



**Prosperous Communities
Committee**

Date: 30th January 2018

Subject: Supporting Vulnerable Communities Place Based Strategy 2017

Report by:

Chief Operating Officer

Contact Officer:

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Purpose / Summary:

This report provides an overview of the rationale and proposed strategy to progress, resource and oversee delivery of individual strategies to promote social regeneration in the most vulnerable communities across West Lindsey. This work sits closely alongside, aligns with and supports the Councils regeneration objectives and recognises that addressing socio-economic and environmental risks is integral to supporting regeneration potential and aspirations.

Situating this as a key programme of work within the West Lindsey Housing Strategy allows us to provide structure, clear delivery aims and accountable governance arrangements in place whilst also ensuring that this work is not considered or delivered in isolation of the Councils wider strategic objectives.

RECOMMENDATION(S):

Members of Prosperous Communities Committee are asked to:

1. Approve the 'Supporting Vulnerable Communities Place Based Strategy 2017'
2. Approve the projects listed against the recommended allocation of the Supporting Vulnerable Communities Ear Marked Reserve to support the delivery of this strategy and;
 - a. Recommend to Corporate Policy and Resources Committee that the requested resource be released for the following projects:
 - SVC 01 Continuation of Community Payback (18/19 & 19/20 Revenue)
 - SVC 04 Private Sector Landlord Support (18/19 & 19/20 Revenue)

- SVC 05 Vulnerable Communities Enforcement Officer (18/19 & 19/20 Revenue)
- SVC 06 CCTV Expansion (One Off - Capital)
- SVC 07 Lincolnshire Action Trust: Young Oasis (18/19 Revenue)

3. Support the proposed two yearly review of this strategy to ensure it remains meaningful and able to deliver its objectives

IMPLICATIONS

Legal: None arising from this report.

Financial: FIN/136/18/SL

The financial implications in this report relate to the request to draw down £220,000 from the 'Supporting Vulnerable Communities Ear Marked Reserve'

A resource allocation of £300,000 was approved by Council within the Medium Term Financial Plan (MTFP) 2013/14. This allocation was not accompanied at the time by a plan to allocate the resource to specific interventions to support vulnerable communities and the fund ('Supporting Vulnerable Communities Earmarked Reserve') remains largely unspent.

The remaining reserve amount after the allocations proposed within this report will be £18,000. It is proposed that the remaining funds are retained to support the objectives of the Supporting Vulnerable Communities – Placed Based Strategy.

Subject to approval of this report; a report requesting budget approval to spend on the specific initiatives is scheduled to be presented to the Council's Corporate Policy & Resources Committee on 6th February 2018 (**FIN/138/18TJB**)

Staffing: The allocation of the EMR as proposed will allow for two officers to be appointed by West Lindsey District Council on two year fixed term contracts:

1. Enforcement and Fixed Penalty Notice Officer
2. Private Rented Sector Officer

Equality and Diversity including Human Rights: None arising from this report.

Risk Assessment: It is considered necessary to progress this strategy and its associated place specific strategies and delivery plans in order to stabilise and support the most vulnerable and at risk communities in West Lindsey as part of the Councils overall commitment to growth and 'People First'.

Climate Related Risks and Opportunities:

Not applicable

Title and Location of any Background Papers used in the preparation of this report:

Call in and Urgency:

Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?

i.e. is the report exempt from being called in due to urgency (in consultation with chairman)

Yes

No

x

Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

x

No

1. Background and Context

- 1.1 Vulnerable communities within West Lindsey are typified by compounding environmental and socio-economic risk factors that have a negative impact on the environment, the community and the people living within.
- 1.2 The issues facing these communities also adversely impact the Council's ability to realise the potential of its growth ambitions.
- 1.3 Adopting a 'place based' approach to social regeneration with its focus on stabilising and normalising vulnerable communities is integral to the success of the Council's Growth Agenda.
- 1.4 This strategy, its associated ward specific strategies and delivery plans are placed alongside, align with and support the Council's growth and regeneration objectives in recognition that addressing socio-economic and environmental risk is integral to supporting regeneration potential and aspirations.

