



**Prosperous Communities
Committee**

Date: 30th January 2018

Subject: Gainsborough South West Ward Place Based Strategy 2017

Report by:

Chief Operating Officer

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Purpose / Summary:

Gainsborough South West Ward is considered a vulnerable community. This report:

- Provides an overview of a proposed strategy to progress, resource and coordinate necessary work programmes and improvements in Gainsborough South West Ward in order to stabilise and normalise the ward.
- Demonstrates how this approach aligns with and supports the Councils regeneration and Growth objectives; recognising that addressing socio-economic and environmental risks is integral to supporting regeneration potential and aspirations
- Addresses concerns in respect of drug prevalence in Gainsborough South West Ward and provides an overview of proposed work programmes in response to the evidence base

RECOMMENDATION(S):

Members of Prosperous Communities Committee are asked to:

1. Approve the Gainsborough South West Ward Strategy 2017 and associated delivery plan
2. 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/137/18/SL

None arising from this report. The financial and resource implications of the overall strategy are captured within the following report:

‘Supporting Vulnerable Communities – Place Based Strategy 2017’ (**Fin Ref: FIN/136/18/SL**)

Staffing: Subject to approval of the recommendations within the ‘Supporting Vulnerable Communities – Place Based Strategy 2017’ report; additional staffing resource will be deployed to support the Gainsborough South West Ward through this strategy.

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

It is proposed that both officers will be appointed by West Lindsey District Council on two year fixed term contracts.

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

Risk Assessment: Each work programme / activity will be covered by a specific and proportionate risk assessment as required.

Climate Related Risks and Opportunities: Not applicable

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

[State of the District 2017](#)

[Central Lincolnshire Local Plan](#)

Supporting Vulnerable Communities – Place Based Strategy (included elsewhere on this agenda)

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

Key Decision:

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

Yes

No

1. Background and Context

1.1 Gainsborough’s South West Ward (SWW) is one of the most vulnerable and deprived communities within Lincolnshire. It has been considered a priority area for West Lindsey District Council (WLDC) for a number of years and has been in need of coordinated intervention to improve the area.

1.2 A vision for Gainsborough South West Ward was articulated within the Gainsborough Neighbourhood Renewal Assessment (NRA) in 2010 and is still considered relevant today, particularly in the context of the proposed growth and development of Gainsborough:

“To make the South West Ward a proud and vibrant neighbourhood where people choose to be”

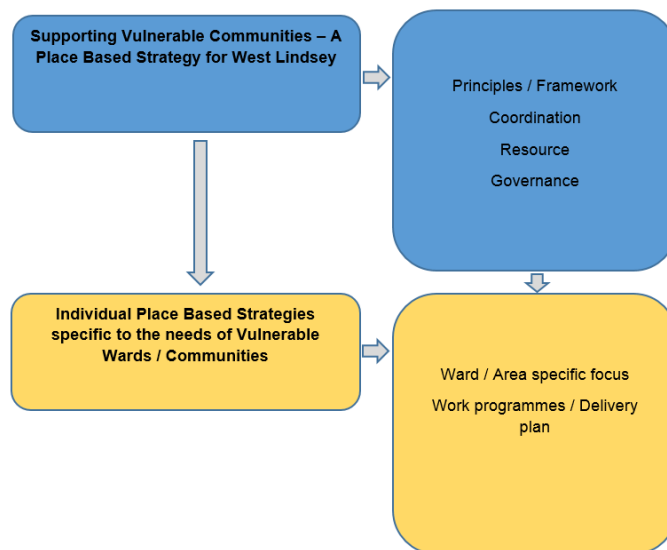
1.3 It is important to acknowledge that despite a number of efforts and initiatives to drive forward improvement over recent years, the Gainsborough South West Ward (SWW) remains one of the most vulnerable and deprived communities within Lincolnshire. There are a number of socio-economic and environmental risk factors affecting the area including:

- Concentration of low cost (and historically poorly managed) Private Rented Sector (PRS) housing stock
- Anti-Social Behaviour (ASB) issues affecting both environmental and community safety

1.4 West Lindsey District Council’s State of the District Report (2017) makes the following analysis of Gainsborough South West Ward:

7: Gainsborough South-West: has the highest rates of poverty and deprivation in the district, which feed into wider issues of unemployment, crime, and health, all of which are also the worst in the district. Rapidly growing in population and might lower in overall deprivation due to demographic change. The southernmost areas of the ward have notably less deprivation and crime.

- 1.5 Whilst a significant amount of activity has taken place in the area, previous efforts had not been well coordinated and an overall strategic approach was lacking.
- 1.6 A significant amount of officer, member and stakeholder resource is spent reporting and responding to issues in the ward. With the exception of the Council's Selective Licensing Scheme the approach tends to be reactive; rather than strategic, proactive and preventative.
- 1.7 There has been a great deal of excellent work within and to support Gainsborough South West Ward. An overview of some key projects and work is included at Appendix A of this report.
- 1.8 It is important to consider the socio-economic and environmental needs of vulnerable communities in the context of the Council's Growth ambitions, if we are to genuinely enable the necessary stabilisation and normalisation of vulnerable communities in order to support and accelerate Growth. A strategic and more coordinated approach is required to guide and oversee this.
- 1.9 The need for a strategic approach to supporting vulnerable communities such as Gainsborough South West Ward is recognised in the Council's [draft] Housing Strategy, within which the development of a Social Regeneration approach for vulnerable communities is a key programme of work. In response to this, the following approach has been taken:



2. Placing Environmental and Socio-Economic Stabilisation in the context of the Growth of Gainsborough

- 2.1 Gainsborough South West Ward is home to over 3000 households (Mosaic, 2014) and approximately 5500 residents (ONS, 2016). It is an integral part of Gainsborough and plays a significant role in meeting housing need in the town and wider area.
- 2.2 As a location, Gainsborough South West Ward is 'land locked' between the railway lines, Thorndyke Way and the River Trent. Spatially, it appears to be an isolated or 'cut off' part of the town.

- 2.3 Challenges with poor quality housing stock, absentee landlords and poor tenant behaviour are well documented and continue to be a key focus of our efforts and work to stabilise the area.
- 2.4 A large proportion of the ward and its residents suffer multiple indices of deprivation.
- 2.5 The affordability, over supply and concentration of privately rented homes in the ward leads to a concentration of vulnerability in the area and a transient population.
- 2.6 Assured Shorthold Tenancies coming to an end continues to be a leading reason for households at risk of homelessness approaching the Council for advice and assistance to move.
- 2.7 Without coordinated improvement, and alignment of socio-economic and Growth objectives it is likely that Gainsborough South West Ward will continue to attract a transient population. This is a key challenge for the area, impacting on stability, community cohesion, growth and education.
- 2.8 In housing market terms, this ward (and indeed much of the downtown area) is characterised as being in 'market failure' – there is insufficient effective demand and value to achieve development. The market failure of down-town Gainsborough is recognised in the evidence base for the Central Lincolnshire Local Plan, Community Infrastructure Levy and resulted in the area being designated as the only zero charging area in Central Lincolnshire.
- 2.9 Past Governments have sought to address areas like Gainsborough South West Ward with a range of physical regeneration initiatives; most recently in the mid 2000's with the Housing Market Renewal programme. It is important to caution whilst this provided funding for house clearance and rebuilding homes there is little evidence to show how this addressed deprivation. It is worth noting that the Gainsborough South West Ward was subject to a Neighbourhood Renewal Assessment in 2010 however to date, no physical intervention nor tangible change has resulted.
- 2.10 Given the low impact – high cost of this type of scheme and in the context of austerity, it is unlikely that a physical regeneration scheme would be repeated in the foreseeable future – there is no Government funding for this type of physical regeneration. The Government's focus is now on developing new housing supply.
- 2.11 The evidence base collated as part of the Gainsborough South West Ward NRA will be reviewed as part of the implementation of this strategy. WLDC's current response to regenerating Gainsborough is focussed on a housing led approach (via Housing Zone and Sustainable Urban Extensions) and "Invest" to develop the town centre using the Council's enabling funds and procuring a development partner.

