

Agenda

Dorset County Council



Meeting: Cabinet
Time: 10.00 am
Date: 5 September 2018
Venue: Committee Room 1, County Hall, Colliton Park, Dorchester, Dorset, DT1 1XJ

Rebecca Knox (Chairman)
Jill Haynes
Peter Wharf

Steve Butler
Andrew Parry

Tony Ferrari
Daryl Turner

Notes:

- The reports with this agenda are available at www.dorsetforyou.com/countycommittees then click on the link "minutes, agendas and reports". Reports are normally available on this website within two working days of the agenda being sent out.
- We can provide this agenda and the reports as audio tape, CD, large print, Braille, or alternative languages on request.

- **Public Participation**

Guidance on public participation at County Council meetings is available on request or at <http://www.dorsetforyou.com/374629>.

Public Speaking

Members of the public can ask questions and make statements at the meeting. The closing date for us to receive questions is 10.00am on 31 August 2018, and statements by midday the day before the meeting.

Debbie Ward
Chief Executive

Contact: Fiona King
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Date of Publication:
Tuesday, 28 August 2018

1. **Apologies for Absence**

To receive any apologies for absence.

2. **Code of Conduct**

Councillors are required to comply with the requirements of the Localism Act 2011 regarding disclosable pecuniary interests.

- Check if there is an item of business on this agenda in which the member or other relevant person has a disclosable pecuniary interest.
- Check that the interest has been notified to the Monitoring Officer (in writing) and entered in the Register (if not this must be done on the form available from the clerk within 28 days).
- Disclose the interest at the meeting (in accordance with the County Council's Code of Conduct) and in the absence of a dispensation to speak and/or vote, withdraw from any consideration of the item.

The Register of Interests is available on Dorsetforyou.com and the list of disclosable pecuniary interests is set out on the reverse of the form.

3. **Minutes**

5 - 10

To confirm and sign the minutes of the meeting held on 18 July 2018.

4. **Public Participation**

5. **Cabinet Forward Plan**

11 - 16

To receive the Cabinet Forward Plan.

6. **Panels and Boards**

To receive the minutes of the following meeting:

a) **Dorset Waste Partnership Joint Committee**

17 - 20

To receive the minutes from the meeting held on 11 June 2018.

7. **Recommendations from Committees**

21 - 94

To consider the following recommendations:

(a) **Safeguarding Overview and Scrutiny Committee**

Recommendation 37 – Approval of the Youth Justice Plan for 2018/19

(b) **People and Communities Overview and Scrutiny Committee**

Recommendation 35 - **Homelessness in Dorset: Review of Evidence**

Recommendation 38 – **Social Isolation: Final Report of the Member Working Group**

8. **Questions from County Councillors**

To answer any questions received in writing by the Chief Executive by not later than 10.00am on Friday 31 August 2018.

9. Exempt Business

To consider passing the following resolution:

To agree that in accordance with Section 100 A (4) of the Local Government Act 1972 to exclude the public from the meeting in relation to the business specified below it is likely that if members of the public were present, there would be disclosure to them of exempt information as defined in the paragraphs detailed below of Part 1 of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

10. Provision of Additional Funding for Highway Maintenance (Paragraph 3) 95 - 120

To consider an exempt report by the Cabinet Member for Natural and Built Environment.

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Cabinet

Minutes of a meeting held at County Hall, Colliton Park, Dorchester, Dorset, DT1 1XJ on Wednesday, 18 July 2018.

Present:

Jill Haynes	Deputy Leader and Cabinet Member for Health and Care
Steve Butler	Cabinet Member for Safeguarding
Andrew Parry	Cabinet Member for Economic Growth, Education, Learning and Skills
Tony Ferrari	Cabinet Member for Community and Resources
Daryl Turner	Cabinet Member for Natural and Built Environment
Peter Wharf	Cabinet Member for Workforce

Members Attending:

Hilary Cox, As Chairman of the County Council and County Councillor for Winterborne
 Jon Andrews, County Councillor for Sherborne Town
 Ray Bryan, County Councillor for Moors
 Deborah Croney, County Councillor for Hambledon
 Nick Ireland, County Councillor for Linden Lea

Officers Attending:

Debbie Ward (Chief Executive), Richard Bates (Chief Financial Officer), Gary Binstead (Strategy, Partnerships and Performance Service Manager), Helen Coombes (Transformation Programme Lead for the Adult and Community Forward Together Programme), Grace Evans (Legal Services Manager), Mike Harries (Corporate Director for Environment and Economy), Jennifer Lewis (Strategic Communications and Engagement Manager), Andrew Martin (Service Director - Highways and Emergency Planning), Andy Reid (Assistant Director - Schools and Learning), Neil Turner (Highway Development Team Leader) and Fiona King (Senior Democratic Services Officer).

- (Notes:(1) In accordance with Rule 16(b) of the Overview and Scrutiny Procedure Rules the decisions set out in these minutes will come into force and may then be implemented on the expiry of five working days after the publication date.
 Publication Date: **Tuesday, 24 July 2018.**
- (2) These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Cabinet to be held on **Wednesday, 5 September 2018.**

Apologies for Absence

80 Apologies for absence were received from Cllr Rebecca Knox, Nick Jarman (Director for Children's Services) and Jonathan Mair (Service Director, Organisational Development). Andy Reid (Assistant Director, Education and Learning) and Grace Evans (Legal Services Manager) attended for them. In the absence of the Chairman, Cllr Jill Haynes chaired the meeting.

Code of Conduct

81 There were no declarations by members of disclosable pecuniary interests under the Code of Conduct.

Minutes

82 The minutes of the meeting held on 27 June 2018 were confirmed and signed following an amendment to Minute 79, Questions from County Councillors.

Cllr Nick Ireland drew attention to the section that stated that although the age weighted pupil unit (APWU) was identical to any other secondary school in Dorset it was below the national average. He also added that there were now 3 governors from the County Council working with Budmouth College.

The Cabinet agreed to the addition of the additional wording 'below the national average' and for the inclusion of the 3 governors working with the College.

Public Participation

83 Public Speaking

There were no public questions received at the meeting in accordance with Standing Order 21(1).

There were no public statements received at the meeting in accordance with Standing Order 21(2).

Petitions

There were no petitions received at the meeting in accordance with the County Council's Petition Scheme.

Cabinet Forward Plan

84 The Cabinet considered the draft Forward Plan, which identified key decisions to be taken by the Cabinet on or after the next meeting.

Complex Communication Needs and Social Emotional and Mental Health Specialist Provision

85 The Cabinet considered a report by the Cabinet Member for Economic Growth, Education Learning and Skills which advised members of the public consultation that had been carried out to change the provision of a number of maintained schools to establish Special Education Needs (SEN) provision and to change the age range.

Cllr Andrew Parry explained that the proposed changes were to be implemented in order to satisfy the council's statutory responsibilities.

Following a comment regarding potential concern about the age range being changed from 11 -16 years to 4 – 16 years at the Dorchester and Forum Learning Centre, Cllr Parry confirmed that for any type of education it would be age appropriate.

Members felt that the key benefit from this report was that more specialist education would be provided nearer to homes for children and their families, which was a good news story and one which needed to be actively communicated to the residents of Dorset.

With regards to the consultation, one member asked if this had been advertised in any other form other than what was shown in the report. The Senior Manager from Education, undertook to look into this and provide further details to members outside of the meeting.

Resolved

1. That the provision of Complex Communication Needs (CCN) Bases at Parley First School and West Moors Middle School from 1 September 2018 be agreed.
2. That the provision of Social Emotional and Mental Health (SEMH) Bases at 3 Dorset Learning Centres (Compass, Dorchester and Forum) from 1 September 2018 be agreed.
3. That the change in age range to 4 to 16 at the Dorchester and Forum Learning Centres.

Reason for Decision

1. To enable the above schools to meet the specialist needs of children in Dorset.
2. As assessment of sufficiency determined that these specialist places were required.

Procurement Strategy Refresh: 2018-2020

86 The Committee considered a report by the Cabinet Member for Community and Resources which included the refreshed Procurement strategy which provided the opportunity to formalise the approach the Council had adopted of a business partnering approach rather than category management.

Cllr Tony Ferrari explained that this refresh would carry forward to the end of this financial year and would then be taken over by the new Dorset Council.

Resolved

1. That the refreshed Procurement Strategy for Dorset County Council for the remainder of 2018/19 be agreed and the procurement and contract management effectiveness for the new Dorset Council in 2019/20 be supported.
2. That the revised contract management procedures and the development of contract management training be supported.

Reason for Decision

The documents set out key deliverables for the County Council in the transition to the new Dorset Council and underpin much of the future work plan around contract novation, discussion of arrangements with a Christchurch impact and the bringing together of arrangements across the Dorset area into the new Council.

Proposal to amend Adopted Highway Policy

87 The Cabinet considered a report by the Cabinet Member for Natural and Built Environment which sought approval to amend the current Adopted Highways Policy so that it clearly set out revised delivery options for such works. The proposed policy amendment would provide additional delivery options to current practice and would provide Dorset County Council with the choice to design and/or construct highway improvements under specific conditions.

Cllr Daryl Turner explained that 2 consultations had been held but limited responses had been received from both. He made reference to a change in the recommendations in that following discussion with the Shadow Executive Members the Policy would now not be considered by the Shadow Executive Committee at their meeting on 20 July 2018 as they regarded it as a County matter. The Corporate Director explained that due to a change in the timing of meetings the Economic Growth Overview and Scrutiny Committee had not yet considered the policy.

Resolved

That the proposed amendment to the Adopted Highway Policy be agreed.

Reason for Decision

The proposed policy amendment offered the Council, acting as the Local Highway Authority, the discretion to choose from a number of clearly stated delivery options to improve the efficiency, effectiveness and safety of developer-led improvements to the existing highway network. The end result would have a nil impact on end users (i.e. residents of Dorset and the travelling public) as this proposal related to delivery and process only.

However, the implementation of schemes should be quicker, more cost effective and more effectively controlled.

Panels and Boards

88 The following minutes were received:-

Dorset Police and Crime Panel 26 June 2018

89 **Noted**

Health and Wellbeing Board 27 June 2018

90 The Cabinet Member for Health and Care advised members that she had attended this meeting and it had been a very good session. It seemed that the second half of the session, which was now used for networking with partners, was proving very successful.

Cllr Daryl Turner highlighted a couple of references in the minutes to additional staff and asked where they were going to come from. Cllr Jill Haynes, in her role as Chair of the Citizens Partnership Board, advised that part of their work was 'workforce' and work was ongoing to see how much flexibility there was within the system. It was well known that there was a constant struggle to recruit nurses and social workers, predominantly as a result of the cost of housing in Dorset, but work was ongoing to look at key worker housing to try to address this.

Cllr Steve Butler added that the locality groups of the Health and Wellbeing Board would need to work more closely with the Family Partnership Zones and the Clinical Commissioning Groups (CCG) locality groups in order to create a better organisation that was well placed to deal with local problems. He also highlighted the increased use of the voluntary sector.

Noted

Questions from County Councillors

91 No questions were received from County Councillors.

Exempt Business

92 **Resolved**

That in accordance with Section 100 A (4) of the Local Government Act 1972 to exclude the public from the meeting in relation to the business specified in minute 93 as it was likely that if members of the public were present, there would be disclosure to them of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

Approval of the Business Case for the development of an open framework to procure Learning Disabilities services from April 2019 with delegated authority to award

93 The Committee considered an exempt report by the Cabinet Member for Health and Care which recommended that procurement commenced for a new Learning Disability Framework in October 2018. The framework would be in place from 1 April 2019 – 1 April 2024 and would not exceed the value of £128m.