2. Integrated Strategic Approach

- 2.1 The Council has not previously taken a coordinated strategic approach to supporting its vulnerable communities. However, the need for a strategic approach to supporting vulnerable communities is recognised in the Council's [draft] Housing Strategy 2018 – 2021 and reflected as a key priority within which, specific ward focussed strategies can be delivered to meet the needs of specific vulnerable communities.
3. An overarching 'Supporting Vulnerable Communities -Place Based Strategy' for vulnerable communities in West Lindsey has been developed to oversee WLDC's approach. The intention is that this Place Based Strategy is the tool to direct, oversee, coordinate and monitor the necessary work programmes to drive forward improvements in areas of need. It works on the basis of directing work towards stabilisation, normalisation and regeneration of vulnerable areas.
 - 3.1 At present, two vulnerable communities have been identified - Gainsborough South West Ward and Hemswell Cliff. Both require focussed and specific support and intervention. The proposed strategy also allows for monitoring and analysis to identify and intervene earlier, in any other West Lindsey communities that are considered to be showing signs of vulnerability risk such as this
 - 3.2 The draft 'Supporting Vulnerable Communities – Place Based Strategy 2017' is attached at **Appendix A** of this report and is recommended for approval.

4. Resources and Capacity

- 4.1 Vulnerable communities place a disproportionate strain and demand on the Council's services and those of our partners. Often this type of demand requires a reactive response and takes the form of crisis management, resulting in the intervention doing little more than addressing an immediate issue.
- 4.2 As part of its recent Management Restructure, West Lindsey DC has aligned its housing, homelessness prevention, economic growth, community safety, safeguarding, health and wellbeing, communities, employment and skills and environmental protection functions to allow for the development and delivery of a 'social regeneration' approach to support vulnerable communities. This is the first time a strategic approach to social regeneration has been taken. The alignment of

services in this way has identified opportunities for improved working practices and more coordinated capacity to deliver.

4.3 It is inevitable that in order to stabilise and best support them, our most vulnerable communities require increased proactive resource, capacity and efforts to coordinate intervention and improve outcomes. As reported to the Councils Challenge and Improvement Committee in November 2017, there is a need for specific intervention to enable progress and change in vulnerable communities

5. Supporting Vulnerable Communities Earmarked Reserve

5.1 A resource allocation of £300,000 was approved by Council within the Medium Term Financial Plan (MTFP) 2013/14.

5.2 This allocation was not accompanied at the time by a plan to allocate the resource to specific interventions to support vulnerable communities. The Supporting Vulnerable Communities Earmarked Reserve remains largely unspent at this stage.

5.3 This strategy provides a plan and framework for the allocation of this resource to enable direct intervention for the vulnerable communities within West Lindsey.

5.4 Through this strategy, coordination of the interventions combined – including those already funded, will allow for improved outcomes and a more proactive response in these areas. The associated delivery plans for the interventions are included within the respective strategies for both Hemswell Cliff and Gainsborough South West Ward.

5.5 The table below provides an overview of the projects / initiatives completed and committed to date, followed by an overview of the proposed initiatives that recommended for approval as part of the strategy

Supporting Vulnerable Communities - Earmarked Reserve							
Ref	Title	Description	16/17	17/18	18/19	19/20	TOTAL
			Budget agreed		Budget awaiting		
SVC01	Community Payback*	To deliver a Community Payback scheme across West Lindsey	£10,000	£10,000	£5,000	£5,000	£30,000
SVC02	X-Church SLA	Grant funding to support community activities delivered by X-Church in South West Ward	£15,000	£15,000			£30,000
SVC03	Hemswell Cliff Vulnerability	To enable an understanding of the vulnerability issues affecting the community at Hemswell Cliff and the opportunities to align environmental and socio-economic improvements		£12,000			£12,000
SVC04	Private Sector Landlord Support Worker (2yr pilot)	Specific staffing resource to provide support to Private Rented Sector (PRS) landlords within the Councils Selective Licensing area and other vulnerable			£35,000	£35,000	£70,000
SVC05	Enforcement Officer Vulnerable Communities	Specific staffing resource focussing on fixed penalty and PSPD enforcement in vulnerable communities			£25,000	£25,000	£50,000
SVC06	CCTV Expansion	Install new CCTV cameras in key locations to increase coverage in vulnerable communities and help increase prevention and detection of crime and anti-social behaviour			£50,000		£50,000
SVC07	Lincolnshire Action Trust: Young Oasis	Grant funding to enable delivery of project to support children of substance misusers in vulnerable communities - focussing on building resilience, coping mechanisms, safeguarding and			£40,000		£40,000
		TOTAL	£25,000	£37,000	£155,000	£65,000	£282,000