Cumulatively, these programmes / Growth Agenda are designed to deliver 4350 homes (a 47% increase in the town's residential stock) by 2036. The resulting increase in Gainsborough's population (from 18,500 to c. 30,000) is required to make Gainsborough an economically viable and sustainable place. The "Invest" programme has created a clear and market facing investment plan to attract and enable development in the town and is now supported by the Greater Lincolnshire Local Enterprise Partnership (GLLEP) with a £4m grant. Put succinctly, Gainsborough and WLDC are now regarded as an investable proposition.

Through environmental and socio-economic improvements to stabilise and normalise our vulnerable communities, West Lindsey District Council can accelerate and support its Growth ambitions for the District

2.12 A Place Based Approach to the social regeneration of Gainsborough South West Ward with its focus on stabilising and normalising the area is integral to the success of the Councils Growth Agenda. This approach must provide clear vision, direction and leadership to direct a multi-disciplinary action plan to address socio-economic and environmental risk factors whilst supporting and accelerating growth ambitions and opportunities. It is expected that an integrated approach such as this will reduce the stigmatisation of Gainsborough South West Ward and assist in promoting market confidence to attract and support the development of the town.

2.13 The importance of creating a normal market economy in Gainsborough is emphasised by the Ministry of Housing, Communities and Local Government (MHCLG) thrust to get Local Authorities to invest in their own areas for regeneration and commercial returns.

3. Substance Use and Prevalence in Gainsborough South West Ward

3.1 A motion to Council on 3rd July 2017 raised specific and serious concerns in respect of drug use and prevalence in Gainsborough South West Ward.

“There has been a significant increase in the drug scene in Gainsborough over the past 10 years and unless we start to tackle the problem it will become a catastrophic time bomb in future years. Class A drugs such as ‘crack cocaine’ appear to be easily accessible to buy ‘off the street’.

It is extremely concerning to learn that more and more young vulnerable people in the town are becoming victims of the surge in the drug culture. We are informed that children as young as ten are being used as drug runners to supply hardened addicts. There is a desperate need from residents living in the town for agencies to seriously start addressing the problem, and of course it requires far more than just police enforcement.

Therefore as ward members of the Gainsborough South West ward we request that this council produces a report to the relevant policy committee regarding developing a strategic approach to dealing with drugs in West Lindsey, we ‘so move’.”

3.2 Officers have worked hard to establish the evidence base in respect of this very serious concern. Within this section, the report addresses:

- ▶ Information and evidence from key stakeholders
- ▶ Overview of key issues and challenges
- ▶ Proposed solutions

3.3 Information and Evidence from Key Stakeholders

Evidence from the Public Health commissioned substance misuse service (Addaction) and from Lincolnshire Police has consistently confirmed that whilst drug and alcohol use is present in the area, there is no evidence to suggest an increasing trend in the presence of Class A drugs nor any evidence base to substantiate specific safeguarding concerns in respect of young people.

Addaction Lincolnshire Position Statement

Crack Cocaine use is no worse within adults than previously reported. It is historic that heroin users will use crack but as a primary drug choice we have nobody in treatment specifically for Crack alone.

There is still no evidence to suggest that Crack Cocaine is being used with young people. Young Addaction have not received any referrals or intelligence from schools that this is an issue.

There is no evidence of any NPS (Legal High) use in adults or young people. Neither service have anybody in treatment for this.

The most prevalent drug choice with young people is still Cannabis and Alcohol

Lincolnshire Police Position Statement

The police carried out a number of drug warrants throughout Gainsborough over the summer and early Autumn, in particular in Gainsborough SWW, targeting the main known drug dealers, where there has been credible intelligence to justify such action.

Officers from other parts of the county have been used to support this because the search teams are a regional resource now and work all over the East Midlands region – this is normal procedure now and will be going forward.

During these warrants, we have recovered significant amounts of Cannabis, Heroin and Amphetamine, but Crack Cocaine in very much smaller quantities. The results of our stop and search in Gainsborough would also support this to be the case.

3.4 Key Issues and Challenges

- 3.5 The position in respect of evidence illustrates the complexity of issues we are dealing with and the importance of working collaboratively with partners to develop a robust intelligence and evidence base.
- 3.6 Enforcement agencies continue to stress the importance of intelligence or information in respect of drug presence or associated activity being reported. Lincolnshire Police note that “in order to authorise a search warrant under the misuse of drugs act, there needs to be credible intelligence and information that activity is taking place”. Building an intelligence picture is incredibly important.
- 3.7 Officers wish to stress that articulating the absence of evidence does not seek to minimise the significance of the concerns raised. This strategy absolutely recognises that the challenge of responding to ‘unreported’ crime or activity is very real.
- 3.8 Officers share concerns and intelligence with Lincolnshire Police as a matter of course. Relationships with local stakeholders are positive and developing at some pace.
- 3.9 The need to increase community confidence to report, proactively identify and address substance use and associated activity and to respond to the emerging evidence base is embedded within this strategy.

- 3.10 The absence of CCTV coverage is considered a limiting factor in being able to identify and substantiate concerns. CCTV colleagues report particular frustrations in being able to follow up and substantiate concerns for this reason.
- 3.11 The need for increased ‘on the ground’ officer capacity and resource to allow for increased presence in vulnerable communities is considered necessary to allow for a more proactive and preventative approach
- 3.12 There is evidence that there are a number of young people living in and attending school in vulnerable communities within West Lindsey that are affected by parental substance use.

3.13 Proposed Solutions

- 3.14 Critically, through this strategy we are committed to addressing the challenges outlined. Measures to support this include:
- ▶ Joint communications and partnership with Police / substance misuse services including awareness of referral routes to specialist services
 - ▶ Focus on supporting community reporting, including anonymous reporting of concerns
 - ▶ Increased CCTV coverage into Gainsborough SWW to support the prevention and detection of crime
 - ▶ Increased officer presence and capacity to take enforcement action
 - ▶ Direct support through a bespoke pilot project to support young people affected by parental substance use in vulnerable communities
 - ▶ Improved stakeholder relationships and collaboration including through co-location at WLDC of Lincolnshire Police ASB Officer to
 - ▶ The evidence base in respect of the impact of parental substance use has been explored in detail, in partnership with stakeholders. A proposed bespoke pilot project has been developed in response to the evidence base to enable the direct provision of support to between 20-30 young people over a 12 month period to develop resilience and coping mechanisms whilst also ensuring that they are best supported in respect of their wellbeing needs.

4. Resource and Capacity

- 4.1 Vulnerable communities place a disproportionate strain and demand on the Councils 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 within the Medium Term Financial Plan (MTFP) 2013/14 to 2017/18 by the Councils Policy and Resources Committee on 21/2/13.

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 Details of the proposed initiatives and what this means for Gainsborough SWW can be found within the 'Supporting Vulnerable Communities – Place Based Strategy' (included elsewhere on this agenda).

6. Governance and Oversight

6.1 Progress against the overarching Supporting Vulnerable Communities Strategy, plus the place specific strategies and associated work programmes will be overseen by the Councils Housing Programme Board.