Cllr Jill Haynes explained that this was a long and complex paper and one that would also be on the agenda for the Shadow Executive Committee at their meeting on 20 July 2018. This would be one of the first large spend reports to be considered by them.

Following a question about the number of options that had been considered, the Transformation Programme Lead for the Adult and Community Forward Together Programme advised that it was important that the report set out the options appraisal details in order for the Cabinet to have assurance that the approach taken was based on delivering quality and value for money for Dorset residents.

The Transformation Programme Lead for the Adult and Community Forward Together Programme explained that the Council was working closely with Bournemouth and Poole councils to align where possible approach and price though as different Fairer Charging Policies applied in the areas this might mean that people may have to pay different amounts towards their care.

The Cabinet Member for Health and Care highlighted that the aim was to achieve seamless working from children through to adults, trying to ensure that most of the care was provided in Dorset at an affordable price.

Resolved

That subject to consultation with the Shadow Executive Committee on 20 July 2018:

1. The establishment of an Open Framework Agreement for Adult and Children and Young People including Transitions, with Learning Disabilities 2019 as stated in Appendix 1 of the Director's report, by way of an open tender process be approved.
2. That delegated authority to the Assistant Director of Commissioning (Adult Social Care) in consultation with the Chief Financial Officer and the Monitoring Officer, to agree the Invitation to Tender documentation including the terms of the Framework contract and any call off contracts be agreed.
3. That delegated authority to the Assistant Director of Commissioning (Adult Social Care) to award the Framework contracts to the successful tenderers be agreed.
4. That delegated authority to the Assistant Director of Commissioning (Adult Social Care) to continue discussion and enter agreement with Dorset NHS Clinical Commissioning Group and/or Bournemouth and Poole Councils to integrate commissioning and/or contracting where the change makes no change to the financial model for Dorset County Council be agreed.

Reason for Decision

To develop sustainable health and social care services for people with learning difficulties though a contractually compliant route.

Meeting Duration: 10.00 am - 10.35 am

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**Cabinet Forward Plan
(Cabinet Meeting Date - 5 September 2018)**

Explanatory note: This work plan contains future items to be considered by the Cabinet. It will be published 28 days before the next meeting of the Cabinet.

This plan includes matters which the Leader has reason to believe will be the subject of a key decision to be taken by the Cabinet and items that are planned to be considered in a private part of the meeting. The plan shows the following details for key decisions:-

- (1) date on which decision will be made
- (2) matter for decision, whether in public or private (if private see the extract from the Local Government Act on the last page of this plan)
- (3) decision maker
- (4) consultees
- (5) means of consultation carried out
- (6) documents relied upon in making the decision

~~Any~~ *any additional items added to the Forward Plan following publication of the Plan in accordance with section 5 of Part 2, 10 of Part 3, and Section 11 of Part 3 of The Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012 are detailed at the end of this document.*

~~Definition of Key Decisions~~

Key decisions are defined in the County Council's Constitution as decisions of the Cabinet which are likely to -

- "(a) result in the County Council incurring expenditure which is, or the making of savings which are, significant having regard to the County Council's budget for the service or function to which the decision relates namely where the sum involved would exceed £500,000; or
- (b) to be significant in terms of its effects on communities living or working in an area comprising two or more electoral divisions in Dorset."

Membership of the Cabinet

Rebecca Knox	Leader of the Council
Jill Haynes	Deputy Leader of the Council and Cabinet Member for Health and Care
Steve Butler	Cabinet Member for Safeguarding
Andrew Parry	Cabinet Member for Economy, Education, Learning and Skills
Tony Ferrari	Cabinet Member for Community and Resources
Daryl Turner	Cabinet Member for Natural and Built Environment
Peter Wharf	Cabinet Member for Workforce

26/09/18	Key Decision - Yes Open Quarterly Asset Management Report	Cabinet Cabinet Member for Community and Resources (Tony Ferrari)	Environment & Economy, Children's Services, Adult & Community Services Chief Executive's Directorates.	All consultees submit contributions to the report.		Peter Scarlett, Estate and Assets Manager
17/10/18	Key Decision - Yes Open Medium Term Financial Plan Update	Cabinet Cabinet Member for Community and Resources (Tony Ferrari)				Richard Bates, Chief Financial Officer
17/10/18	Key Decision - Yes Open Sub-Regional Framework Tender for Independent Special School and College Placements To approve the participation of Dorset County Council in a Sub-regional framework tender led by Bristol City Council with a consortium of Local Authorities in South West and potentially Southern England for Independent Special School and College placements.	Cabinet Cabinet Member for Economy, Education, Learning and Skills (Andrew Parry)	Independent Special Schools and Colleges Partner local authorities within the Consortium and local authorities neighbouring Dorset Children, young people, parents and carers	Market engagement with suppliers Tender Project Steering Group and attendance at meetings of other local authority tendering consortia Engagement with the Dorset Parent Carer Council and Bristol City Council's young people's engagement service	Dorset Special Educational Needs and Disabilities (SEND) Strategy 2018 - 2021 Equality Impact Assessment Dorset Special Educational Needs and Disabilities Strategy 2018	Tom Smith, Contracts and Marketing Development Manager
17/10/18	Key Decision - No Open Defining a New Relationship between the Council, Schools and Academies	Cabinet Cabinet Member for Economy, Education, Learning and Skills (Andrew Parry)	Dorset schools and academies	Consultation events on 29 Jan and 9 Jul 2018 Headteacher briefing on 20 Sept 2018	Cabinet Report 8 March 2018 - The Relationship between the Council, Schools and Academies	Andy Reid, Assistant Director - Schools and Learning

17/10/18	<p>Key Decision - No Open</p> <p>Response to Two Government Consultations:-</p> <ol style="list-style-type: none"> 1) Permitted development for shale gas exploration (Ministry of Housing, Communities and Local Government) 2) Inclusion of shale gas in Nationally Significant Infrastructure Project regime (Dept for Business, Energy & Industrial Strategy) 	<p>Cabinet</p> <p>Cabinet Member for Natural and Built Environment (Daryl Turner)</p>	-	-	National Planning Policy Framework Overarching National Policy Statement for Energy (EN-1)	Mike Garrity, County Planning, Minerals and Waste Team Leader
5/12/18	<p>Key Decision - Yes Open</p> <p>Quarterly Asset Management Report</p>	<p>Cabinet</p> <p>Cabinet Member for Community and Resources (Tony Ferrari)</p>	Environment & Economy, Children's Services, Adult & Community Services Chief Executive's Directorates.	All consultees submit contributions to the report.		Peter Scarlett, Estate and Assets Manager
To be scheduled	<p>Key Decision - Yes Open</p> <p>Health and Wellbeing Board Update</p>	<p>Cabinet</p> <p>Leader of the Council (Rebecca Knox)</p>	-	-	None	David Phillips, Director of Public Health, Bournemouth, Dorset and Poole

Private Meetings

The following paragraphs define the reasons why the public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed and the public interest in withholding the information outweighs the public interest in disclosing the information to the public. Each item in the plan above marked as 'private' will refer to one of the following paragraphs.

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual.
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information).
4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the authority proposes:-
 - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - (b) to make an order or direction under any enactment.
7. Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

Dorset County Council

Business not included in the Cabinet Forward Plan

Is this item a Key Decision	Date of meeting of the Cabinet	Matter for Decision/Consideration	Agreement to Exception, Urgency or Private Item	Reason(s) why the item was not included
		NONE		

The above notice provides information required by The Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012 in respect of matters considered by the Cabinet which were not included in the published Forward Plan.

Dorset Waste Partnership Joint Committee

Minutes of the meeting held at Dorset Councils
Partnership, South Walks House, Dorchester, Dorset on
on Monday, 11 June 2018.

Present:

Anthony Alford (West Dorset District Council) (Chairman)
Michael Roake (North Dorset District Council) (Vice-Chairman)

Members Attending

Daryl Turner (Dorset County Council), Tony Ferrari (Dorset County Council), Ray Bryan (East Dorset District Council), Barbara Manuel (East Dorset District Council), David Budd (Purbeck District Council), Peter Webb (Purbeck District Council), Alan Thacker (West Dorset District Council), David Walsh (North Dorset District Council), Margaret Phipps (Christchurch Borough Council) and Patricia Jamieson (Christchurch Borough Council).

Other Members in attendance

Councillor Timothy Yarker attended the meeting as an observer.

Dorset Waste Partnership Officers Attending:

Karyn Punchard (Director), Paul Ackrill (Commercial and Finance Manager), Gemma Clinton (Head of Service - Strategy), James Potten (Communications and Marketing Officer), Michael Moon (Head of Service (Operations)), Jim McManus (Treasurer) and Denise Hunt (Senior Democratic Services Officer).

- (Notes:(1) Publication In accordance with paragraph 8.4 of Schedule 1 of the Joint Committee's Constitution the decisions set out in these minutes will come into force and may then be implemented on the expiry of five working days after the publication date. Publication Date:**Monday, 18 June 2018**
- (2) These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Joint Committee to be held on **Tuesday, 11 September 2018.**)

Election of Chairman

- 23 **Resolved**
That Anthony Alford be elected Chairman of the Joint Committee for the year 2018/19.

Appointment of Vice-Chairman

- 24 **Resolved**
That Michael Roake be elected Vice-Chairman of the Joint Committee for the year 2018/19.

Code of Conduct

- 25 There were no declarations by members of any disclosable pecuniary interests under the Code of Conduct.

Apologies for Absence

- 26 Apologies for absence were received from Councillor Kevin Brookes and Grace Evans (Legal Advisor).

Terms of Reference

- 27 The Committee received the Terms of Reference for the Joint Committee.

Noted

Minutes

28 The minutes of the meeting held on 20 March 2018 were confirmed and signed.

Public Participation

29 Public Speaking

There were no public questions received at the meeting in accordance with Standing Order 21(1).

There were no public statements received at the meeting in accordance with Standing Order 21(2).

Petitions

There were no petitions received in accordance with the County Council's petition scheme at this meeting.

Forward Plan 2018

30 The Joint Committee considered its work programme and members asked about the process to be followed in respect of the Vehicle Procurement report in September 2018 and whether it would be appropriate for this to be considered by the Shadow Executive.

The Director advised members that a forward plan of decisions was currently being drafted in order to populate the agendas of the Shadow Executives going forward. It was therefore anticipated that there would be greater clarity on the process by the September Joint Committee meeting. She confirmed that the disaggregation process in respect of waste services had been completed.

Noted

Finance and Performance Report - June 2018

31 The Joint Committee considered a report by the Director of the Dorset Waste Partnership (DWP) that showed a favourable variance of £1.985m arising from the the 2017/18 revenue draft outturn. £1.372m of the underspend had been returned to the partner councils with the remaining amount of £613k added to the Budget Equalisation Reserve (BER) bringing its total value to £1.2m.

The 2018/19 outturn forecast predicted an overspend of £1.1m driven primarily by the high cost of recyclate compared with the original budget assumption. It was anticipated that the overspend would be fully covered by the BER. It was also highlighted that the 2019/20 budget would see a significant increase as a result of the recyclate price, wage and fuel inflation.

The reason for the difference in the original and final budget in respect of capital charges was questioned and members informed that this was due to the technical aspects of the accounting process, where budget was removed rather than spend being incurred. For the purposes of outturn reporting, the "variance" column was the true and relevant figure.