* Any remaining budget from previous years will be carried forward to continue delivering this scheme.

5.6 A more detailed description of each initiative is detailed within the attached strategy.

5.7 The specific initiatives recommended for approval at the current time are considered to be integral to the necessary stabilisation and improvement across West Lindsey's vulnerable communities. They are:

- SVC 01 Continuation of Community Payback (18/19 & 19/20 Revenue)
- SVC 04 Private Sector Landlord Support (18/19 & 19/20 Revenue)
- SVC 05 Vulnerable Communities Enforcement Officer (18/19 & 19/20 Revenue)
- SVC 06 CCTV Equipment Expansion (One Off - Capital)
- SVC 07 Lincolnshire Action Trust: Young Oasis (18/19 Revenue)

5.8 The proposed initiatives and associated high level business cases were approved by the Council's Management Team (8th January 2018)

End of Report

<u>Appendices</u>
Appendix A: 'Supporting Vulnerable Communities – Place Based Strategy 2017'

Supporting Vulnerable Communities – A Placed Based Approach for West Lindsey

Background and Rationale

Vulnerable communities in West Lindsey are typified by compounding environmental and socio-economic risk factors that impact on the environment, the community and the people living within them.

The Council has not previously taken a coordinated strategic approach to supporting its vulnerable communities. However, the need for a strategic approach to supporting vulnerable communities is recognised and reflected as a key work programme in the Council's [draft] Housing Strategy 2018 – 2021.

Resources and Capacity

Vulnerable communities place a disproportionate strain and demand on the Council's services and those of our partners. Often this type of demand requires a reactive response and takes the form of crisis management, resulting in the intervention doing little more than addressing an immediate issue.

As part of its recent Management Restructure, West Lindsey DC has aligned its housing, homelessness prevention, economic growth, community safety, safeguarding, health and wellbeing, communities, employment and skills and environmental protection functions to allow for the development and delivery of a 'social regeneration' approach to support vulnerable communities. This is the first time a strategic approach to social regeneration has been taken. The alignment of services in this way has identified opportunities for improved working practices and more coordinated capacity to deliver.

It is inevitable that in order to stabilise and best support them, our most vulnerable communities require increased proactive resource, capacity and efforts to coordinate intervention and improve outcomes. As reported to the Council's Challenge and Improvement Committee in November 2017, Officers, Elected Members and stakeholders have highlighted specific gaps and challenges in need of specific intervention to enable progress and change in vulnerable communities.

Aligning Economic Growth and Socio-Economic Stability

It is important that our understanding of, and ability to address vulnerability issues in a proper context in our district is properly coordinated as part of our mainstream work. This work is fundamental to achieving the social regeneration objectives of our Growth programme.

This work sits closely alongside, aligns with and supports the Council's regeneration objectives and recognises that addressing socio-economic and environmental risks is integral to supporting regeneration potential and aspirations. It will need to emerge and develop in order to be successful and ensure it is meaningful.

This strategy is therefore considered a tool to enable a framework to progress, resource and oversee delivery of individual ward / area focussed strategies and delivery plans to promote social regeneration in the most vulnerable communities across West Lindsey.



Situating this as a key programme of work within the West Lindsey Housing Strategy 2017 – 2021 allows us to provide structure, clear delivery aims and ensure accountable governance arrangements whilst also ensuring that work to support vulnerable communities is not considered or delivered in isolation of the Councils wider strategic objectives and those of its stakeholders.

