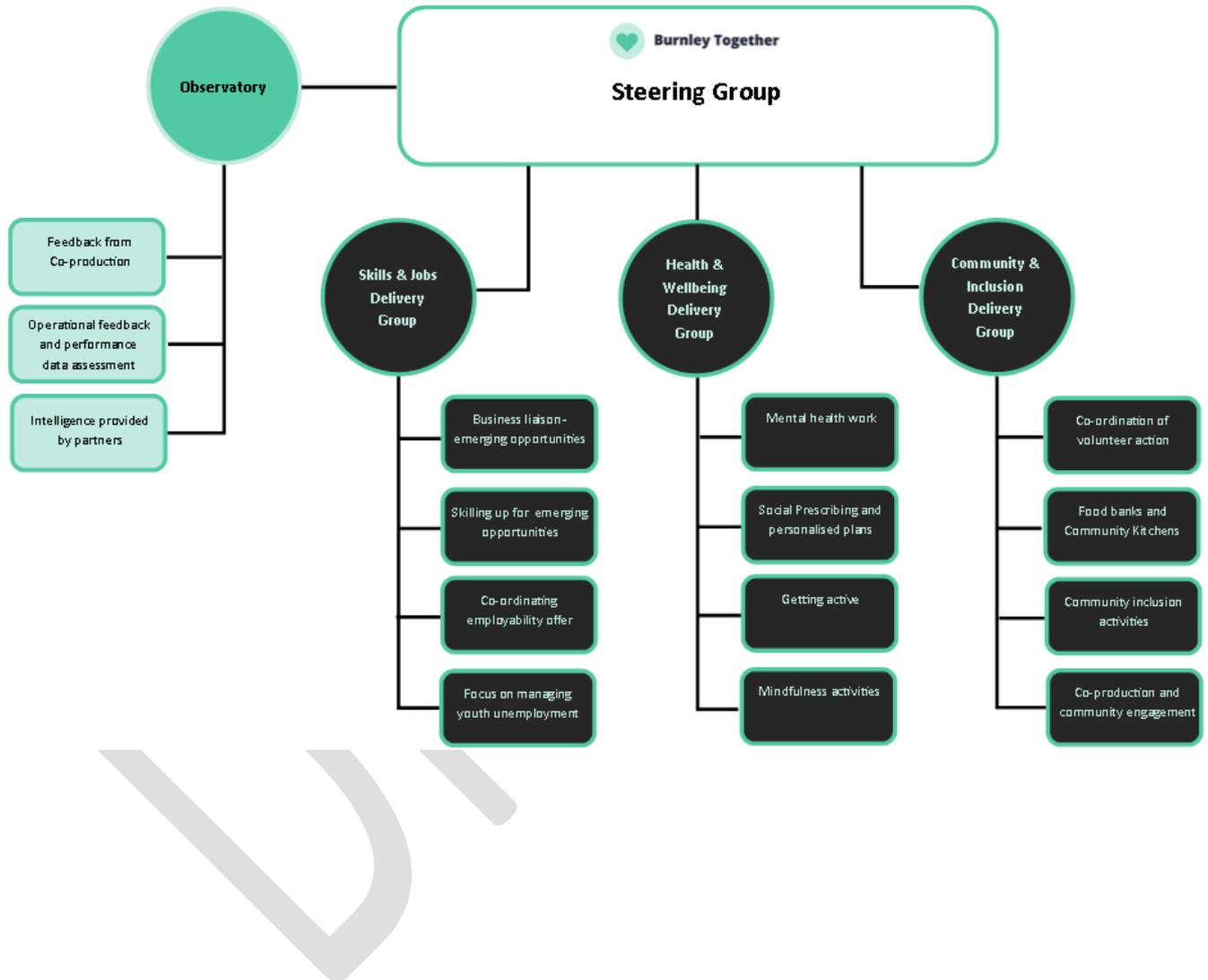
Burnley Together has provided the opportunity for communities to come together and work on joint projects for the benefit of all the town. The work between Ghausia Mosque and Stoops and Hargher Clough community centre has personified this. We need to continue to operate in this way, but as we move to 'new normal' there needs to be a mechanism in place that allow for purposeful community engagement and co-production. We need to ensure that the future objectives of Burnley Together are

driven from our communities responding to their needs through direct consultation and market research.