Members asked about funding of a potential overspend in 2018/19 if this were to rise beyond the amount contained in the BER. They were informed that additional funds would be requested from the partner councils in accordance with the Inter Authority Agreement and was an area that had been highlighted in the Corporate Risk Register.

Members noted the potential cost pressures at the point where additional collection vehicles were required due to an increase in new properties. The Chairman drew attention to the revenues associated with council tax and the new homes bonus that could fund additional vehicles once the increase in new properties made this necessary.

Noted

Scheme of Delegation and 2018-19 Schedule of Meetings

32 The Joint Committee considered a report by the Legal Advisor.

Resolved

1. That the Scheme of Delegation be re-adopted; and
2. That the proposed schedule of meetings be approved.

Reason for Decisions

To support the delivery of effective public services through the Dorset Waste Partnership.

Internal Audit Progress Report - June 2018

33 The Joint Committee considered a report by the South West Audit Partnership (SWAP) providing a progress update on the completed audits in respect of budget management and vehicle workshops, both of which had been given a reasonable assurance. Programmed audits in 2018/19 included Value for Money Benchmarking and Enforcement and the number of audit days had been reduced to 40 days.

Noted

Updated Enforcement Fixed Penalty Notices

34 The Joint Committee considered a report by the Head of Service (Strategy) of the Dorset Waste Partnership containing recommendations in respect of a penalty charges for throwing litter from a vehicle, fixed penalty notices for littering offences and a revision to the payment for failure to produce a waste carriers licence or failure to produce Duty of Care documentation in line with regulation guidelines.

It was reported that although the enforcement team had been increased to 4 full time staff, one of these posts had been vacant for a period of time and was now filled.

Resolved

1. That a civil penalty charge for litter thrown from a moving vehicle of £100, reduced to £75 if paid within 14 days be adopted;
2. That the fixed penalty notice for littering be revised to £100, reduced to £75 if paid within £75; and
3. That the discounted payment for failure to produce a waste carriers licence or failure to produce Duty of Care documents be revised to £180.

Reason for Decisions

To enable littering from vehicles to be enforced where appropriate and to ensure current levels of fixed penalty notices are following national best practice and guidelines.

Dorset Waste Partnership Corporate Risk Register

35 The Joint Committee considered a report by the Head of Service (Strategy) of the Dorset Waste Partnership presenting the current corporate risk register for the DWP. The changes to the register had been outlined in the report.

Members asked whether actions to address the predicted £1.1m overspend in 2018-19 could be considered at the next meeting.

The Director confirmed that further savings proposals would be submitted for consideration in future and reminded members that some of the previous savings options had been rejected by the Joint Committee. It would be important to set realistic budgets going forward in order to mitigate large overspends, particularly with

regard to recycle price and inflation.

A decision concerning the continuation of servicing the Christchurch area by Dorset Waste Partnership would form part of the future consideration of the Shadow Executives for Dorset and for Bournemouth, Christchurch and Poole.

Noted

Questions from Councillors

36 No questions were asked by members under Standing Order 20.

Exempt Business

37 **Resolved**

That in accordance with Section 100 A (4) of the Local Government Act 1972 to exclude the public from the meeting in relation to the business specified in minute 38 as it was likely that if members of the public were present, there would be disclosure to them of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

Strategic Waste Management Centre for Central Dorset

38 The Joint Committee considered an exempt report by the Director of the Dorset Waste Partnership.

Members queried whether this decision should be made by the Shadow Executive, however, the Director confirmed that a decision was of an urgent nature, with immediate impact in 2018-19 and needed in order to proceed with the project timescales and allow public consultation during the summer period.

Resolved

That the increase in the application for prudential borrowing outlined in the report be approved.

Reason for Decision

To secure a key site in Blandford for the development of a strategic Waste Management Centre in central Dorset which will provide the capacity to maximise the benefits of operational efficiency and resilience to provide business continuity now and in future years.

Meeting Duration: 10.00 am - 10.35 am



Cabinet – 5 September 2018

Recommendations from the Safeguarding Overview and Scrutiny Committee meeting held on 5 July 2018

Approval of the Youth Justice Plan for 2018/19

- 37 The Committee considered a report which included the draft Youth Justice Plan for 2018-19. The Plan provided a summary of the performance, structure, governance, resources and future priorities for the Dorset Combined Youth Offending Service.

The Service Manager for the Dorset Combined Youth Offending Service advised members of the approval process. As a pan Dorset Poole and Bournemouth would also need to approve the Plan. He had been advised to update the Plan next week following the Joint Target Review inspection, but he did not expect there to be too much change.

Members thanked the Service Manager for a very comprehensive, easy to read report.

Recommended

That Cabinet be asked to approve the Youth Justice Plan for 2018-19.

Reason for Recommendation

The draft Youth Justice Plan meets statutory requirements. The Plan reviews achievements in the previous year, details the structure, governance and resources of the Youth Offending Service, and sets out the priorities for 2018-19.

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Safeguarding Overview and Scrutiny

Dorset County Council



Date of Meeting	5 July 2018
Officer	Nick Jarman, Director of Children's Services
Subject of Report	Approval of Youth Justice Plan for 2018-19
Executive Summary	Youth Offending Teams are required to publish an annual Youth Justice Plan which should be approved by the local authority for that Youth Offending Team and by the Youth Justice Board. Dorset Combined Youth Offending Service works across Bournemouth, Poole and Dorset. Approval is therefore sought from Dorset County Council, as well as from the Borough of Poole and from Bournemouth Borough Council.
Impact Assessment: <i>Please refer to the protocol for writing reports.</i>	<p>Equalities Impact Assessment:</p> <p>The Youth Justice Plan sets out how the Youth Offending Service (YOS) will develop its work with vulnerable groups. The Plan also includes information about some protected characteristics relating to the YOS's staff and volunteers. No adverse impacts are identified for groups identified by protected characteristics.</p>
	<p>Use of Evidence:</p> <p>The Plan includes performance information relating to the YOS during 2017-18. This information is derived from the Youth Justice Board's national data collection arrangements.</p>
	<p>Budget:</p> <p>The Youth Justice Plan includes a section setting out the resources available to the YOS. The pan-Dorset Youth Offending Service is overseen by a Partnership Board which agrees the contributions from all statutory partners for the provision of the service.</p>

	<p>Risk Assessment:</p> <p>Current Risk: LOW Residual Risk MEDIUM</p> <p>The Youth Justice Plan sets out an achievable strategy for the pan-Dorset YOS to deliver continued high levels of service. There is a risk relating to possible funding reductions; the Youth Justice Board announced extra in-year budget cuts during 2015-16, and further cuts for 2016-17. Youth Justice Board grant levels have been maintained since then but the funding formula is now being reviewed for 2019/20. The YOS Board has approved the YOS budget plan for 2018-19 which enables statutory functions to be delivered.</p>
	<p>Other Implications:</p>
Recommendation	That Committee recommends approval of the Youth Justice Plan to the Cabinet
Reason for Recommendation	The draft Youth Justice Plan meets statutory requirements. The plan reviews achievements in the previous year, details the structure, governance and resources of the Youth Offending Service, and sets out the priorities for 2018-19.
Appendices	The full Youth Justice Plan is attached at Appendix 1
Background Papers	None
Officer Contact	<p>Name: David Webb Tel: 01202 453939 Email: david.webb@bournemouth.gov.uk</p>

1 Introduction

1.1 Youth justice services in Dorset were previously delivered by the Dorset Youth Offending Team. In July 2015 the Dorset Youth Offending Team merged with the Bournemouth and Poole Youth Offending Service, which covered the Bournemouth and Poole areas, to form the 'Dorset Combined Youth Offending Service'. Bournemouth Borough Council acts as the lead local authority.

1.2 Youth Offending Teams are required to publish an annual youth justice plan. The Youth Justice Board has issued guidance which stipulates what must be included in the plan, and recommends a structure for the plan. The draft Youth Justice Plan for the Dorset Combined Youth Offending Service is attached at Appendix 1.

2. Contents of the Youth Justice Plan

2.1 The Plan reviews performance during 2017/18 and reports on progress against last year's priorities. The Youth Offending Service (YOS) has continued to perform well against the National

Indicators for Reducing Re-Offending and Reducing the Use of Custodial Sentences. Performance in the Dorset area has remained good for Reducing the Number of First-Time Entrants into the youth justice system, but there has been an increase over the past year after large reductions over the previous ten years.

2.2 Achievements during the past year have included the creation and recruitment of a new YOS Speech and Language Therapist post. Research shows that about 65% of young people in the youth justice system have speech, language and communication needs, so it is important that we can respond to these needs. The YOS took a leading role in the agreement and implementation of a pan-Dorset Protocol to Reduce the Criminalisation of Children in Care. The Protocol led to a 50% reduction in police call-outs to children's homes during 2017, and was commended in the Howard League's national community justice awards. Work was also completed in 2017/18 to develop some of the specialist skills used by members of the team, such as work with young people who show harmful sexual behaviour, and work to help young people who are struggling to cope with earlier traumatic experiences. The Plan sets out these and other achievements in more detail.

2.3 The Youth Justice Plan summarises the structure, governance and resourcing of the Youth Offending Service. The Dorset Combined Youth Offending Service is overseen by a Partnership Board comprised of senior representatives of the key partners, chaired by the Director of Children's Services for Poole. The involvement of senior managers from the 3 local authorities and from the statutory partners (police, health and probation) enables the YOS to integrate its work with other strategic plans and priorities, including strong links to local safeguarding and public protection arrangements. Details about some of the specific operational links between the YOS and other local initiatives are summarised in the 'Partnership Arrangements' section of the Plan.

2.4 The Youth Justice Plan outlines the resourcing of the YOS. Local authority and other partner contributions have remained broadly the same since 2014/15, but the Youth Justice Board grant has reduced in that time from £790,000 to £594,000, while staffing costs have increased. The management of vacancies, and the deletion of some posts, has enabled a balanced budget.

2.5 The creation of the pan-Dorset YOS and subsequent Youth Justice Board grant reductions led to some posts being removed, though no redundancies were required. The statutory basis of youth offending teams is the Crime and Disorder Act 1998 which mandates minimum staffing contributions from the YOS partners. The combined service continues to comply with these minimum staffing requirements.

2.6 The members of the Youth Offending Service partnership work together to make our multi-agency work effective. One of the priorities for the coming year is to develop the local strategy to prevent young people entering the justice system. Another priority is to work with police, courts and other services to improve the way our local youth justice system works.

2.7 Within the YOS team, there is a priority to continue to improve the quality of our practice to achieve better outcomes for children, young people and families. The YOS also aims to improve its effectiveness and efficiency to make best use of its resources. The Plan includes more details about how each of these priority areas will be addressed.

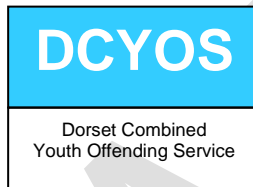
3 Conclusion

3.1 The Youth Justice Plan provides a summary of the performance, structure, governance, resources and future priorities for the Dorset Combined Youth Offending Service. The full plan is attached at Appendix 1. Committee is asked to recommend approval of the Youth Justice Plan for 2018-19 to the Cabinet.