At present, two key vulnerable communities within West Lindsey have been identified. They are long established as the most vulnerable in West Lindsey and consistently highlighted as such:

Gainsborough South West Ward

Hemswell Cliff

Within both of these communities are multiple issues including:

- Concentration of low cost, poorly managed Private Rented Sector housing stock
- Anti-Social behaviour affecting both environmental and community safety
- Low levels of community cohesion and stability
- High levels of multiple deprivation

Action is required to stabilise and normalise these communities, to improve community safety, community cohesion and to align with and support the Councils Growth ambitions.

The respective place based strategies and delivery plans for vulnerable communities within West Lindsey can be found [here](#) (Note: Hyperlinks to be inserted when strategies approved and published)

An overview of how community vulnerability issues will be monitored and responded to in the future, is set out later in this document.

Stabilising and Normalising Vulnerable Communities: Supporting Vulnerable Communities Earmarked Reserve

In order to support the Councils growth ambitions and to best support our most vulnerable communities, it is recommended that the Council takes action to invest in a range of specific

evidence based initiatives through the allocation of monies contained within a specific Earmarked Reserve ('Supporting Vulnerable Communities Earmarked Reserve')

A resource allocation of £300,000 was approved by Council within the Medium Term Financial Plan (MTFP) 2013/14. This allocation was not accompanied at the time by a plan to allocate the resource to specific interventions to support vulnerable communities and the fund ('Supporting Vulnerable Communities Earmarked Reserve') remains largely unspent.

This section of this document provides a plan and framework for the allocation of this resource to enable direct intervention for the most vulnerable communities within West Lindsey. It is recommended that the following be progressed:

- SVC 01 Continuation of Community Payback (18/19 & 19/20 Revenue)
- SVC 04 Private Sector Landlord Support (18/19 & 19/20 Revenue)
- SVC 05 Vulnerable Communities Enforcement Officer (18/19 & 19/20 Revenue)
- SVC 06 CCTV Expansion (One Off - Capital)
- SVC 07 Lincolnshire Action Trust: Young Oasis (18/19 Revenue)

Through this strategy, coordination of the interventions combined (including those already funded) alongside a more coordinated 'business as usual' approach will allow for improved outcomes and a more proactive response in these areas.

The associated delivery plans for the interventions are included within the respective ward level strategies.

Supporting Vulnerable Communities - Earmarked Reserve							
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SVC05	Enforcement Officer Vulnerable Communities	Specific staffing resource focussing on fixed penalty and PSPD enforcement in vulnerable communities			£25,000	£25,000	£50,000
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SVC07	Lincolnshire Action Trust: Young Oasis	Grant funding to enable delivery of project to support children of substance misusers in vulnerable communities - focussing on building resilience, coping mechanisms, safeguarding and			£40,000		£40,000
TOTAL			£25,000	£37,000	£155,000	£65,000	£282,000

* Any remaining budget from previous years will be carried forward to continue delivering this scheme.

Supporting Vulnerable Communities Interventions – Overview

A high level overview of each intervention (including those already funded / committed) is set out in the following table.