6.2 Whilst a long term approach is required, a two yearly review of each of the 'Placed Based' strategies is recommended to allow for a review of outcomes and ensure that they remain meaningful and aligned with trends, evidence and strategic objectives at all times.

6.3 Annual scrutiny via the Councils Challenge and Improvement Committee is welcomed.

7. Appendices

Appendix A	Positive work /activity in Gainsborough South West Ward
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End of Report

Appendix A

Current Positive Activities and Interventions within Gainsborough SWW.

Significant work is being, and will continue to be, done by the Authority and our partners to effect change in the South West Ward. The focus of the South West Strategy is to build and expand on the positives.

Action	Start Date	Overview	Outcomes
Mentoring Scheme Year 5 Benjamin Adlard Primary School	February 2018	Adult mentors to mentor on 1:1 identified Yr. 5 pupils from Feb 18. Currently there are 18 mentors signed up, not all from WLDC. Initial concept is to run till Dec 18; repeat Feb 19 – Dec 19 with another group Yr. 5 however some support may continue for original year 5 into Yr. 6.	Raise expectations. Bring a different perspective into the lives of young people. To support the pupil learn life skills help them with school projects if applicable. Child led mentoring.
Mini Psco's at Benjamin Adlard Primary School	February 2018	A Police run project. Children are encouraged to act as 'mini police officers' including having the chance to wear 'Mini PCSO' uniforms.	The initiative is intended to educate young people, raise aspirations, give them the opportunity to engage in community projects and achieve rewards.
School Assemblies – 'What is happening in their town'	2018 – ongoing	Speak at school assemblies to talk re developments in the town. Encourage partners to mirror this in conjunction with the schools as appropriate.	Raise expectations and a pride in their town and environment. Keep the messages & 2 way engagement ongoing.
Key links established between X Church, Benjamin Adlard & Police.	August 2017 and ongoing	A number of positive partnership meetings have taken place between WLDC, Police, X Church & Benjamin Adlard to foster links and see what proactive projects can be established.	Shared training. X Church volunteers have had safeguarding training & safeguarding procedures in place. Exploring opportunities for more extra diversionary activity for young people. Working to establish data sharing agreements – co-ordination / joint support.
Estab. of bespoke place based project 'Young Oasis' in conjunction with schools of SWW & X Church (if funds approved)	Spring 2018 onwards	Lincolnshire Action Trust a charitable organisation specialised in supporting children of drug & alcohol users have been asked to operate a place based project in SWW. The project is Young Oasis'.	This well-established provider works with the children to build their resilience, confidence and ability to cope.
Pilot – Contextual Safeguarding	Spring 2018 onwards	Working with LCC to explore community dynamics on safeguarding and wellbeing risks – a different way of working and opportunity to focus on how we address risk in the community and change the dynamics of place.	We hope this 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.
Supported Housing Providers Network		Supported housing providers manage temporary accommodation and therefore deal with some of the most vulnerable residents of the district.	Joint partnership work to help ensure people are supported and helped establish longer term accommodation.

Selective Licensing Scheme 2016 - 2021	18 July 2016	The Selective Licensing scheme focuses on a specific area of the SWW. Under the scheme every private sector property in the area requires a licence that holds conditions for the licence holder to deal with e.g. ASB, housing standards & housing management	Enables the council to make landlords more accountable for their actions in regards to property management and to address poor housing conditions. It's an enabler to drive up standards.
Successful prosecutions	2017	4 landlords have been successfully prosecuted as part of the Selective Licensing Scheme. The courts supported the presentation of 15 selective licensing offences, and enforces fines totalling £213,000 and 10 year Criminal Behaviour Orders. (CBO's)	The CBO's on all these landlords impose conditions on the letting & management of any properties owned within the district for 10 years. The publicity around this sends messages out that the authority does not tolerate such activity.
Greater identification of vulnerable people to enable support	2016 ongoing	Proactive approach to identifying safeguarding and wellbeing needs. Embedded within WLDC (assessed through recent Section 11 assessment)	From 1 Oct 2016 - 30 Sept 2017, 58 safeguarding & wellbeing concerns were raised (20% of total same period). 23 of 58 concerns resulted in onward referral into statutory services, with lower level support given to the remaining cases
Proactive enforcement & Increased coordination with police	Ongoing	WLDC Housing & Community Safety Enforcement team ensure all legislative powers we have are being proactively used.	There is an increasing case portfolio of more successful interventions especially where joined up with the police. Increasing moves to drive up standards.
Tenant Passport Scheme	January 2018	The tenant passport is a tenant referencing service managed and delivered by Home Choices team WLDC.	The aim is improve tenancy sustainment in the social and private rented sector. It assists landlords as to tenant's suitability & enables the council to identify where support can be offered to the landlord and or potential tenant.
Extra resources into SWW re enforcement & support to private landlords	Spring 2018	Approval is being sought for recruitment of an Enforcement Officer & a further resource to offer specific support for private rented sector landlords.	Drive up standards and enforce the Public Space Protection Orders in place and help to increase tenancy sustainment and provide advice, support and guidance
Public Space Protection Order (PSPO) & increased CCTV	2017 / 2018	A PSPO is in place to ban drinking in the grounds of the Trinity Arts Centre & pocket park in Cleveland Street. CCTV is in place in certain parts of the SWW and more are proposed.	Drive up Standards to help establish an improved environment for people to feel safe.
Trolley Scheme	April 2018	A use of Authority Powers to put in place a formal scheme to enable the seizure of abandoned trolleys and a charge put on the owner.	Reduced number of abandoned trolleys. More ownership on retailers.

South West Ward: Place Based Strategy and Delivery Plan

Overview

Gainsborough South West Ward is considered to be a particularly vulnerable community. This strategy provides:

- **A framework to progress, resource and coordinate necessary work programmes and improvements in Gainsborough South West Ward in order to stabilise and normalise the ward and is;**
- **Developed in the context of, supports and is aligned with the Councils regeneration and Growth objectives, recognising that;**
- **Addressing socio-economic and environmental risks is integral to supporting regeneration potential and aspirations**

This strategy document also addresses concerns in respect of drug prevalence in Gainsborough South West Ward and provides an overview of proposed work programmes in response to the evidence base.

Background and Context

Gainsborough's South West Ward (SWW) is one of the most vulnerable and deprived communities within Lincolnshire. It has been considered a priority area for West Lindsey District Council (WLDC) for a number of years and has been in need of coordinated intervention to improve the area.

West Lindsey District Council's State of the District Report (2017) makes the following analysis of Gainsborough South West Ward:

7: Gainsborough South-West: has the highest rates of poverty and deprivation in the district, which feed into wider issues of unemployment, crime, and health, all of which are also the worst in the district. Rapidly growing in population and might lower in overall deprivation due to demographic change. The southernmost areas of the ward have notably less deprivation and crime.



The ward scores significantly worse on many health and socio-economic indicators and is also affected by different forms of anti-social behaviour (ASB). Complex issues cover significant health inequalities and life chances, poor living environment including surroundings and

housing, tenancy turnover, disproportionately high crime rates and a lack of community cohesion

Housing demand is typically low; evidenced by high occupancy turnover, a large private rented sector, density of empty homes and low house prices. The affordability of Private Rented Sector accommodation in this area further concentrates the vulnerability of tenants within the area.