Nick Jarman
Director of Children's Services
July 2018

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DORSET COMBINED YOUTH OFFENDING SERVICE



Dorset
Clinical Commissioning Group

*Youth
Justice
Plan*

2018/19

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Dorset Combined Youth Offending Service Statement of Purpose

Dorset Combined Youth Offending Service works with young people in the local youth justice system. Our purpose is to help those young people to make positive changes, to keep them safe, to keep other people safe, and to repair the harm caused to victims.

This means we can support the national Youth Justice Board Vision that:

‘Every child should live a safe and crime-free life and make a positive contribution to society’.

Who We Are and What We Do

Dorset Combined Youth Offending Service (DCYOS) is a statutory partnership between Bournemouth Borough Council, the Borough of Poole, Dorset County Council, Dorset Police, National Probation Service Dorset and NHS Dorset Clinical Commissioning Group.

We are a multi-disciplinary team which includes youth justice officers, restorative justice specialists, parenting workers, education and employment workers, police officers, probation officers, nurses, speech and language therapists and a psychologist.

More information about the YOS partnership and the members of the YOS team is provided later in this document.

The team works directly with young people who have committed criminal offences to help them make positive changes and to reduce the risks to them and to other people. We also work directly with parents and carers to help them support their children to make changes.

We make contact with all victims of crimes committed by the young people we work with. We offer those victims the chance to take part in restorative justice processes so we can help to repair the harm they have experienced.

The organisations in the YOS partnership also work together to improve the quality of our local youth justice system, and to ensure that young people who work with the YOS can access the specialist support they need for their care, health and education.

The combination of work to improve our local youth justice and children’s services systems, and direct work with young people, parents and victims, enables us to meet the Youth Justice Board’s ‘System Aims’:

- Reduce the number of children in the youth justice system
- Reduce reoffending by children in the youth justice system
- Improve the safety and well-being of children in the youth justice system
- Improve outcomes for children in the youth justice system.

Introduction

This document is the Youth Justice Strategic Plan for the Dorset Combined Youth Offending Service (YOS) for 2018/19. It sets out the key priorities and targets for the service for the next 12 months as required by the Crime & Disorder Act 1998.

The Youth Justice Strategic Plan:

- summarises the YOS structure, governance and partnership arrangements
- outlines the resources available to the YOS, the planned use of the Youth Justice Grant and the plan for ensuring value for money
- reviews achievements and developments during 2017-18
- identifies emerging issues and describes the partnership's priorities
- summarises the risks to future delivery of the youth justice outcome measures
- sets out the planned actions to enable delivery of the youth justice outcome measures.

This document sets out the YOS's strategic plan. A delivery plan underpins this document.

Service Targets

The Dorset Combined YOS target for 2018/19 is to outperform regional and national averages for the three national performance indicators for youth offending which are:

- The number of young people entering the youth justice system for the first time ('First Time Entrants')
- The rate of proven re-offending by young people in the youth justice system
- The use of custodial sentences for young people.

Headline Strategic Priorities for 2018/19

- Develop and implement a plan to reduce the number of young people entering the justice system
- Improve the quality of our practice to improve outcomes for children, young people and families
- Work with police, courts and other services to improve the way our local youth justice system works
- Improve our effectiveness and efficiency to make best use of our resources

Actions to achieve these priorities can be found later in this document, on pages 25-26.

Structure and Governance: The YOS Partnership Board

The work of the Dorset Combined YOS is managed strategically by a Partnership Board. The Partnership Board consists of senior representatives of the statutory partner organisations, together with other relevant local partners.

Membership:

- Borough of Poole (current chair)
- Dorset County Council (current vice-chair)
- Bournemouth Borough Council
- Dorset Police
- Dorset Local Delivery Unit Cluster, National Probation Service
- NHS Dorset Clinical Commissioning Group
- Public Health Dorset
- Dorset Healthcare University Foundation Trust
- Her Majesty's Court and Tribunal service
- Youth Justice Board for England and Wales
- Office of the Police and Crime Commissioner
- Ansbury (Connexions Provider)

The Partnership Board oversees the development of the Youth Justice Plan, ensuring its links with other local plans.

The YOS Manager reports quarterly to the Partnership Board on progress against agreed performance targets, leading to clear plans for performance improvement. The Board also requests information in response to specific developments and agendas, and monitors the YOS's compliance with data reporting requirements and grant conditions.

Representation by senior leaders from the key partners enables the YOS Manager to resolve any difficulties in multi-agency working at a senior level, and supports effective links at managerial and operational levels.

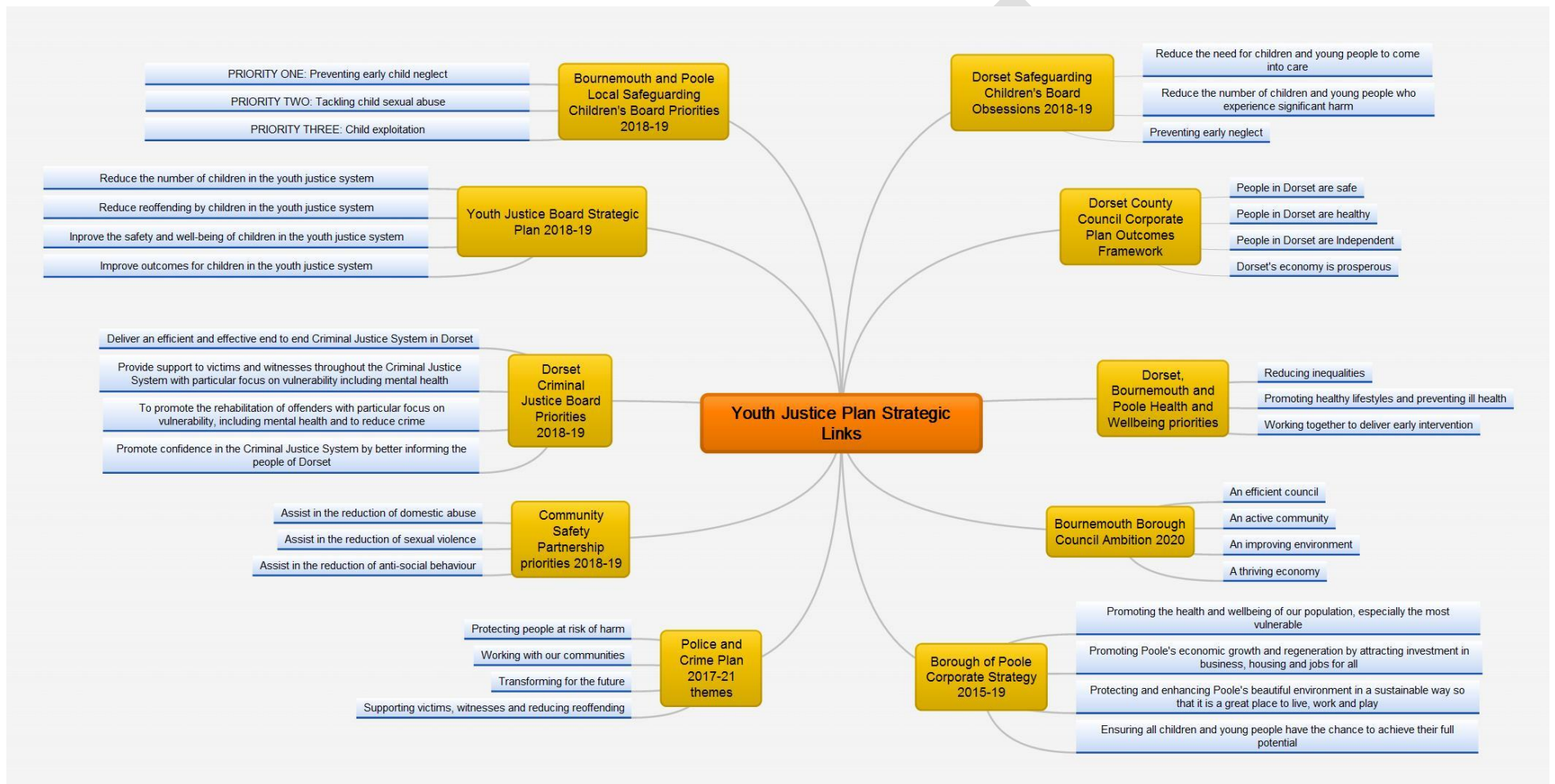
The YOS is party to local multi-agency agreements for information sharing, for safeguarding and for the escalation of concerns.

The Partnership Board oversees activities by partner agencies which contribute to the key youth justice outcomes, particularly in respect of the prevention of offending.

The YOS Partnership Board also provides oversight and governance for local multi-agency protocols in respect of the criminalisation of children in care and the detention of young people in police custody. The YOS Manager chairs multi-agency operational groups for each protocol and reports on progress to the YOS Partnership Board.

The YOS is a statutory partnership working with children and young people in the criminal justice system and the community safety arena. The map on the next page gives an overview of how the YOS fits with other strategic partnerships and plans.

Linking the Youth Justice System to other Plans and Structures



Page 33

The membership of the YOS Partnership Board enables the work of the Dorset Combined YOS to be integrated into strategic planning for Safeguarding, Public Protection, Criminal Justice, Community Safety and Health & Well-Being. The YOS Manager sits on the two local Safeguarding Children’s Boards, the Dorset Criminal Justice Board, the three Community Safety Partnerships, the pan-Dorset Community Safety and Criminal Justice Board and on the local MAPPA Strategic Management Board.

Partnership Arrangements

The previous section outlined the strategic links between the YOS and the other strategic groups and partnerships. Similar links exist at operational levels, enabling the YOS to integrate and coordinate its work with the work done by partners such as the three local children's social care services, Special Educational Needs services, other criminal justice agencies, and the Child and Adolescent Mental Health Services across Dorset.

Safeguarding and Public Protection

As well as participating in Child Protection Conferences and Multi-Agency Public Protection Arrangements (MAPPA) meetings in respect of specific individuals and families, YOS managers also attend MARAC meetings, local Community Safety Partnership operational meetings, local complex needs panel meetings and meetings in respect of early help and Troubled Families activities in the 3 local authorities.

Reducing Re-Offending

The YOS Manager chairs the pan-Dorset Reducing Reoffending Strategy Group, reporting to the Dorset Community Safety and Criminal Justice Board. Although the group's main focus is on adult offenders, attention is also paid to the youth perspective, particularly for those young people about to transition to adult services, and for the children of adult offenders.

Risk Assessment Panels

The YOS instigates a Risk Assessment Panel process for young people under YOS supervision who have been identified as being at high risk of causing serious harm to others, or of experiencing significant harm themselves. These meetings are attended by workers and managers from the other agencies who are working with the young person. The aim is to agree the risk assessment and devise, implement and review plans to reduce the risks posed by and to the young person.

Harmful Sexual Behaviour

The YOS works with the three local authorities, and with the Police, to agree the best way to respond to young people who have committed harmful sexual behaviour. Some of these young people are also known to the local authority social care service so it is important that we coordinate our work and, where possible, take a joint approach. The YOS and the local authorities use recognised assessment and intervention approaches for young people who commit harmful sexual behaviour.

Child Exploitation

Young people known to the YOS can also be at risk of child sexual exploitation (CSE) or child criminal exploitation. The YOS Manager is a member of the pan-Dorset Child Exploitation (including Trafficked and Missing) sub-group of the two Local Safeguarding Children's Boards. A YOS Team Manager has lead responsibility for the team's operational work on CSE, supported by a designated Youth Justice Officer in our Dorchester office. The YOS participates in local multi-agency information sharing arrangements and meetings to identify and protect children at risk of exploitation.