SVC 01	Community Payback	<p>Continuation of the community payback scheme. This scheme has been funded from the EMR during 16/17 and 17/18. Project underspend will be used to offset costs in 18/19 and 19/20.</p> <p>It is proposed that to maximise outcomes and allow for this to be managed in the context of community / voluntary sector work, it is moved to the responsibility of the Enterprising Communities Manager. The scheme will be available across the District, and specific consideration to the role of Community Payback within vulnerable communities.</p> <p>Outcomes will be reported as part of this strategy, rather than in isolation.</p>
SVC 02	X-Church SLA	<p>Grant funding has been provided to X-Church during 16/17 and 17/18. This grant agreement is managed by the Councils Enterprising Communities Manager. The funding commitment expires June 2018.</p> <p>It is proposed that the outcomes of this funding commitment are reviewed to ensure that for the remainder of the agreement we ensure they align with the principles of the councils approach to supporting vulnerable communities through the strategy.</p> <p>Outcomes will be reported as part of this strategy.</p>
SVC 03	Hemswell Cliff Vulnerability	<p>An independent review and stakeholder engagement to enable an understanding of the vulnerability issues affecting the community at Hemswell Cliff and the opportunities to align environmental and socio-economic improvements.</p> <p>This work has been completed and accelerated our understanding of the need for Council intervention in vulnerable communities. This work, alongside previous Hemswell Cliff masterplan work allowed the progression of a specific Hemswell Cliff Stabilisation and Normalisation Strategy.</p> <p>Delivery of the associated work programmes is underway.</p>
SVC 04	Private Rented Sector Prevention Officer	<p><u>New</u></p> <p>This proposal for a two year initiative builds on a significant piece of preparatory work completed by officers and stakeholders in 2017 in respect of:</p>

- Preparing to implement the requirements of the Homelessness Reduction Act and;
- A need to support landlords within the Councils selective licensing area to support tenancy sustainment

Ending of an Assured Shorthold Tenancy (AST) remains the leading cause for households at risk of homelessness approaching WLDC. Due to the challenges associated with a concentration of PRS properties, there is a disproportionate level of tenancy turnover and homelessness within our most vulnerable communities.

WLDC is committed to improving access to and the sustainability of the Private Rented Sector (PRS) – we will require access to the PRS even more so to meet our increased duties in line with the Homelessness Reduction Act and it is important that this is appropriate and sustainable whilst meeting the needs of both landlords and tenants.

It is recognised that whilst selective licensing provides a tool to tackle property conditions and a framework for the management of properties by landlords in Gainsborough South West Ward, it does not provide the support needed by both landlords and tenants to prevent escalation of risk factors leading to homelessness. However, it does provide a unique ‘window of opportunity’ to improve our engagement with and proactive support we can provide to best support private rented sector landlords and tenants.

Through the provision of a specific officer resource we will seek to increase access to and sustainability of the Private Rented Sector, and actively support and empower landlords to be part of the solution to preventing homelessness. The Private Rented Sector Prevention Officer will focus on enhancing homelessness prevention outcomes within the Private Rented Sector. We will:

1. Develop the model and approach in Gainsborough SWW – an urban, deprived area within West Lindsey’s main market town.
2. Expand the model to a second vulnerable community in West Lindsey (Hemswell Cliff); an ex MOD settlement where former MOD properties have been purchased by private sector landlords. This is in a rural part of the district with poor transport links. High levels of tenancy turnover, evictions, poor tenancy conduct and poor tenancy management.
3. Further develop the model to be available across the West Lindsey district.

		<p>The officer will also deliver and manage the Council's Tenant Passport Scheme (approved by the Council's Prosperous Communities Committee).</p> <p>Although working closely with the Selective Licensing Officer, this officer will work within the Council's Home Choices Service.</p> <p><i>It is proposed that one officer is appointed on 2 year fixed term basis at band 6/7 subject to job evaluation. Costs relating to training will be met via existing budgets and the officer will be managed by the Senior Home Choices Officer within the service.</i></p>
<p>SVC 05</p>	<p>Enforcement Officer - Vulnerable Communities</p>	<p>The staffing resource within the Council's Community Safety function is currently under review, with the focus looking to shift to more on the ground resource to tackle issues that are prevalent within our communities and in particular our most vulnerable communities.</p> <p>However, this capacity alone is not sufficient to work as proactively as required in our most vulnerable communities at the present time. On that basis it is proposed that the earmarked reserve is utilised to appoint an enforcement officer on a 2 year fixed term contract to focus on two key areas of work</p> <ol style="list-style-type: none"> 1. Enforcement within areas where a Public Space Protection Order (PSPO) is designated and; 2. Enforcement in relation to matters where fixed penalty notices (FPNs) can be issued. <p>The Council have proactively introduced two PSPOs over the last 12 months one covering the whole District (dog fouling and control) and the other our land at Trinity Arts Centre (alcohol and ASB related), and we are currently consulting on a third PSPO for Hemswell Cliff (ASB focussed). The use of PSPOs is a new solution to tackling ASB and enviro crime in the District, and is well supported by both residents and elected members, showing that the council does take these matters seriously.</p> <p>Alongside the PSPOs the Council can also issue fixed penalty notices for matters such as littering, fly tipping, early presentation of waste, offences relating to waste transfer and abandoned vehicles. This additional, temporary resource will enable the Council to enforce in a more effective manner within the PSPO areas and in relation to other fixed penalty offences.</p> <p>The issuing of FPNs results in either the penalty charge being paid to the Council or the individual issued being taken to court for non-payment. Any payments received from FPNs should be used in a prescribed manner,</p>