Data held by a range of services and organisations consistently highlights that Gainsborough SWW has significant issues across a variety of measures. These include:

- Low average income
- Very high rates of unemployment
- Much lower than average life expectancy
- Much poorer than average housing standards
- Significantly higher levels of crime and anti-social behaviour
- Poorer than average academic achievement
- Poor general living environment
- Significant levels of deprivation, welfare benefit dependency and tenant vulnerability
- Poor tenancy conduct
- High rate of tenancy turnover

These issues have been apparent within the ward for many years and as such are deeply engrained. The issues cross a number of service/ organisational boundaries and are all part of a hugely complex series of lifestyle indicators that simply cannot be addressed in isolation.

Whilst there has been and continues to be some excellent and positive work taking place within and to support the ward (which absolutely should be welcomed and supported), previous Council efforts to improve the area have not been well coordinated and an overall strategic approach was lacking. A significant amount of officer and member resource is spent reporting, responding to and tackling ad hoc problems, particularly in regards to ASB, in this ward. This approach has often been reactive.

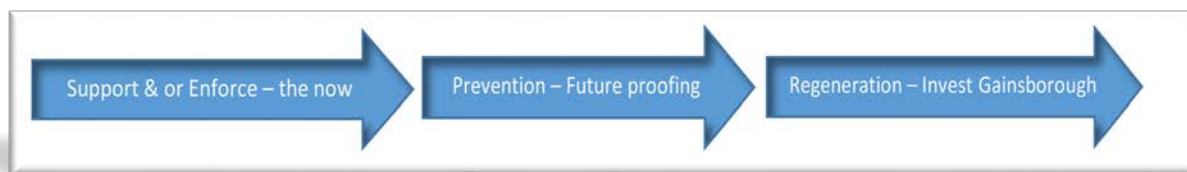
WLDC has now realigned its services to allow for the development and delivery of a 'social regeneration' approach to support vulnerable communities. It is the first time a strategic approach to social regeneration has been taken.

The need for a strategic approach to supporting vulnerable communities such as Gainsborough SWW is recognised in the Council's [draft] Housing Strategy 2018 – 2021. A key action within this is the development of a WLDC 'Placed Based Regeneration' strategy, under which it is proposed specific ward focussed strategies such as this are delivered to meet the needs of specific vulnerable communities.

An overarching 'Placed Based Strategy' for vulnerable communities in West Lindsey has been developed to guide and provide a framework for WLDC's approach. The intention is that the 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.

The Gainsborough SWW is such a place of a need. This SWW Strategy presented within this document sets out the current situation, the key stakeholder's position and need to work with them to deliver the associated work programmes.

The SWW strategy will steer the co-ordinated programmes of work within the 3 key interlinked areas shown below:



WLDC believes this place based approach and SWW Strategy are the key tools to ensure delivery of key work programmes to support and help bring about longer term change for this ward whilst also managing effectively, current and emerging risk issues and challenges.

A vision for Gainsborough South West Ward was articulated within the Gainsborough Neighbourhood Renewal Assessment (NRA) in 2010 and is still considered relevant today, particularly in the context of the proposed growth and development of Gainsborough:

“To make the South West Ward a proud and vibrant neighbourhood where people choose to be”

Impact on Education Sector

The primary school within the ward is considered a key asset and a key stakeholder to drive forward the necessary improvements to support stabilisation. The school was judged in June 2016 as a Good School having been in special measures before new leadership had been put in place. This was the first time, since schools were judged by Ofsted, that the school had ever been graded Good. Previous inspections have all said the school required significant improvement.

However, the challenges facing the ward are felt by the school. The information below is extracted from a January 2018 briefing by the Headteacher at Benjamin Adlard primary school situated in the SWW:

“The challenges encountered by Benjamin Adlard Primary School often stem from the domestic environments and the historic social deprivation issues that are prevalent in the South West Ward in Gainsborough. As a school we are limited to the wrap-around support we can provide to families to ensure children and families in the local area flourish”.

Key Challenges:

- Recent research and figures from the Government (Dec 2017) shows that 6 of the top 10 lowest house prices in Lincolnshire were situated in the school’s catchment
- An increasing number of pupils arriving at the school with English as an additional language, however, due to mobility this fluctuates. In Sept 2017 there were 23 EAL pupils on roll. The spread of ethnicity is growing which requires a more structured community approach

- The school serves an area of significant social deprivation. (Bottom 20% Nationally) Social and economic backgrounds vary enormously, with a significant number of pupils coming from very deprived and turbulent backgrounds. The School Deprivation indicator is 0.42, which is in the lowest 20% in England
- Currently 64.1% (127 Pupils YrR-6) of pupils come from disadvantaged defined by government indicators
- Additionally (34.6%) of Nursery Pupils also are eligible for Pupil Premium funding; significantly higher than the National Average of 26.6%. Further to this 55.5% currently claim Free School Meals (110 pupils) Yr. R to Yr. 6. (Oct 2017)
- The local area is dominated by a large number of low cost private rental properties as well as social housing. Many families move into the area for short periods of time (6 months) before moving on
- Mobility in the school is very high with a 34% change of cohort since Sept 2016 - Sept 2017, 53 school age mid-term applications have arrived and 49 pupils of statutory school age have departed. These figures do not include Reception arrivals or Year 6 leavers. At the end of the first half term (Sept 2017-Oct 2017) we have had 13 new arrivals and 8 departures (That is a 10.6% change to the school). This has a significant impact in every class. Currently in Year 6 (2018) only 53% of the pupils are classed as non-mobile
- Due to the lengthy referral processes and evidence needed a number of children never get to access social based support, there is a great need for support to be readily available as soon as new families arrive in the area
- 30.3 % of the children are supported on the Special Educational Needs and Disabilities Register. This number is much higher than the national average meaning that the number of pupils requiring additional intervention over and above quality first teaching is significant
- Due to the significant need for children's services intervention in this area the school currently funds a full time family support worker. Due to an increase in need, school find that despite early identification of needs families often go without targeted and pro-active intervention

The primary school is an important stakeholder and is committed to supporting improvements in Gainsborough South West Ward. We are committed to further developing strong relationships and opportunities for collaboration with the school.

Schools are stable entities within communities that often deal with vulnerable families not only their children. Through this strategy we are committing to support programmes of work from within the schools of this ward to strengthen them and the community they serve.

CHARITY



Headteacher Sam Coy credits morning bagels with getting his school out of 'special measures' (CN 2018)

'Our breakfast club helped to boost our Ofsted rating'

By Dawn Kirby

16:30 on 15 JANUARY 2018

Providing breakfast has played a vital role in a primary school obtaining its first "good" Ofsted rating, according to its headteacher.

Sam Coy, the head of Benjamin Adhed Primary School in Gainsborough, Lincolnshire, says a breakfast club has been a key element on the road to success.

Mr Coy, who took over in 2013 when Benjamin Adhed was in special measures, spends the early hours of each school morning eating bagels which are handed out to pupils from a cart in the playground.

He credits the measure, alongside the support of the charity Magic Breakfast, with helping to build a stronger school community in an area which has high levels of



deprivation and mobility because of the large number of cheap rental homes with absentee landlords.

Mr Coy said: "The area has had its issues since the 1970s. Unemployment has risen and there are a large number of rental properties, which many people are frequently moving away. We also have a large number of low-income families."

"It isn't the fault of the families who live here. We're in a rural area where there are few jobs and some

families are experiencing third-generation unemployment. The nearest city is 20 minutes away.

"The school was in special measures and had among the worst results in England, but now we're rated as good in all areas."

"It's a big challenge, but we've seen some of the best progress the school has ever achieved."

It was awarded Ofsted's "good" rating for the first time since the standard body was founded in 1992.