Preventing Violent Extremism

All relevant YOS staff have received training in raising awareness of 'Prevent'. A YOS Team Manager has lead responsibility for this area of work and attends the pan-Dorset Prevent Group to ensure that our work is aligned with local initiatives. The YOS has sight of the local assessment of extremism risks. The seconded YOS police officers act as a link to local police processes for sharing intelligence in respect of possible violent extremism.

Young people convicted of extremism related offences will be managed robustly in line with the YOS Risk Policy, with appropriate referral to the local MAPPA process and clear risk management plans, including paired working arrangements and support from the seconded YOS police officers.

Safe Schools and Communities Team

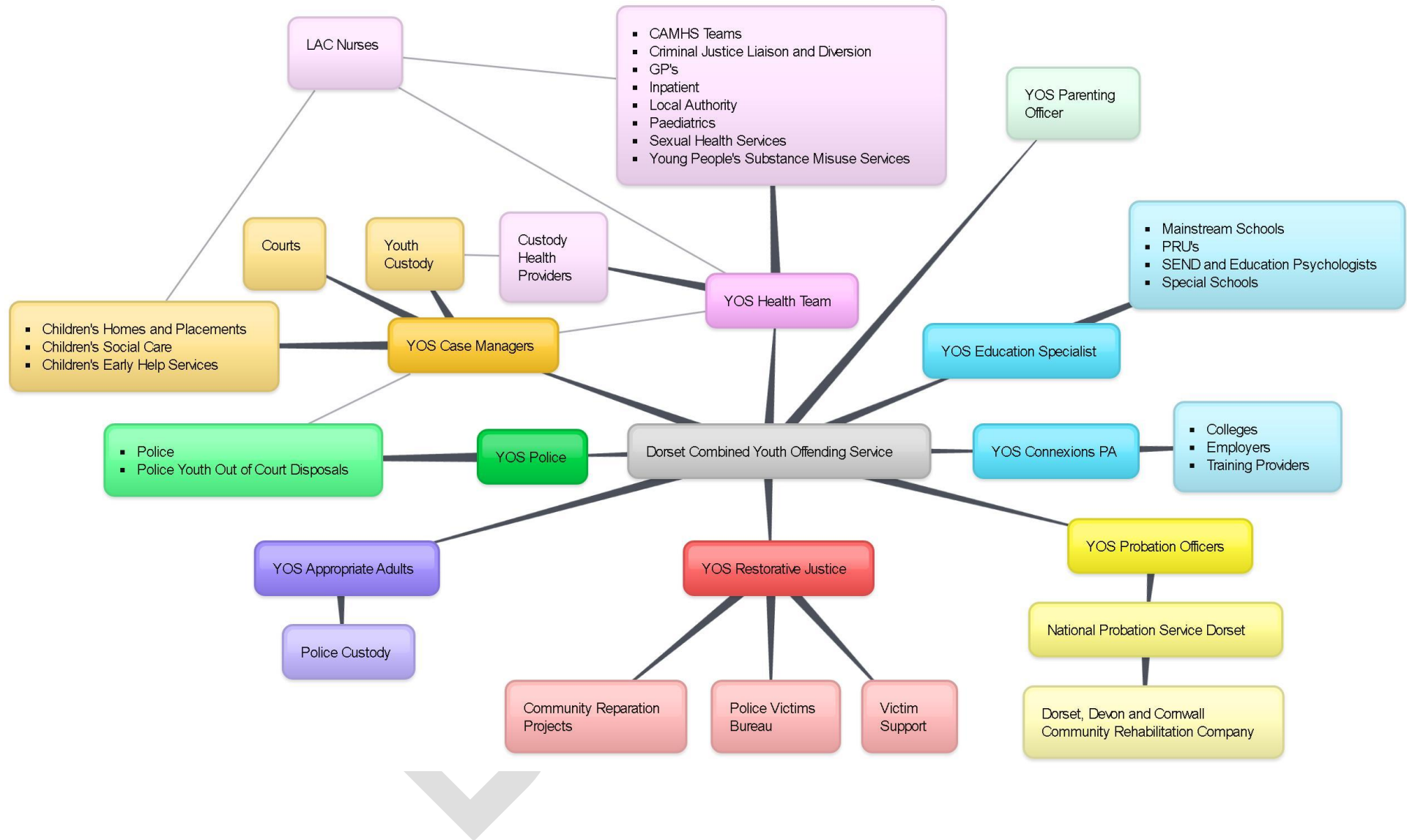
The Safe Schools and Communities Team (SSCT) is a partnership between Dorset Police, the Office of the Police and Crime Commissioner and Dorset Combined YOS. The SSCT plays an important role in preventing offending by young people across Dorset, Bournemouth and Poole. The team provide education, awareness and advice to students, schools and parents. The work of the team is reported to the YOS Partnership Board as an important element of the YOS Partnership's work to prevent youth offending. The SSCT is particularly effective at supporting schools to manage incidents without the need for a criminal outcome, and at supporting internet safety for young people across the Dorset area.

Restorative Justice and Support for Victims

The YOS Victim Liaison Officers provide Restorative Justice activities and support for victims of offences committed by young people. The YOS also links with other agencies through the Victims and Witnesses Sub-Group of the Dorset Criminal Justice Board. The YOS plays an important part in delivering the Police and Crime Commissioner's Restorative Justice Strategy for Dorset, taking the lead on offences committed by young people and supporting the development of good practice with other Restorative Justice providers.

In addition to the team's involvement in these different partnership groups, there is ongoing daily interaction with other local services. These links are illustrated on the following page:

Operational Links between YOS and Partner Agencies



Resources and value for money

The YOS is funded by the statutory partners, by the Office of the Police and Crime Commissioner and a grant from the Youth Justice Board for England and Wales. Local authority staff are employed by Bournemouth Borough Council. Other staff are seconded from Dorset Police, the National Probation Service Dorset and Dorset HealthCare University NHS Foundation Trust. Revenue contributions and the YJB Grant form a Partnership budget.

Like all public services, the YOS operates in a context of reducing resources. Ensuring value for money and making best use of resources is a high priority for the service.

Partner Agency	17/18 Revenue excluding recharges	Movement 14/15 to 17/18	Staff
Dorset County Council	£531,900	£0	1 Nurse (substance misuse) and 0.3 Psychologist
Bournemouth Borough Council	£257,100	£0	
Poole Borough Council	£244,000	-£13,030	
Police and Crime Commissioner for Dorset	£75,301	-£78,149	2.0 Police Officers. Funding reduction from 14/15 to 15/16 reflects funding of SSCT directly by the OPCC to the Police, no longer via the YOS
Dorset Probation Trust	£10,000	£6,826	1.5 Probation Officers (reduction from 2.6 up to March 2015, and from 2.0 up to March 2018, with adjusted funding contribution, after national review)
Dorset Clinical Commissioning Group	£22,487	£0	2.8 FTE Nurses
Youth Justice Board Good Practice Grant	£594,304	-£196,110	
Total	£1,735,092	-£280,463	

The YOS has also obtained funding from the NHS England Health and Justice funding stream to support the appointment of 1.0 Speech and Language Therapist, 0.2 Psychologist and 0.4 YOS Nurse. The funding for these posts is routed through the NHS Dorset CCG to Dorset HealthCare University Foundation Trust, which is the employer for these post holders.

Use of the Annual Youth Justice Grant 2018/19

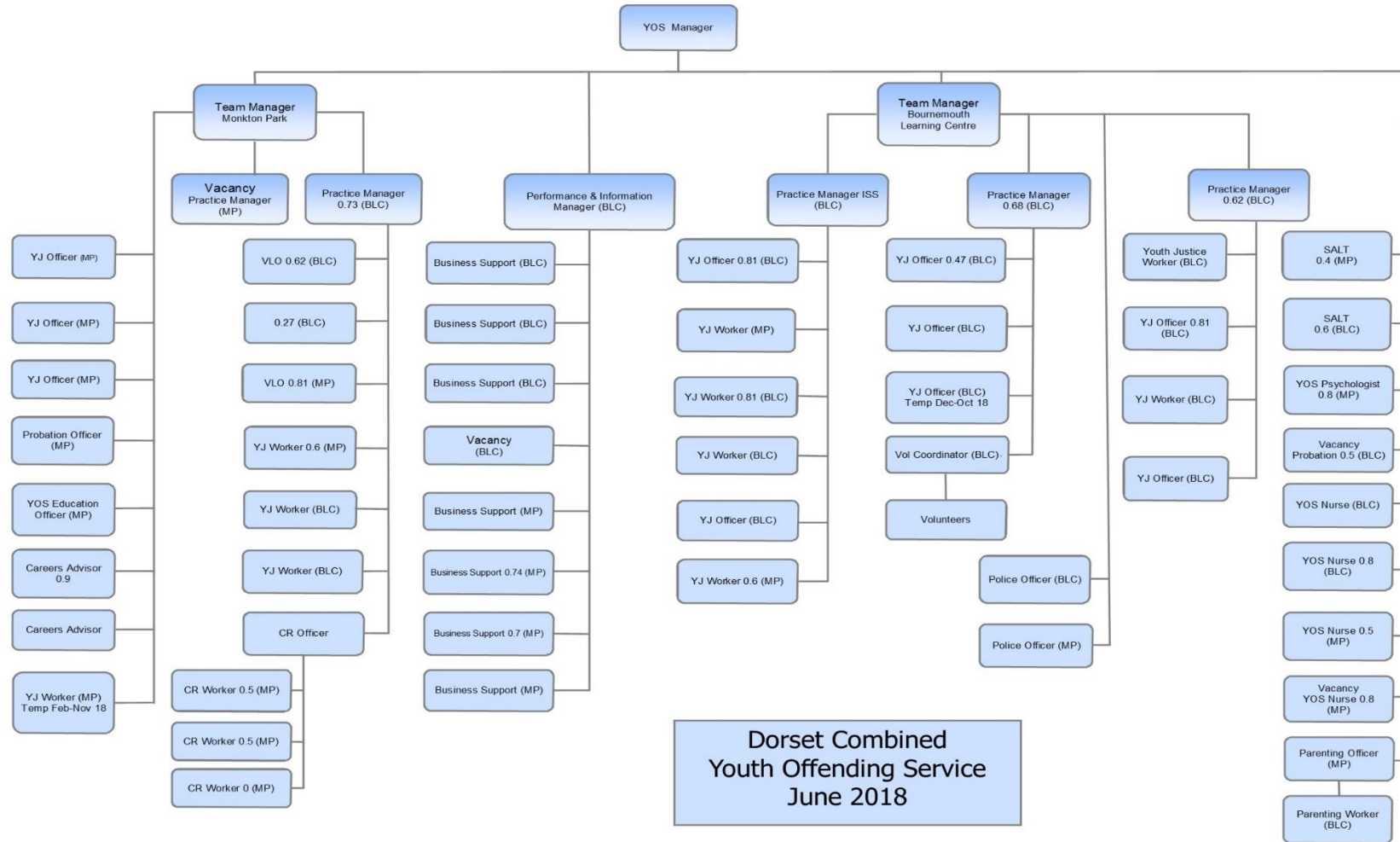
The annual Youth Justice Board grant to Youth Offending Teams is provided for 'the delivery of youth justice services'. A number of conditions are attached to the grant. The YOS Partnership Board receives quarterly finance reports from the senior accountant in Bournemouth Borough Council who oversees the YOS budget. These reports enable the Board to be satisfied that YOS resources are being used for their intended purpose and achieving value for money. This reporting mechanism also enables the Board to be assured that the YOS complies with the YJB Conditions of Grant.