		<p>see https://www.gov.uk/guidance/fixed-penalty-notices-issuing-and-enforcement-by-councils#history for further information.</p> <p>Proactively monitoring and enforcing the PSPOs is not currently the sole function of an existing officer and our priorities are focused on the highest harm ASB and environmental cases. Therefore our ability to do this is limited and this post will enable the residents within those communities to see that we are actively enforcing in the short term, with a view to amending behaviour in the long term. This will send a clear message of intent from the council and allow us to make a difference in key areas. It will reassure partners of our commitment, and support partnership working, as we have already had commitment to supporting the Trinity Arts PSPO from the police, but only if we as a council are willing to commit appropriate resource too.</p> <p><i>It is proposed that one officer is appointed on 2 year fixed term basis at band 5/6 subject to job evaluation. Costs relating to training and equipment will be met via existing budgets and the officer will be managed by the Community Action and Enforcement Officer within the Housing and Environmental Enforcement function</i></p>
	<p>CCTV Expansion</p>	<p>Members have expressed significant concern about ASB and crime prevalence in Gainsborough South West Ward and the challenges brought about by unreported crime and community reluctance to report.</p> <p>The extension of the CCTV system (through increased camera provision) into Gainsborough South West Ward will enable the Council and the Police to more effectively deal with issues relating to crime and anti-social behaviour and contribute to the enhancing of intelligence we have within the specific area.</p> <p>The Council currently commits a high level of resource in responding to and enforcing on matters within the South West Ward and CCTV will contribute to more effectively and proactively dealing with these issues and seek to prevent crime and antisocial behaviour. Its installation will also demonstrate to the general public that we are enhancing our presence within the area and help to provide reassurance in regards to our ability to deal with the issues that are present.</p> <p>The specific location of cameras will need to be agreed to ensure that they have the highest level of impact and the Council will liaise with the Police in regards to this.</p> <p>CCTV provision at Hemswell Cliff has proven to be a positive and proactive tool. It has had a deterrent effect and has already been instrumental in allowing Police and WLDC to respond more effectively to incidents. The CCTV provision has also created increased awareness and ability to respond to safeguarding risks.</p>