Benjamin Adhed is one of more than 400 schools supported by Magic Breakfast, which is being led by its Christmas Appeal to raise £200,000 to provide an extra half a million breakfasts for children.

Mr Coy said: "Magic Breakfast was one of the first things I wanted to do when I started at the school. It has been a great tool for making

improvements and has also improved parental and community engagement.

"It helps us to ensure that the children are ready to learn. It's a useful thing as well and helps us to address any problems they might have before the school day starts."

"It shows parents that we really care about their children."

"The latest Ofsted report, praised the school's "radical change in culture, ethos and attitudes" and the pupils' "newfound sense of pride".

Mr Coy said: "We're trying to give our pupils the best start in life and help them to become the most educated of the future - caring, kind and well-rounded young people."

What donations can do

The Christmas Appeal aims to raise £200,000 to help the charity Magic Breakfast give every pupil a healthy, nutritious breakfast each morning.

For £1 you would give a child a healthy breakfast for four days.

For £5 you would provide a healthy breakfast for more than two weeks. For £25 you could pay for 22 breakfasts, a month's worth.

For £50, 45 breakfasts and the paid for more than two months' worth or for £100 you would provide at least 200 - more than a full year's worth.

Image: extract from The Independent, 1st January 2018

Substance Use and Prevalence in Gainsborough South West Ward

A motion to Council on 3rd July 2017 raised specific and serious concerns in respect of drug use and prevalence in Gainsborough South West Ward.

"There has been a significant increase in the drug scene in Gainsborough over the past 10 years and unless we start to tackle the problem it will become a catastrophic time bomb in future years. Class A drugs such as 'crack cocaine' appear to be easily accessible to buy 'off the street'.

It is extremely concerning to learn that more and more young vulnerable people in the town are becoming victims of the surge in the drug culture. We are informed that children as young as ten are being used as drug runners to supply hardened addicts. There is a desperate need from residents living in the town for agencies to seriously start addressing the problem, and of course it requires far more than just police enforcement.

Therefore as ward members of the Gainsborough South West ward we request that this council produces a report to the relevant policy committee regarding developing a strategic approach to dealing with drugs in West Lindsey, we 'so move'."

Officers have worked hard to establish the evidence base in respect of this very serious concern. Within this section, this strategy addresses:

- Information and evidence from key stakeholders
- Overview of key issues and challenges
- Proposed solutions

Information and Evidence from Key Stakeholders

Evidence from the Public Health commissioned substance misuse service (Addaction) and from Lincolnshire Police has consistently confirmed that whilst drug and alcohol use is present in the area, there is no evidence to suggest an increasing trend in the presence of Class A drugs nor any evidence base to substantiate specific safeguarding concerns in respect of young people.

Addaction Lincolnshire Position Statement

Crack Cocaine use is no worse within adults than previously reported. It is historic that heroin users will use crack but as a primary drug choice we have nobody in treatment specifically for Crack alone.

There is still no evidence to suggest that Crack Cocaine is being used with young people. Young Addaction have not received any referrals or intelligence from schools that this is an issue.

There is no evidence of any NPS (Legal High) use in adults or young people. Neither service have anybody in treatment for this.

The most prevalent drug choice with young people is still Cannabis and Alcohol

Lincolnshire Police Position Statement

The police carried out a number of drug warrants throughout Gainsborough over the summer and early Autumn, in particular in Gainsborough SWW, targeting the main known drug dealers, where there has been credible intelligence to justify such action.

Officers from other parts of the county have been used to support this because the search teams are a regional resource now and work all over the East Midlands region – this is normal procedure now and will be going forward.

During these warrants, we have recovered significant amounts of Cannabis, Heroin and Amphetamine, but Crack Cocaine in very much smaller quantities. The results of our stop and search in Gainsborough would also support this to be the case.

Key Issues and Challenges

Enforcement agencies continue to stress the importance of intelligence or information in respect of drug presence or associated activity being reported. Lincolnshire Police note that “in order to authorise a search warrant under the misuse of drugs act, there needs to be credible intelligence and information that activity is taking place”. Building an intelligence picture is incredibly important.

This does not seek to minimise the significance of the concerns raised. This strategy absolutely recognises that the challenge of responding to ‘unreported’ crime or activity is very real. The position in respect of evidence illustrates the complexity of issues we are faced with and the importance of working proactively and collaboratively with partners to develop a robust

intelligence and evidence base. Officers share concerns and intelligence with Lincolnshire Police as a matter of course. Relationships with local stakeholders are positive and developing at some pace. The need to increase community confidence to report, proactively identify and address substance use and associated activity and to respond to the emerging evidence base is absolutely embedded within this strategy.

Key issues and challenges include:

- The need to increase community confidence to report, proactively identify and address substance use and associated activity and to respond to the emerging evidence base is embedded within this strategy
- The absence of CCTV coverage is considered a limiting factor in being able to identify and substantiate concerns. CCTV colleagues report particular frustrations in being able to follow up and substantiate concerns for this reason
- The need for increased 'on the ground' officer capacity and resource to allow for increased presence in vulnerable communities is considered necessary to allow for a more proactive and preventative approach
- There is evidence that there are a number of young people living in and attending school in vulnerable communities within West Lindsey that are affected by parental substance use

Proposed Solutions

Critically, through this strategy we are committed to addressing the challenges outlined. Measures to support this are embedded within the delivery plan and include:

- Joint communications and partnership with Police / substance misuse services including awareness of referral routes to specialist services
- Focus on supporting community reporting, including anonymous reporting of concerns
- Increased CCTV coverage within Gainsborough SWW to support the prevention and detection of crime
- Increased officer presence and capacity to take enforcement action
- Direct support through a bespoke pilot project to support young people affected by parental substance use in vulnerable communities
- Improved stakeholder relationships and collaboration including through co-location at WLDC of Lincolnshire Police ASB Officer

Current demand on WLDC resources & those of our partners

Vulnerable communities place a disproportionate strain and demand on the Councils 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.

Selective Licensing:

Based on evidence in respect of ASB prevalence in Gainsborough SWW linked directly with the Private Rented Sector, the Council implemented a selective licensing scheme in the SWW in July 2016.

A year and half on this is having an impact in driving up housing standards but it is recognised that this intervention cannot work in isolation – it is one of a number of things required. The scheme has enabled proactive enforcement to take place and accelerated our understanding and awareness of the key issues facing the area and need for increased capacity to support stabilisation efforts.

Housing Enforcement:

The Council's evidence base shows that consistently around 70% of open and new cases are for the SWW. It is also the area with the highest density of empty homes. Of the 4 FTEs allocated to cover these areas of work, it is considered that 3 FTEs are working on SWW cases at any one time.

Safeguarding:

Between 1st October 2016 and 30th September 2017, Gainsborough SWW accounted for 20% of the safeguarding concerns raised by WLDC staff. Of the 58 concerns raised, 23 resulted in onward referral into statutory services, with lower level support provided to the remaining cases as required.

ASB and Envirocrime:

Around 50% of the Council's open cases are from within the SWW.

Police:

Police note a disproportionate impact of the SWW on their resources and need for CCTV expansion to enable more effective detection and prevention of crime. Current CCTV provision does not extend directly to the SWW but crime is known to be linked directly to this area.

WLDC is strengthening links with this key stakeholder holding regular casework liaison between WLDC Enforcement Officers. These monthly meetings discuss the selective licencing area, share information and agree actions. The results are better knowledge, coordinated and proactive enforcement action. WLDC CCTV Operations work closely with the police to assist with the identification of crime and building up a clear evidence base.