The following table sets out how the YOS uses the Youth Justice Board grant for the delivery of youth justice services:

Activity	Cost
Staff training	£10,200
Appropriate Adult provision and Referral Order panel members	£40,000
ICT licences and maintenance	£26,500
Interpreter Fees	£2,000
Restorative Justice activities	£181,453
Performance and Information Management	£65,000
Court work, Pre-Sentence Reports and Supervision of statutory youth justice outcomes	£194,151
Intensive Surveillance and Supervision	£75,000
Total	£594,304

Staffing information

This chart shows the YOS structure in June 2018. The YOS meets the minimum staffing requirements of the Crime and Disorder Act 1998.



Dorset Combined Youth Offending Service June 2018

The table below shows the number of staff and volunteers in the service, by gender and ethnicity.

YOS Staff

	Male	Female
White British	12	42
White Irish	1	0
White Other	0	1
	13	43

YOS Volunteers

	Male	Female
White British	9	27

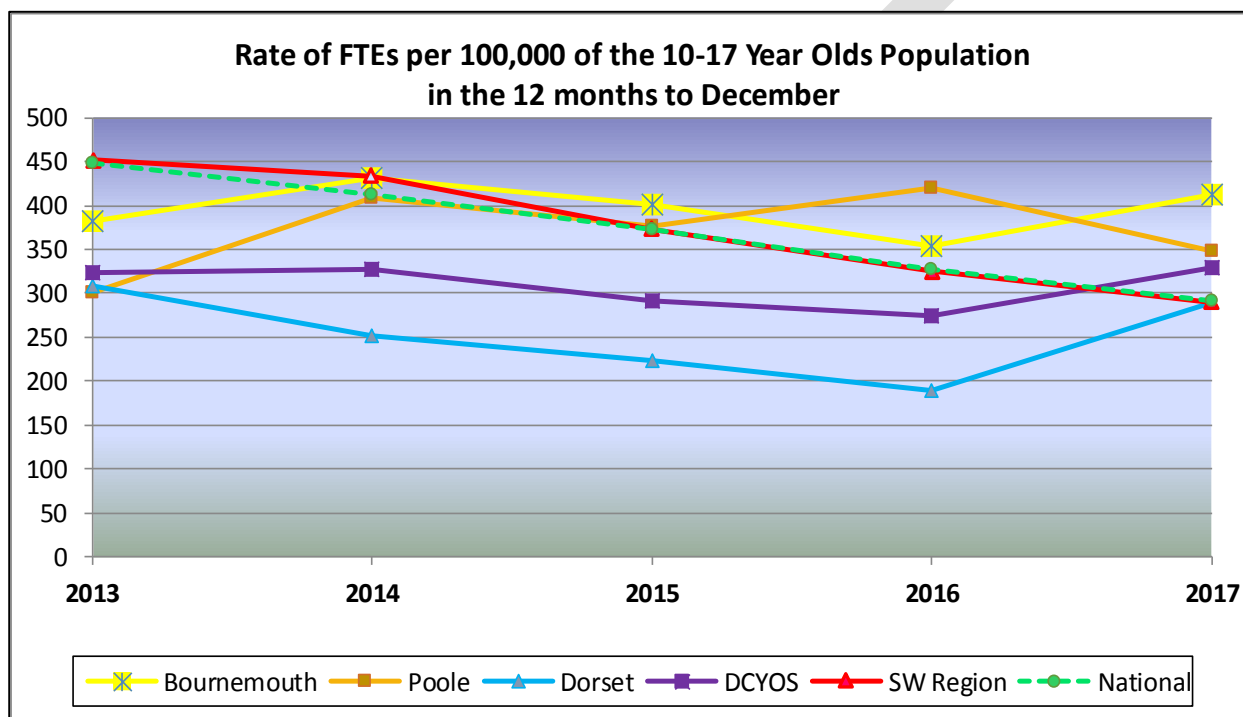
We recognise that our workforce is predominantly white and female, which does not fully reflect the ethnic and gender characteristics of our service users. One of our priority actions for this year is to diversify our staff and volunteer group.

Key Performance Information

Youth Offending Teams continue to be judged against 3 key performance indicators:

- Reducing First Time Entrants into the Youth Justice System;
- Reducing Re-Offending by young people in the Youth Justice System;
- Appropriately Minimising the use of Custodial Sentences.

First Time Entrants into the Youth Justice System



Over the last ten years there has been a sustained local reduction in the numbers of young people entering the youth justice system. This year we have seen the rate of first time entrants start to rise, so that the local rate now exceeds the regional and national average. Across our area, the rate of first time entrants has been higher in the conurbation of Bournemouth and Poole, and this continues to be the case. The increase in our rate of first time entrants will be addressed in our priorities for this year.

Fluctuations in the stated rate per 100,000 young people can overstate the actual changes. In real terms, there were 12 more young people in Bournemouth who entered the justice system for the first time in the year to December 2017, compared to the previous year; there were 9 fewer young people who entered the justice system in Poole; and 35 more in Dorset, compared to the previous year. The first time entrants rate in Dorset County is now aligned with the regional and national averages.

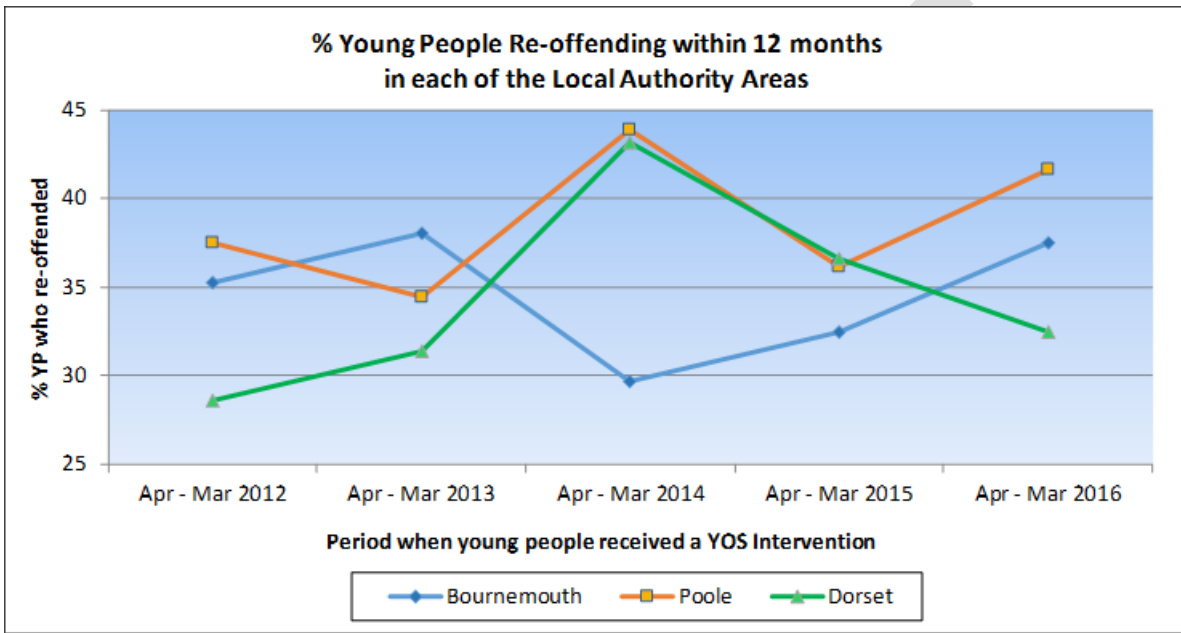
All three local authorities have continued to develop their Early Help arrangements during the past year, to help prevent young people being drawn into offending behaviour.

A coordinated, multi-agency approach was developed across the whole area to reduce the use of justice responses for behaviour by children in care. This led to the launch in

January 2017 of a 'Protocol to Reduce the Criminalisation of Children in Care'. Evidence during the year has shown a 50% reduction in police call-outs to children's homes as a result of this Protocol, and most of those call-outs do not lead to a justice outcome.

When a young person does commit an offence, Dorset Police work closely with Dorset Combined YOS to identify the best way to respond. Low level offending is assessed so that suitable cases can be dealt with through restorative justice approaches, avoiding the need for a formal outcome. More serious offences, or repeat offending, leads to a formal disposal and therefore to the young person entering the youth justice system.

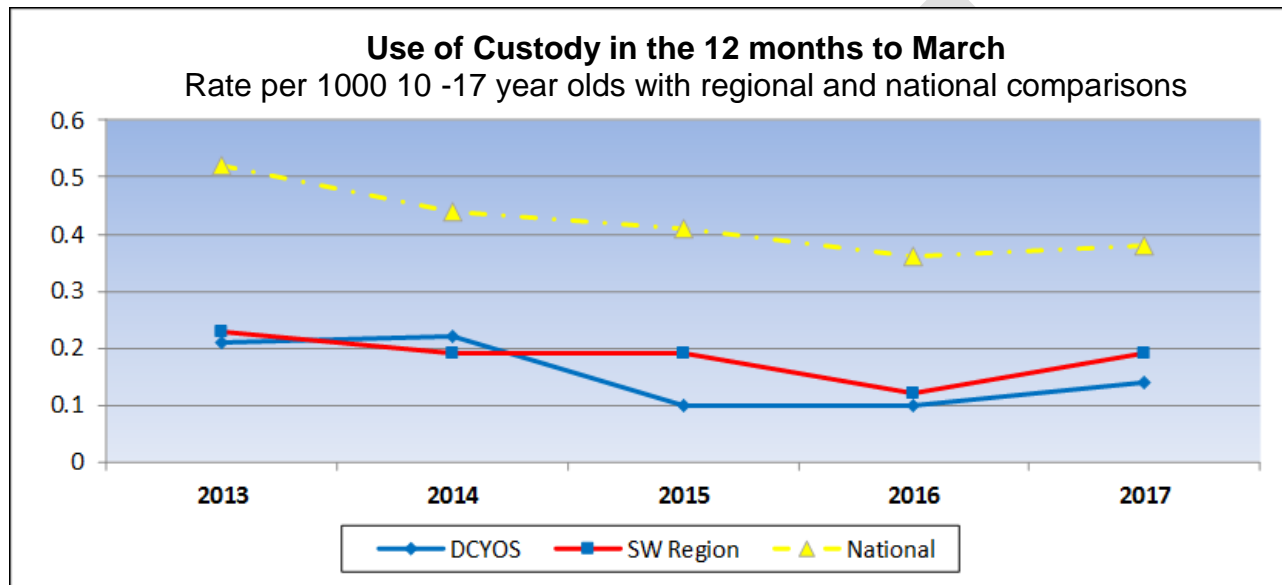
Reducing Re-Offending



The information on re-offending relates to young people known to the YOS two years ago. This is because time needs to elapse to see whether young people go on to re-offend, after their contact with us, and for the new offending to be processed and recorded.

During the past year there has been a change to the reporting arrangements for re-offending, tracking quarterly cohorts of young people instead of annual cohorts. This leads to more fluctuation in the figures, and the recurrence of young people who receive new disposals several times during a year. It is encouraging that the overall performance of the Dorset Combined YOS areas is better than the national average. Performance slightly exceeds the regional average, reflecting a period when we performed below the regional rate for first-time entrants, meaning that young people in the DCYOS cohort at that time had a higher proportion of more complex needs than elsewhere in the region.