	<p>Lincolnshire Action Trust: Young Oasis</p>	<p>Evidence shows that young people within vulnerable and deprived communities are disproportionately affected by the substance use of their families.</p> <p>Drug or alcohol misuse within a young person's immediate family can cause serious harm to children at every stage of their development, potentially with lifelong effects. Children may also experience very chaotic lives which lack routine. More specifically, young people caring for a relative with drug and/or alcohol problems have been shown to have higher incidences of missed school and educational difficulties than other young carers. Furthermore, they are at subsequent risk of developing serious emotional and social problems later in life (Joseph Rowntree Foundation, 2004). A lack of 'normal' childhood experiences and a 'normal' child-parent relationship can have a long reaching impact on their own parenting (Children's Society, 2015).</p> <p>As reported to the Councils Challenge and Improvement Committee in November 2017 WLDC has been working with local partners including a charitable organisation specialised in supporting children of drug and alcohol users to encourage a bespoke partnership approach that could be implemented to support Gainsborough SWW.</p> <p>With safeguarding and wellbeing embedded within its model, the well-established provider specialises in supporting children and young people with their resilience, confidence and ability to cope. The Young Oasis project is well established and its service offer unique. It offers support to children and young people living with a parent or other significant family member who is engaged in substance misuse or problematic alcohol use. Building on the evidence of need in the vulnerable communities within West Lindsey it is proposed that a dedicated and specific 'Young Oasis' service to support young people who are resident or being educated within Gainsborough South West Ward and / or Hemswell Cliff.</p> <p><u>Background Information:</u></p> <p><i>"On a daily basis, children affected by familial drug and/or alcohol use face challenges which impact on every aspect of their lives. Maslow's hierarchy of needs (Maslow, 1943) dictates that all humans must have their basic needs of food, safety and belonging met before they can engage in higher level activities such as learning and developing a sense of esteem and identity. Therefore, it follows that if a young person is worried all day about what awaits them at home, they will struggle to engage in even the most basic activities in school, leading to poor concentration, irregular attendance, poor academic attainment and higher risk of exclusion, affecting long-term life chances.</i></p> <p><i>Their health may be compromised as a result of poor diet, missed health checks, incomplete immunisations, poor hygiene, and physical or emotional abuse or neglect (Advisory Council on the Misuse of Drugs, 2011).</i></p>
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Furthermore, there is evidence of parental substance misuse in 57% of cases of serious or fatal child abuse (The Children's Society, 2010). Children of parents with alcohol dependence are also eight times more likely to develop an addiction themselves (Addictions and Recovery, 2014). The young people may also be exposed to criminal or other inappropriate adult behaviours such as violence and theft. As they get older, they are more likely to suffer bullying, self-blame, guilt and suicide (Advisory Council on the Misuse of Drugs, 2011).

These issues were reflected in a consultation carried out in May 2017 with clients accessing the current Young Oasis Service across Lincolnshire: 28% had experienced abuse/neglect, 39% did not feel safe at home, 28% were not doing well at school, 22% reported truancy or exclusion, 44% had poor emotional wellbeing, 50% lacked confidence and self-esteem, 61% felt fear, guilt or embarrassment about their situation, 67% worried about the future and 60% were involved in safeguarding proceedings.

Young people within the Gainsborough South West Ward who experience these issues are also likely to be affected by the many complex issues identified within the ward. The issues are associated with being the most deprived ward within the West Lindsey District and within the top 5% most deprived in the country. These complexities include health inequalities and life chances, lower educational attainment, higher levels of income deprivation, higher levels of child poverty, higher levels of criminal activity and lower levels of community cohesion than those recorded in other areas of Lincolnshire (Gray, 2015).

Despite these complex issues, there is currently no specific support available within the ward to support this vulnerable group of people”.

Proposed Approach

Providing support on a one to one basis, Young Oasis seeks to foster a safe and supportive environment in which to build resilience, self-esteem and wellbeing to enable young people to better cope with the situation they find themselves in. All support is adapted to meet the specific needs of each young person, and their age, and there is a specific focus on trust and honesty from the beginning which often means that young people feel comfortable to share their innermost fears and concerns that they may not have vocalised before. Sessions use a variety of techniques and resources. This may simply be having a chat, using books or other information, or creative work. Key areas of focus include:

- Safety and minimising harm
- Ways of coping

- Reducing isolation
- Understanding addiction
- Emotional wellbeing
- Support with formal safeguarding proceedings
- Having fun

Most referrals to the current Young Oasis service come from schools. The Benjamin Adlard School, Gainsborough and Gainsborough Academy have both stated their support and need for a service such as this.

Other agencies will also be able to refer and young people will also be able to self-refer, should they wish to. The X Church has also been identified as another significant venue in the ward. X Church runs weekly activity sessions for a large number of young people and it is therefore proposed that the Young Oasis Practitioner allocated to the service would run a fortnightly drop in at X Church during its Thursday evening sessions. This would provide the opportunity for people to find out about the service and self-refer for further support. LAT has undertaken a scoping exercise during one of the drop in sessions at X Church and the young people reacted positively during this session, recognising how the proposed service could help many of their peers attending X Church. As some of the young people who attend X Church are not currently attending school, utilising this venue as an additional delivery site would allow us to engage more widely with young people who are already displaying some of the issues identified above. LAT has gained support from the management team there and will work closely with them to overcome any delivery challenges presented by offering the Young Oasis service at X Church.