The Police data in the tables below provides information about reported incidents in West Lindsey and Gainsborough SWW between April 2017 and November 2017.

	West Lindsey	April	May	June	July	August	September	October	November	December	January	February	March	Total	
Incidents Cause Fear and Concern	Abandoned Vehicles	6	12	8	6	6	4	4						46	
	Begging and Vagrancy	1	0	1	1	1	1	1						6	
	Drunken Behaviour	10	11	10	9	26	10	12						88	
	Environmental Damage	1	1	4	2	3	3	2						16	
	Shouting and Swearing	9	12	13	17	10	9	11						81	
	Street Drinking	0	2	0	2	0	0	0						4	
	Throwing Things	7	4	10	6	8	12	12						59	
	Vehicle Nuisance	8	24	23	18	26	18	25						142	
	Fear and Concern - TOTAL	42	66	69	61	80	57	67	0	0	0	0	0	0	442
	Other ASB	Animal Related	5	1	2	5	2	3	0						18
Fireworks		3	0	1	3	3	2	2						14	
Inconsiderate Behaviour		83	63	98	94	106	106	103						653	
Malicious Communications		40	32	31	37	29	12	20						201	
Neighbours		28	37	28	30	29	24	15						191	
Noise Nuisance		14	8	10	11	12	4	9						68	
Prostitution Related		0	0	0	0	0	0	0						0	
Trespass		11	1	7	5	6	0	4						34	
Other ASB - TOTAL	184	142	177	185	187	151	153	0	0	0	0	0	0	1179	
ALL ASB INCIDENTS	226	208	246	246	267	208	220	0	0	0	0	0	0	1621	

Reported ASB incidents West Lindsey: April 2017 – November 2017

SWW

		2017	2017	2017	2017	2017	2017	2017	
		Apr	May	Jun	Jul	Aug	Sep	Oct	Sum:
Incidents That Cause Fear & Concern	Abandoned Vehicle	0	1	1	1	0	0	0	3
	Begging & Vagrancy	1	0	0	1	1	0	1	4
	Drunken Behaviour	5	5	8	4	10	4	6	42
	Environmental Damage	0	0	2	1	1	0	1	5
	Shouting & Swearing	4	5	6	8	4	4	3	34
	Street Drinking	0	1	0	0	0	0	0	1
	Throwing Things	3	1	3	3	4	3	4	21
	Vehicle Nuisance	0	6	2	1	3	0	7	19
Incidents That Cause Fear & Concern	Sum:	13	19	22	19	23	11	22	129
Other A&B	Animal Related	1	0	0	0	0	1	0	2
	Fireworks	1	0	0	1	1	0	0	3
	Inconsiderate Behaviour	34	25	29	26	36	35	41	226
	Mischievous Communications	10	4	8	6	5	2	4	39
	Neighbours	7	9	4	4	4	5	3	36
	Noise Nuisance	3	3	3	5	3	0	3	20
	Trespass	1	0	0	2	2	0	4	9
Other A&B	Sum:	57	41	44	44	51	43	55	335
Sum:		70	60	66	63	74	54	77	464

Reported ASB incidents Gainsborough SWW: April 2017 – November 2017

Placing Environmental and Socio-Economic Stabilisation in the context of the Growth of Gainsborough

Gainsborough South West Ward is home to over 3000 households (Mosaic, 2014) and approximately 5500 residents (ONS, 2016). It is an integral part of Gainsborough and plays a significant role in meeting housing need in the town and wider area.

However;

- As a location, Gainsborough South West Ward is 'land locked' between the railway lines, Thorndyke Way and the River Trent. Spatially, it appears to be an isolated or 'cut off' part of the town
- Challenges with poor quality housing stock, absentee landlords and poor tenant behaviour are well documented and continue to be a key focus of our efforts and work to stabilise the area.
- A large proportion of the ward and its residents suffer multiple indices of deprivation
- The affordability, over supply and concentration of privately rented homes in the ward leads to a concentration of vulnerability in the area and a transient population. Assured Shorthold Tenancies coming to an end continues to be a leading reason for households at risk of homelessness approaching the Council for advice and assistance to move.

Without coordinated improvement, and alignment of socio-economic and Growth objectives it is likely that Gainsborough South West Ward will continue to attract a transient population.

This is a key challenge for the area, impacting on stability, community cohesion, growth and education.

In housing market terms, this ward (and indeed much of the downtown area) is characterised as being in 'market failure' – there is insufficient effective demand and value to achieve development. The market failure of down-town Gainsborough is recognised in the evidence base for the Central Lincolnshire Local Plan, Community Infrastructure Levy and resulted in the area being designated as the only zero charging area in Central Lincolnshire.

Past Governments have sought to address areas like Gainsborough South West Ward with a range of physical regeneration initiatives; most recently in the mid 2000's with the Housing Market Renewal programme. It is important to caution whilst this provided funding for house clearance and rebuilding homes there is little evidence to show how this addressed deprivation. It is worth noting that the Gainsborough South West Ward was subject to a Neighbourhood Renewal Assessment in 2010 however to date, no physical intervention nor tangible change has resulted.

Given the low impact – high cost of this type of scheme and in the context of austerity, it is unlikely that a physical regeneration scheme would be repeated in the foreseeable future – there is no Government funding for this type of physical regeneration. The Government's focus is now on developing new housing supply.

The evidence base collated as part of the Gainsborough South West Ward NRA will be reviewed as part of the implementation of this strategy. However, WLDC's current response to regenerating Gainsborough is focussed on a housing led approach (via Housing Zone and Sustainable Urban Extensions) and "Invest" to develop the town centre using the Council's enabling funds and procuring a development partner.

Cumulatively, these programmes / Growth Agenda are designed to deliver 4350 homes (a 47% increase in the town's residential stock) by 2036. The resulting increase in Gainsborough's population (from 18,500 to c. 30,000) is required to make Gainsborough an economically viable and sustainable place. The "Invest" programme has created a clear and market facing investment plan to attract and enable development in the town and is now supported by the Greater Lincolnshire Local Enterprise Partnership (GLLEP) with a £4m grant. Put succinctly, Gainsborough and WLDC are now regarded as an investable proposition.

It is considered that:

Through environmental and socio-economic improvements to stabilise and normalise our vulnerable communities, West Lindsey District Council can accelerate and support its Growth ambitions for the District

A Place Based Approach to the social regeneration of Gainsborough South West Ward with its focus on stabilising and normalising the area is integral to the success of the Council's Growth Agenda.

This approach must provide clear vision, direction and leadership to direct a multi-disciplinary action plan to address socio-economic and environmental risk factors whilst supporting and accelerating growth ambitions and opportunities. It is expected that an integrated approach such as this will reduce the stigmatisation of Gainsborough South West Ward and assist in promoting market confidence to attract and support the development of the town.

The importance of creating a normal market economy in Gainsborough is emphasised by the Ministry of Housing, Communities and Local Government (MHCLG) thrust to get Local Authorities to invest in their own areas for regeneration and commercial returns.

The Need for a Collaborative Approach between Partners

To enable the necessary improvements within the SWW, West Lindsey District Council needs to take a bold leadership role which also ensures that partners are, and consider themselves to be, instrumental in achieving change.

As noted above and shown below the issues being dealt with necessitate a multi-agency approach. This approach will be taken within all the strands of this SWW strategy – Support and / or Enforce, Prevention – Future Proofing and Regeneration. Engagement and collaboration with key stakeholders will form a key part of delivery of this strategy.