Custodial Sentences



This chart shows the latest available confirmed information, due to problems with verification of national custody data for 2017/18. In the year recorded above, to March 2017, there were 7 custodial sentences for local young people. This number reduced in the year to March 2018, when there were 5 custodial sentences (for 4 young people).

Although the YOS works with some complex and risky young people, the use of custodial sentences remains low. The YOS works hard to maintain the confidence of local magistrates and judges in our ability to provide robust and demanding community sentences for those young people who may be at risk of custody. In some circumstances a custodial sentence is the appropriate response to serious or persistent offending. Each time a custodial sentence is passed, the YOS reviews the case in a team meeting to identify any learning points and to check whether any opportunities for a different outcome were missed.

Like other youth justice services in the south-west, we face a problem with the distance to the secure establishments where young people are held in custody. Young people from our area have been detained this year at Parc, near Bridgend, at Feltham in north-west London, at Medway in Kent and at Oakhill, in Milton Keynes. The YOS assists family members to visit when possible, but the long distances present a challenge for family contacts, for YOS resources and for planning effective resettlement on release.

Achievements and Developments during 2017/18:

Our Youth Justice Plan for 2017/18 set out our strategic priorities, which were designed to address the three main performance measures for youth justice, to respond to national initiatives and to align with other local strategic priorities.

Preventing Offending

Children in Care: in January 2017 we implemented a new multi-agency protocol to reduce the criminalisation of children in care. The focus is on avoiding a police or justice response to behaviour by the child in their place of residence. We have continued to monitor and adjust the implementation of this protocol, which has led to a 50% reduction in police call-outs to children's homes across Dorset, Bournemouth and Poole.

Adolescent Parental Violence: the YOS Manager chaired a multi-agency group to review the local approaches to 'Adolescent Parental Violence'. Consistent principles for local interventions have been identified, and good practice shared. The next steps are to consider a possible diversion option to avoid justice outcomes, and to develop a shared risk assessment and management process for teenagers who are known to multiple services and who show risky behaviours.

Adverse Childhood Experiences: Dorset Police have been working with local authority colleagues in Bournemouth to develop early identification and responses for children who have experienced adverse events in childhood. Research shows that such children have an increased risk of later offending, anti-social behaviour and other poor outcomes.

School Incidents Policy: the Dorset Police 'Safe Schools and Communities Team' work with schools to ensure that behaviour issues in school are dealt with through the school's behaviour management policy, with youth justice responses being a last resort.

Improving the Quality and Impact of YOS practice

Speech and Language: a new post, YOS Speech and Language Therapist, was created this year, with two job share post holders starting work in March 2018. Their role is to undertake assessments of children with the most complex communication needs, to provide consultation to other team members, and to strengthen links with community speech and language services. This new initiative is a response to the research evidence which shows that approximately 65% of young people known to youth justice services have speech, language and communication needs.

Education, Training and Employment: short-term funding was agreed to enable a fixed-term appointment of another YOS Education Officer to review the effectiveness of our work to support young people into education, training or employment. As well as reviewing our approach to this work, the post holder has worked with a colleague to commence an 'ASDAN' short course to prepare young people for employment or training and has undertaken one to one work with young people who are not attending education, to help identify and overcome the obstacles to their attendance.

Parenting support: a Parenting Worker was appointed to our Bournemouth office to strengthen our resources for supporting the parents of young people in the youth justice system. Our parenting workers now run a Parents Forum, which acts as a support group for parents and provides information and advice, as well as their regular one to one work with parents.

Intensive Surveillance and Supervision (ISS): ISS is an intensive intervention which can be provided as an alternative to custody, or to provide robust oversight and support for young people coming out of custody. During 2017 we developed a new enhanced grade of Youth Justice Worker whose responsibilities include taking the lead role in coordinating ISS programmes for individual young people.

Use of Information

Information Reports: our Performance and Information Manager has written new information reports which help managers monitor caseloads, timeliness and risk cases.

Disproportionality: tracking caseload information has helped us identify that we have a higher ratio of females on our caseload than the national average. We are working to understand the reasons for this and to develop a differentiated response for girls.

Re-offending information: in the past, we have relied on national data which is out of date by the time it is published. We are now able to collect more current local data, which can also provide more nuanced information about re-offending by justice disposal type, by age, by gender and potentially by young person characteristics.

Service User Feedback: we developed and implemented a new format and process for obtaining service user views on their experience of our work with them.

Staff training records: we have integrated our staff training records with our case management system to enable comprehensive recording and reporting of staff training. This means we are better able to ensure that all staff remain up to date with the training required for their role.

Partnership Information Sharing Agreement: a new single document for the YOS partnership has been agreed, which sets out the principles and processes by which personal information will be shared between the YOS and its partners.

Workforce Development

Assessment skills: a new assessment tool for youth justice, AssetPlus, was implemented nationally in 2016. During the last year we have built on the initial training for this tool by commissioning further, enhanced training for all relevant staff, followed up by local good practice sessions.

Harmful Sexual Behaviour: a number of practitioners and managers have specialist expertise in working with young people who show harmful sexual behaviour. In November 2017 these team members revisited their assessment and intervention training for the 'AIM2' model of working, and also undertook training in the new area of 'Technology-Assisted Harmful Sexual Behaviour'.

Trauma: it is increasingly recognised that young people with problematic behaviour may well be responding to traumatic experiences from their childhood. One of the YOS nurses is now an accredited practitioner in an evidence-based approach to Post-Traumatic Stress Disorder, known as Eye Movement Desensitisation and Re-Processing (EMDR). She is now working towards Consultant Practitioner status. Two other YOS nurses have completed an initial EMDR training course this year to help us build our capacity to work with young people who are struggling with earlier traumatic experiences.

Motivational Interviewing: this is an evidence-based approach to helping people make behaviour change, and is a core part of our work with young people. YOS case holders

attended Motivational Interviewing training, and are able to attend regular development groups to enhance their use of Motivational Interviewing in their day to day work.

Continuing Professional Development: a number of team members have been supported to undertake professional qualifications in social work, youth justice effective practice and business administration.

Inspection reports and learning reviews in 2017/18

Youth Offending Teams are inspected by HMI Probation. During 2017/18 HMI Probation worked on developing a new inspection framework for youth justice, which will be applied from June 2018. The criteria for these new inspections have now been published. We plan to use these criteria as part of our ongoing quality assurance self-assessments.

Thematic HMI Probation Inspection reports

One thematic inspection report relating to youth justice was published in 2017/18, focusing on public protection work by youth offending teams. All thematic inspection reports are considered by YOS managers and shared with the rest of the team to identify learning opportunities.

Headlines from the thematic inspection on public protection included the prevalence of trauma as an influencing factor on the young person's risky behaviour. Amongst the 115 young people whose behaviour was considered, the inspectors found that 'more than three in four had experienced emotional trauma or other deeply distressing or disturbing things in their lives'. We have taken steps, mentioned above, to increase the expertise of our seconded nurses to respond to unresolved trauma.

Inspectors also noticed the increasing role of social media in risky behaviours by young people. This is an area of work which youth offending teams need to understand better. The inspection report recommended that youth offending teams should '*make sure local practice guidance and resources available for responding to social media related offending reflects current behaviour of young people*'.

Learning Reviews

The YOS undertakes a learning review following significant incidents, such as completed or attempted suicide, young people being the victim of serious offences, or young people committing serious offences. Learning reviews were undertaken this year in respect of one serious further offence, two incidents of child sexual exploitation and four attempted suicides. Each learning review leads to agreed improvement actions. A common theme from these learning reviews was the need for coordinated and integrated multi-agency working. Actions for the YOS included some adjustments to risk assessment practice, changes to templates for YOS Risk Assessment Panel meetings, and clarification of processes for local children in care who are placed out of our area.

During this year, a Serious Case Review was published following the completed suicide of a 16 year old girl in 2016. YOS practitioners and managers contributed to the Serious Case Review, and have played an active role in developing and implementing the action plan from this review. The YOS Manager is leading a Task and Finish group on behalf of the two Local Safeguarding Children's Boards to agree a shared multi-agency approach to risk assessment and management for young people with the most complex and risky behaviours.

The Lammy Report

In September 2017 David Lammy, MP, published his report into the over-representation of Black, Asian and Minority Ethnic (BAME) individuals in the criminal justice system. His report included a number of findings and recommendations regarding young people. The Dorset Criminal Justice Board has set up a multi-agency group, including the YOS, to review and act on David Lammy's report.

One of the specific issues identified by David Lammy was that BAME young people may be less likely to admit guilt for offences, which means they are not eligible for the 'Out of Court' options for dealing with an offence, and therefore they are escalated more quickly through the youth justice system. The YOS Manager is working with the Head of Youth Services for Dorset Police to develop more flexibility around the Out of Court Disposal route for BAME young people.

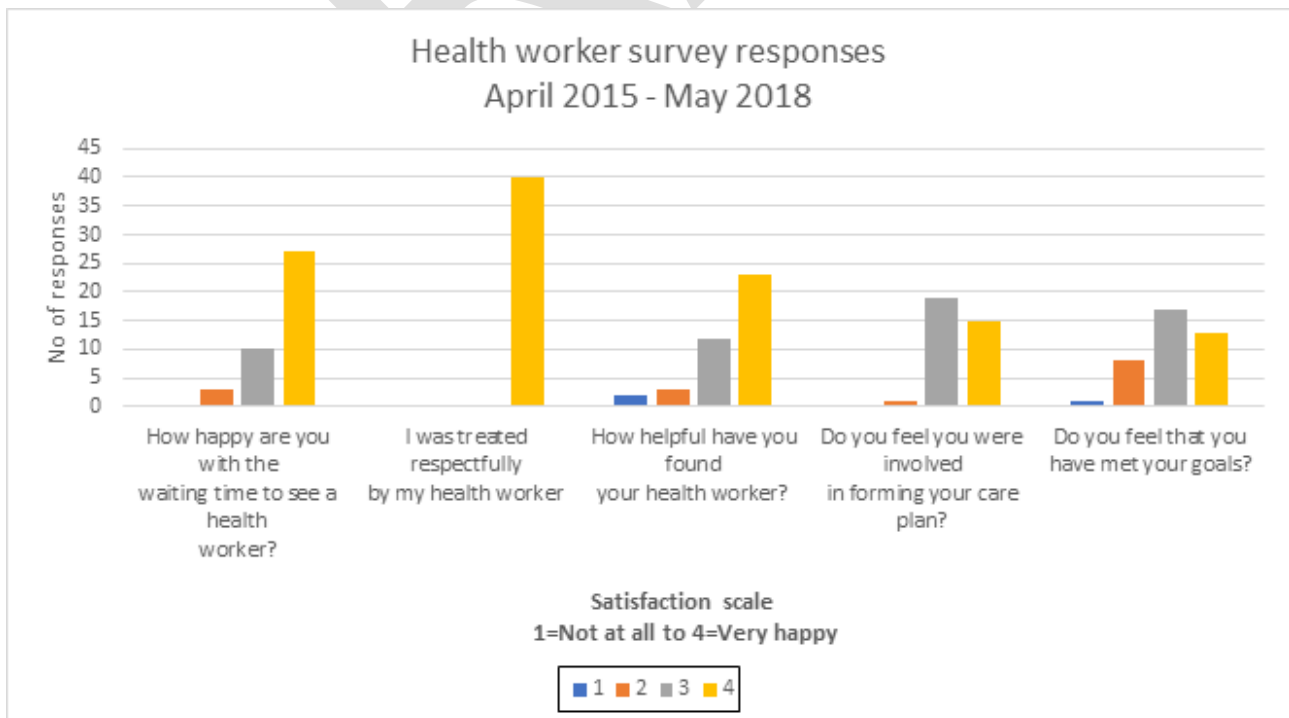
Service User Feedback

Feedback from the young people working with DCYOS has been positive. 23 young people have completed the feedback questionnaire. All 23 said they felt listened to, and they understood what was required of them for their Out of Court Disposals or Court Orders.