Any young person up to the age of 18 years who is resident or being educated within the South West Ward of Gainsborough (or Hemswell Cliff) will be eligible for the service. There is no specific minimum age specified but the young person must have some understanding of what their situation is with regard to substance misuse within the family. The service would not support people with their own substance misuse issues as there are other services available to support this, which we would aim to continue to work in partnership with (Addaction, Young Addaction).

Young Oasis employs the use of The Outcomes Star to evidence progress within each client. Young Oasis will evidence positive outcomes in the following areas:

- Wellbeing
- School
- Coping

		<ul style="list-style-type: none"> - Support Networks - Relationships <p>The Young Oasis team would work with West Lindsey District Council to develop suitable performance outcomes and an ongoing programme of consultation to evidence the effectiveness of the work.</p> <p>This agreement would be overseen by the Council's Safeguarding Lead.</p>
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A Contextual Approach to Safeguarding



Whilst we are confident in our identification of and response to individual safeguarding concerns, the impact of context and community dynamics on safeguarding and wellbeing remains a concern.

Supported by this strategy and in partnership with key stakeholders, specialist officers and researchers, it is recommended that WLDC progresses an opportunity to adopt a place based / contextual approach to safeguarding and wellbeing in our most vulnerable communities to focus on how we address risk in the community and change the dynamics of place. This builds on successful work to develop and test the contextual safeguarding model in Hackney, London.

An opportunity to pilot a contextual safeguarding model in Hemswell Cliff and Gainsborough South West Ward will allow us to work with and understand the vulnerabilities and impact of 'place' dynamics on children and young people in our most vulnerable communities particularly where safeguarding thresholds for individual cases are not met. As 'contained' spaces with engaged schools, both locations are considered ideal pilot areas. An audit of each vulnerable community will be completed to identify the contextual risk factors to guide and shape this work.

Sustainability of Outcomes

The request to release the EMR to enable progression of these specific interventions is supported by a commitment to explore longevity of outcomes, opportunities to embed developing working practices as business as usual and to expand the approaches to other parts of the district. Ongoing monitoring and review of the outcomes achieved through these initiatives will take place.

Identifying Future Vulnerable Communities - Preventing Escalation

The two vulnerable communities identified as a priority within this strategy have suffered deprivation and vulnerability for a long time. The need for coordinated intervention to stabilise and support these particular communities is clear. However, it is recognised that there are other areas within the District that may be at risk, or may emerge as vulnerable areas in the future. For some communities, as a non-stock holding authority, we have very little on the ground presence and need to rely on other means of obtaining information. We will:

- Ensure that the Council's Business Improvement Team flags any particular trends / vulnerability markers
- Review the Council's annual 'State of the District' report to understand any changes, trends or risk factors – particularly taking note of compounding risk factors
- Monitor complaints
- Monitor CCTV, ASB, Safeguarding and Environmental Protection demand
- Monitor information provided by Community Safety and Health Partners
- Proactively engage with Parish and Town Councils
- Gather intelligence from our partners, stakeholders and communities
- Further develop, raise awareness of and embed an existing (internal) warning system to alert us to community tensions (staff, elected member and community reporting)



- Explore opportunities to develop a strategic health partnership
- Include awareness of vulnerable communities, community cohesion and socio-economic regeneration in relevant service plans and appraisals

Governance - Monitoring Delivery and Outcomes

- Officers are committed to maintaining a proactive and accountable approach. It is proposed that the 'Placed Based Regeneration' Strategy and its associated work programmes is subject to annual scrutiny by the Council's Challenge and Improvement Committee.
- Monitor within Housing Programme Board – as a programme of work within the Housing Strategy
- Establish specific performance reporting measures
- Quarterly newsletter – include key outcomes and challenges within quarterly member bulletin