Key Stakeholders include:

- West Lindsey District Council
- Gainsborough SWW Ward Members
- Gainsborough Town Council
- Schools – Primary and Secondary Schools
- LCC Children’s Services
- Lincolnshire Police
- Community and Voluntary Sector
- Business Owners
- Invest Gainsborough
- Property Owners / Landlords

Strategic Fit and Interdependencies

This SWW Strategy takes account of a number of key documents, reports and proposals to improve, develop and regenerate. These include:

Date	Title	Author	Overview	Outcome
2010	The SWW Neighbourhood Renewal Assessment	Consult	A comprehensive review to consider housing and wider issues	Comprehensive community consultation and a databank of knowledge. Some pocket projects but no significant change.
2015	The private rented sector and anti-social behaviour	Neighbourhood Knowledge Management	Analysis of the issues	Evidence base to support and shape the implementation of selective licensing in Gainsborough SWW
2017	Central Lincolnshire Local Plan 2012 – 2036	Central Lincolnshire Joint Planning Unit	Adopted Development Plan	12% of Housing Growth is in Gainsborough. Just over 3,000 homes are being planned in the SWW long term. 1 st phase the Council are actively seeking to

				deliver around 1,800 homes in the SWW - these will come mainly from the first phase of the southern urban extension and the Riverside gateway site, plus a number of others identified in the housing zone programme.
2018	West Lindsey Housing Strategy	WLDC	Hyperlink to be added subject to approval	

Strategic Approach & Priority Areas

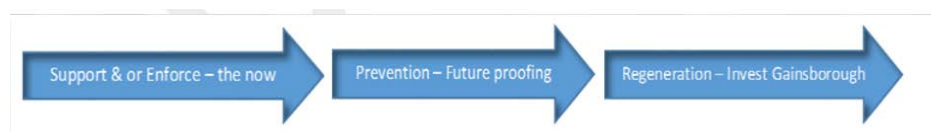
In order to address the long-standing challenges facing Gainsborough South West Ward there is a need for a range of interventions that apply to a number of interlinked areas.

Work programmes need to be well led, delivered in collaboration with our partners, co-ordinated and monitored to achieve improvements.

The priority areas and work programmes seek to:

- Establish a clear and effective strategy vision for the South West Ward
- Ensure effective strategic and operational collaboration between stakeholders
- Ensure that the strategic vision & work is aligned with the wider Invest Gainsborough / Gainsborough Growth programmes
- Support and improve the management of the private rented sector
- Explore opportunities to improve housing stock & general street scene
- Ensure proactive work is given to bring funding into the area to help the environment and the people who live in this area
- Ensure sufficient enforcement capacity and proactive responses to issues
- Ensure the community feels able and confident to report concerns

To do so, this strategy aligns five key priority areas with three stages of intervention.



	Support	Prevention	Regeneration
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	& or Enforce (The Now)	(Future Proofing)	(Aligned with Invest Gainsborough)
<u>Priority 1</u> : Work to improve the environment			
<u>Priority 2</u> : Address concentration of low cost, low quality, traditional housing stock			
<u>Priority 3</u> : Address Anti-Social Behaviour (ASB) issues affecting both the environment and community safety			
<u>Priority 4</u> : Work with our partners and the community to bring about change			
<u>Priority 5</u> : Support the people of this ward improve their health and wellbeing			

Support & / or Enforce – the now

As this place based strategy has tried to convey Gainsborough SWW has a multitude of complex issues that are in many ways overwhelming. They present a very stark 'deal with it now' element that cannot be ignored, this strategy recognises this whilst also looks at how to change things in the future.

The Gainsborough SWW strategy needs to collate and monitor all current efforts to support and or enforce in regard to the issues that exist now.

Future proofing – Prevention

The entrenched issues require a long term approach and investment. A core aspect to this strategy is to ensure that there is sufficient focus and work towards prevention to 'future proof' and stop the ongoing cycle.

Regeneration – Invest Gainsborough

Key to a place based approach is to ensure that inward investment and growth agendas are integral to the social regeneration of vulnerable areas. This strategy affords the focus on how this ward can be regenerated. What funding streams are available to change the environment and health of the residents? How to introduce more green spaces into a built up area?

Resources: 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. It is recommended that a range of interventions are funded from the Councils Supporting Vulnerable Communities Earmarked Reserve to enable this. This is articulated and further detail provided within the 'Supporting Vulnerable Communities – Place Based Strategy' **Note: Hyperlink to be added subject to approval.**

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.

Priority Areas: Overview of Work Programmes / Initiatives

Note: This section is in development. A detailed delivery plan will be developed to ensure delivery, performance management and oversight.

Priority 1. Work to improve the environment

Support & or Enforce - deal with the now

- Implement and monitor measures (support and enforcement) to drive up standards in PRS
- Implementation of a Trolley Scheme April 2018
- Proactive communications messages – ASB, fly tipping etc
- Explore opportunities to utilise community payback

Prevention – future proofing

- Re-educational programmes to inspire care for environment
- Engage directly with school pupils to raise awareness and inspire interest in regeneration ambitions for Gainsborough
- Review waste collection arrangements in the SWW
- Improvement works at Ashcroft Road Park in partnership with X Church & local community. Subject to procurement process, scheduled for 2018

Regeneration

- Proactive drives to access funding streams, establish workable programmes that can enable change to the SWW environment – evidence based
- Review & Evaluate HNA 2010 data and findings to establish appropriateness to current work programmes
- Review green spaces within this ward or potential availability of brownfield areas with the aim of greening the space and enabling improved environment / open space.

The built up environment of certain parts of the SWW is a contributing factor to its position as one of the lowest ranking deprived wards within Lincolnshire. For change to happen efforts need to be made in conjunction within the other programmes of this strategy. As well as dealing with the present situation and work on prevention programmes there is a need to address the bigger picture for change. The SWW has a significant lack of green infrastructure. Focus needs to be given to enable more green space, encourage easier access to physical activity and establishing a better vista whilst continuing to manage, support and enforce on environmental crime.

Priority 2. Address concentration of low cost, low quality, traditional housing stockSupport & or Enforce - deal with the now

- Selective Licensing Scheme in place 2016 (until 2021)
- Private Rented Support Officer (funded through EMR funded)
- Tenant Passport Scheme for the Selective Licensing area.
- Housing Act 2004: Proactive use of powers to tackle poor housing standards & management
- Targeted communications for landlords, tenants and agents in regards to their role and responsibilities and the support available to them.

Prevention – future proofing

- Increased support to private landlords to help sustain tenancies, empower landlords to prevent risk factors from escalating
- Early Intervention to prevent / reduce the escalation of homelessness risk factors to help reduce tenancy turnover
- Utilise increased evidence base gained through the selective licensing scheme to build in prevention measures as appropriate.
- Empty Properties projects with partner agencies to bring properties back into use
- Develop Housing Assistance Policy for consideration by members

Regeneration

- Assess avenues to improve the traditional housing stock and tenancy management

Good quality, well managed housing stock is key to establishing stable tenancies and a decent environment. The SWW is dominated in parts by a large number of low cost private rental properties as well as social housing. There is a high concentration of households in disrepair (excess cold and fuel poverty). 25% dwellings contain one or more category 1 hazard. SWW accounts for 50% of WLDC housing disrepair caseload at any one time.

Continued focus monitored through this strategic approach needs to be given to how we longer term can influence the poor housing stock.

The SWW has low property values and low rental incomes. A terraced 3 bed property can be purchased for as little as £40,000. This has resulted in a large number of absentee landlords owning 1-2 properties. Average monthly rent £400 resulting in concentration of vulnerable, low income households.