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Governance Structure?

Critical to achieving success is to build a partnership model that has focus and is able to utilise the resources and assets of its members. The diagram below denotes a structure that the partnership can work too. Partners have a clear expectation that Burnley Together means working together to find solutions and get the job done for our service users. The balance between strategic discussion and positive action will need to be kept in check. The Delivery Groups identified should ensure that as a partnership we achieve our set objectives. They should be used to plan our work, ensure it is done, and to review the impact before moving to the next package of work.



What outcomes do we hope to achieve?

At this stage we have defined some headline outcomes that Burnley Together should seek to achieve in the future. These outcomes should be discussed further and confirmed with the steering group and should be complemented with some outputs that will demonstrate success.

Skills and jobs:

- Business will engage with the delivery group and Burnley Together will become a way for them to recruit high calibre staff.
- We will have an effective and co-ordinated employability offer that is accessible for all Burnley Together customers.
- Training providers will shape elements of their offer to support current and emerging employment opportunities.
- We will have a focused approach to minimising youth unemployment.

Health and wellbeing:

- We will have a community offer that provides a plan for people with short term support needs linking them to the existing social prescribing offer via CVS.
- We will have an effective and coordinated mental health offer that utilises existing statutory services and compliments with other service offers where appropriate.
- An approach to active communities that encourages and support people to take exercise and feel well.
- A co-ordinated effort to relaxation and mindfulness leading to improved levels of community happiness.

Community and inclusion:

- A consistent offer for volunteers that allows them to play their part and contribute to the overall success of the community and voluntary offer.
- Delivery of a high-quality food bank and community kitchen network that helps people when they need help and promotes independence through food education.
- Promotion of communities from across our town coming together to deliver projects and celebrate our diversity.
- Involvement of our communities through co-production to develop Burnley Together's future direction and establish strategy.

Action plan- November 20- March 21.

Action	When	Owned by
Work with partners in Government and in the county council to deliver an effective local test and trace service	Ongoing	Burnley Council, LCC, Govt.
Work with partners in Government, the county council and in health to deliver an effective local vaccination programme	Ongoing	Burnley Council, LCC, Govt, NHS
Establish the Burnley Together Partnership structure. The council will commit £30k to create a new post for 12 months to support its aims and will re-direct existing staff resources to support its strategic and operational groups	Ongoing	Burnley Council, Calico, all Hub partners
Ensure the district's share of the DEFRA emergency assistance grant is distributed to those most in need of support, in partnership with CVS	September 20-March 21	Burnley Council in partnership with CVS
Provide a grant of £10k to the Community Kitchen, to help it feed our most vulnerable residents	Complete	Burnley Council
Use £50k grant for shielding from Government, to ensure that Clinically Extremely Vulnerable Residents are supported	November 20	Burnley Together
Provide a grant of £10k to the Community Foundation for Lancashire, to support its efforts to bring in externally funded support for Burnley's most vulnerable residents. The Foundation allocated over £140k to community organisations in the borough during the lockdown	Complete.	Burnley Council
Ensure the district's share of COVID-19 Winter Support Grant Scheme is used effectively	November 20-Feb 21	Burnley Together
Support the Burnley Health and Wellbeing partnership to address the wider determinants of health through projects including Together an Active Future, Health Weight Management, and Burnley Active Families .	Ongoing	Burnley Council, Primary Care Networks, Burnley Leisure.
Use £250,000 of Better Care Funding, as agreed with LCC, to deliver a programme of "Social Care Capital Projects" that will improve access to community facilities.	Ongoing	Council
A partnership approach to communications, that promotes the best of Burnley, and celebrates the community action and inclusion	Ongoing	Council and Calico communication teams.