Between January – July 2016 there were 207 changes of tenancy January - July 2016. Only a quarter of these (56) approached the Council for housing advice. Benjamin Adlard Primary School dealt with a 34% mobility for the academic year 16-17. This level of tenancy turnover is continual. It provides little incentive to landlords, receiving low rents, to reinvest in their properties therefore perpetuating the decline in housing stock.

WLDC have put in direct measures to improve the management of the private sector with a Selective Licensing scheme together with continued use of Housing Act 2004 legislation to ensure standards are being driven up. Help to encourage longer term tenancies is being given through a Tenant Passport Scheme and also with proposals for resources to provide specific support for the private rented sector landlords aimed at increasing tenancy sustainment and providing advice, support and guidance.

The existing selective licensing scheme is a 'window of opportunity'; Existing evidence base, infrastructure, governance structure and a 'captive landlord audience' with whom we can engage and learn. This opportunity together with closer working with partners will maximise the effectiveness of this scheme.

Priority 3. Address Anti-Social Behaviour (ASB) issues affecting both the environment and community safety

Support & or Enforce - deal with the now

- Additional enforcement capacity focused on SWW and other priority areas (EMR proposal)
- Support and build community confidence and capacity to report
- Public Space Protection Orders(s)
- Increased CCTV coverage
- Partnership with Lincs Police
- Explore co-location with Police ASB staff
- Review and monitor mechanisms for anonymous reporting as appropriate

Prevention – future proofing

- Mini PCSOs project Benjamin Adlard Primary School in place from Feb 2018
- Mentoring scheme at Benjamin Adlard Primary School in place Feb 2018
- Explore in conjunction the increase of diversionary activities for young people out of school time.
- Work with partners on joint preventive programmes

WLDC is committed to ensuring that it has in place schemes and measures to drive up standards especially in vulnerable communities. We are utilising statutory powers to help shift behaviour. For example a Public Space Protection Order is in place to ban the drinking of alcohol in the grounds of the Trinity Arts Centre and pocket park on Cleveland St. is in place. Those breaching the order can be fined £75, rising to £100 in April 2018.

We recognise the need for adequate enforcement resources and good partnership working to tackle issues which this Strategy will monitor and direct.

The Strategy builds a preventive arm to future proof - make inroads to stop a repeated cycle and this is key to addressing Anti-Social behaviour in the longer term. Working with the schools of the ward in conjunction with the police, children's services and voluntary, community organisations makes an investment into the future.

The impending 'Mini PCSO' project at Benjamin Adlard is such an example:

A commitment from Lincolnshire Police to establish a 'Mini PCSO' project in partnership with the Benjamin Adlard Primary School. This is to be in place February 2018. Within this initiative children will be encouraged to act as 'mini police officers' including having the chance to wear 'Mini PCSO' uniforms. The initiative is intended to educate young people, give them the opportunity to engage in community projects and achieve rewards. Successful projects are currently being delivered elsewhere in Lincolnshire.

Priority 4. Work with our partners and the community to bring about change

Support & or Enforce - deal with the now

- Raise public confidence to report issues with our partners and the community
- Maintain regular casework liaison and a joined up approach to tackle issues
- Enable good links are made and grow between statutory organisations, voluntary and community groups as appropriate
- WLDC Support Providers network

Prevention – future proofing

- Support & increase range of diversionary activities for young people evenings & weekends in conjunction with our partners
- Ensure we work collectively with our partners on preventative programmes as appropriate.

Strategic

- Chief Operating Officer liaison with Senior Police colleagues

Key to making progress is ensuring we work with, and make effective working links between, those people and partners who work to make a difference in a place, especially in vulnerable communities. Working with trusted community leads or helping build them is key to influencing change.

Regular casework liaison between WLDC Enforcement Officers and the Police is an example of improvements can be made through joined up work. Monthly meetings take place to discuss the selective licencing area, to share information and agree actions. These meetings have already resulted in better shared knowledge, coordinated and proactive enforcement action.

The working links and connections extend to include connecting public sector partners with key community groups. Recent examples are below:

- Shared training offered by the Primary School for staff and volunteers at X Church to support their safeguarding policy and procedures
- WLDC has enabled free access to Lincolnshire Safeguarding Children Board training for X-Church staff and volunteers and has also ensured that a safeguarding policy is in place
- Commitment between Police, X-Church and Primary School to establish data sharing agreements

Work with partners and trusted community leads is key to improved effectiveness of programmes to bring about change and often share resources in the process.

Priority 5. Support the people of this ward improve their health and wellbeing

Support & or Enforce - deal with the now

- Identify & support households at future risk of homelessness
- Facilitate access to other services, above and beyond the usual signposting approach
- Work with and support partner organisations dealing with vulnerable households
- Employment and Skills programme: raising expectations, support into work
- Support proactive projects to safeguard and support the children and adults of vulnerable families
- Young Oasis pilot programme

Prevention – future proofing

- Targeted / evidence based interventions; eg using Population needs analysis
- Supporting communities through targeted community and grant funding
- Healthy Eating / Raising physical activity levels – source funding streams and programmes to enable change
- Earlier intervention to prevent / reduce escalation of risk factors to crisis point including – homelessness, safeguarding, substance use, health
- Pilot contextual safeguarding model
- Work with the schools to raise aspirations, prepare for world of work
- Explore development of a strategic health partnership
- Launch and embed Wellbeing Lincs

As noted already within this document the Gainsborough SWW contains high levels of deprivation in parts with a concentration of vulnerable households. A few telling figures are below:

- **Health:** 679 (30%) SWW households have one person with a long term health problem or disability.
- **Employment:** Highest percentage JSA claimants in the County (9.3%). SWW claimants mostly male aged 25-49.
- **Deprivation:** Fifth most income deprived ward in England.
- **Child Poverty:** Over twice the County rate. Rate has fallen steadily over the last few years but remains disproportionately high when compared to similar wards.
- **Vulnerability:** Highest rate of reported domestic abuse incidents across Lincolnshire. SWW accounts for majority of referrals to WLDC internal safeguarding team and high percentage of Lincolnshire Children's Services caseload.

As the statistics show there is a concentration of people with complex needs within this ward. There is also a climate of non-work as the norm in parts of the ward. To get paid is to get their benefit paid. WLDC is committed to work to support the most vulnerable residents of this ward and help people where appropriate back to work.

This is a long term strategy that will work for sustainability of action within what is done to support the people of this ward. Care needs to be taken with short term interventions which after an intense period stop and no long term gains are made and trust is lost. Entrenched problems need a long term consist approach.

Our breadth of knowledge in regard to the location and needs of these vulnerable residents is growing through the information gained in the selective licensing scheme. This helps enable more support to get to more people in need. Work will proceed to collate this with the work of the Health Coordinator to review health needs.

Other projects will further layer the information. The challenges continue to be how to manage the emerging details to best effect. This Strategy provides direction and support and leadership with our partners to help answer this better than in the past.

WLDC is keen to continue to work with partner organisations supporting the same residents together with injecting further support where necessary.

Governance and Oversight

Progress against the overarching Supporting Vulnerable Communities Strategy, plus the place specific strategies and associated work programmes will be overseen by the Councils Housing Programme Board.

Whilst a long term approach is required, a two yearly review of each of the 'Placed Based' strategies is recommended to allow for a review of outcomes and ensure that they remain meaningful and aligned with trends, evidence and strategic objectives at all times.

Annual scrutiny via the Councils Challenge and Improvement Committee is welcomed.