100% answered Yes to the question about being helped to realise that they could make changes in their lives.

All the respondents rated the YOS service as Good or Outstanding.

A separate service user feedback form is offered to young people when they complete their work with the YOS Health team. The following table summarises the responses that have been received:



Research has shown that the quality of the relationship between the worker and the young person is of primary importance in helping the young person to make positive changes. Young people known to the YOS have often had negative experiences with adults and can be wary of professionals. It is therefore pleasing to note their positive responses to the questions about feeling listened to and being respected by their YOS case managers and health workers.

The YOS parenting specialists undertake one to one work with parents of young people known to the YOS, following referrals from the young person's YOS worker. A feedback form is offered to these parents at the end of the work, to get their views on the service they have received and its impact. The following table shows the responses from parents to some of the questions on the form, covering the period from June 2016 to May 2018.

Parenting feedback questions	Responses			
	No	Yes	Unsure	N/A
Was our support helpful?	0	31	0	0
Do you now spend more time with your son/daughter?	4	22	3	1
Are you getting on better and communicating more?	3	25	2	1

Emerging issues, and risks to achievement of YOS priorities in 2018-19

National Context

Changes have been made during the past year to the structure and work plans of the Youth Justice Board. Responsibility for the commissioning of youth custody has passed to the new Youth Custody Service, within the Ministry of Justice. Plans are being developed for the piloting of two 'secure schools' to provide a different approach to youth custody, focused more explicitly on education.

The Youth Justice Board has refocused on its core principles as a provider of expert, independent advice to ministers and to support outstanding practice in the youth justice sector. More information can be found in the [Youth Justice Board for England and Wales Strategic Plan for 2018-2021](#).

During 2017/18 HMI Probation consulted on and finalised a new youth justice inspection framework. Their inspections will now include work done on youth Out of Court Disposals. The new framework provides a helpful benchmark for high quality youth offending services, which we will incorporate into our quality assurance processes.

Local Context

The current context for youth justice work across Dorset includes possible increases in the levels of crime, pressure on YOS resources and pressure on other public services. The rate of first-time entrants has started to rise, after falling significantly over the last 10 years, and there are signs of an increase in the YOS caseload. As well as fluctuations in the numbers of active cases, the young people appear to have increasing levels of risk and need which require skilled and intensive responses.

Concerns have been identified locally about delays in our youth justice system, which means it can take too long for offences by young people to be resolved, either through the court system or through Out of Court Disposals.

Research evidence has helped develop a better national understanding of the specific needs of young people who have contact with the youth justice system. The prevalence of prior trauma and of speech, language and communication needs among the YOS caseload is now recognised. Work on 'desistance', i.e. the reasons why some young people stop offending, has identified the benefits of a positive relationship with a trusted adult, and the need to build on the young person's strengths as well as their deficits.

Child sexual exploitation remains a significant concern for young people in contact with youth justice services, but there is also growing recognition of the prevalence of child criminal exploitation. This takes the form both of local interactions between adults and children, and of children being sent into this area by adults in urban areas to commit offences such as the supply of drugs.

Local authority boundaries and structures in the Dorset area are changing in April 2019 to form two new unitary authorities for the current Dorset, Bournemouth and Poole areas. The YOS is involved in the preparation for Local Government Reorganisation, including work on resourcing, governance and integration into the new local government service structures. All parties remain committed to a pan-Dorset Youth Offending Service.

Concerns about anti-social behaviour by young people, particularly in groups, have emerged at various locations across our area this year. These young people often have

needs relating to social care, education, emotional health and substance use, which mean they are also vulnerable to exploitation.

Particular risks to achieving YOS priorities include:

- A combination of increasing demand and the reduction in resources could make it hard to provide the necessary depth and breadth of support for young people with complex needs
- Increased demand in the justice system could have a negative impact on work to prevent offending and to build resilience
- Access to suitable education, training or employment provision for young people with complex needs and risks can be difficult to achieve in the current education environment
- Coercion and exploitation of young people by adults in this area and elsewhere, creating new challenges for the YOS and other local services.

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Strategic Priorities for 2018-19

The strategic priorities for the Dorset Combined YOS align with:

- our 3 main performance indicators
- the strategic priorities of other local partnerships (such as the Safeguarding Children's Boards, Community Safety Partnerships and the Criminal Justice Board)
- relevant local initiatives to reduce offending, protect the public and safeguard young people
- areas identified for YOS improvement
- the emerging issues and risks summarised on the previous page.

The following priority areas will be supported by a more detailed action plan used by the YOS team.

Develop and implement a plan to reduce the numbers of young people entering the justice system

- Work with Dorset Police to increase the options for diversion from the justice system, using the YOS expertise in Restorative Justice
- Refresh the protocol between DCYOS and Dorset Police for Out of Court Disposals, with a focus on improving timeliness and identifying the right support for young people at risk of offending, particularly among groups which are over-represented in our local youth justice system
- Work with Dorset Police, local authorities and other partners to provide effective and holistic support for young people who show anti-social behaviour and vulnerability to exploitation.

Improve the quality of our practice to achieve better outcomes for children, young people and families

- Develop access to a range of positive activities for YOS young people and embed this approach in the intervention plans which we agree with young people
- Build the team's expertise in identifying and responding to young people's speech, language and communication needs, using the new YOS Speech and Language Therapists
- Develop the team's understanding and response to Child Exploitation, in conjunction with other local criminal justice and children's services
- Increase the team's access to evidence-based resources for working with young people to change their behaviour
- Develop a differentiated response for our work with young females in the youth justice system
- Lead multi-agency work to develop a shared local approach to risk assessment and management for young people with the most complex and risky behaviours so that our responses are coordinated, responsive and effective.

Work with police, courts and other services to improve the way our local youth justice system works

- Work with local authority and police partners to minimise the numbers of young people detained in police custody and the duration of custody detentions
- Ensure that young people being interviewed by police under 'Voluntary Attendance' access the same support services and legal support as young people being interviewed in custody
- Work with the Dorset Criminal Justice Board to improve the timeliness of local youth court processes
- Work with Dorset Police to improve the timeliness of out of court processes for offences by young people
- Share the specialist expertise of the YOS Speech and Language Therapists to help ensure improved communications with young people throughout our local youth justice system

Improve our effectiveness and efficiency to make best use of our resources

- Review and adapt YOS processes and procedures to ensure that staff time is used to achieve our core purpose
- The YOS Board to review the current and future resourcing of the YOS to fit with agreed future priorities and in the context of Local Government Reorganisation
- Participate actively in preparations for Local Government Reorganisation to ensure best use of YOS expertise and resources in the new service structures
- Promote the use of restorative approaches within our organisation, as well as with our service users, to prepare an application next year for the Restorative Justice Council's 'Restorative Service Quality Mark'.
- Take action to diversify the staff and volunteers working with the YOS, to reflect the characteristics of our service users
- Embed revisions to our Quality Assurance processes to reflect the new youth justice inspection criteria and standards

Approval

Signatures of Board Chair and YOS Manager

Jan Thurgood

Strategic Director, People Theme (Chair)

The Borough of Poole

Signed: _____

Date:

David Webb

Dorset Combined Youth Offending Service Manager

Bournemouth Borough Council

Signed: _____

David Webb

Date:

Appendix A – Glossary of Terms

AssetPlus	Nationally Accredited Assessment Tool
BAME	Black, Asian and Minority Ethnic
CAMHS	Child and Adolescent Mental Health Services
CJS	Criminal Justice System
CSP	Community Safety Partnership
ETE	Education Training and Employment
FTE	First Time Entrant into the Youth Justice System
ISS	Intensive Supervision and Surveillance
IT	Information Technology
LSCB	Local Safeguarding Children's Board
MAPPA	Multi-Agency Public Protection Arrangements
NEET	Not in Education, Employment or Training
O OCD	Out Of Court Disposals
PCC	Police & Crime Commissioner
RJ	Restorative Justice
SEND	Special Educational Needs and Disabilities
SSCT	Safe Schools and Communities Team
VLO	Victim Liaison Officer
YJ	Youth Justice
YJB	Youth Justice Board
YOS/YOT	Youth Offending Service/Team
YRD	Youth Restorative Disposal
YRO	Youth Rehabilitation Order

Recommendations from the People and Communities Overview and Scrutiny Committee -
Meeting held on 4 July 2018

Homelessness in Dorset: Review of Evidence

35 The Committee considered a report by the Senior Assurance Manager which provided evidence about homelessness in Dorset. Supporting the report, the Committee also received a joint presentation by the Senior Assurance Manager and Councillor Clare Sutton, Lead Member for the review.

The evidence showed that homelessness was on the increase in Dorset but this was not an even trend, with some district areas having a peak in 2012/13, and a more steady increase in the Weymouth and Portland area. The District and Borough Councils' Dorset Homelessness Strategy provided a vigorous approach to try to prevent homelessness.

In 2017 there were 18 rough sleepers in Weymouth at the time of the annual count, a rate of 0.62 per 1000 households - the 17th highest rate in the Country. Nationally, 70 rough sleepers died on the streets in 2017, a number that had more than doubled in 5 years, three of whom were living in Weymouth. Rough sleepers were much more likely to have substance abuse issues, be the victims of violence or traffic accidents, more prone to suicide and to infections or hypothermia, all of which had an effect on the wider community. These figures did not show how many more people were on the edge of homelessness, for example through sofa surfing or sleeping with strangers.

Members were provided with a brief outline of the District and Borough Councils' duties under the Homelessness Reduction Act 2018 (HRA) - to get involved at an earlier stage, and to provide meaningful personalised support in order to prevent homelessness, regardless of their priority need. The new duty to refer would result in an increased workload for housing officers. These duties would be inherited by the new unitary Dorset Council and Bournemouth, Christchurch and Poole Councils following Local Government Reorganisation in April 2019.

Funding of £72.2m over three years was to be provided for local authorities. This would mean an additional £90k for the district and borough councils in Dorset.

Housing officers welcomed the Act's introduction as it strengthened councils' duties to intervene and provided more solutions for those at risk of homelessness.

There was some exploration of the possible reasons for homelessness and its causes. An explanation of current interventions was given, including the Weymouth bus which could accommodate up to seventeen people and its positive effect in Weymouth.

Members then discussed the information shared in some detail including: the fact that Universal Credit could not be paid direct to landlords so they were less likely to take tenants on benefits; that some local authorities provided grants for rent in advance and deposits in certain circumstances; some local authorities were looking at effectively acting as letting agents for private sector landlords, taking on all the associated risks; the shortage of appropriate housing with registered providers building 2, 3, or 4 bedroom properties when more single accommodation was needed; members' individual experience of people becoming homeless; that support was largely only provided on a Monday to Friday basis; that HM Services support organisations did not always maintain contact with ex-service personnel; the needs of gypsy and traveller communities when they were no longer

transient; that rough sleepers could be depressed or had mental health issues or complex needs and, if not local, were unable to use the Weymouth bus; the need for the new Dorset Council to continue with the current initiatives; the potential for modular housing to provide flexible solutions; that housing was currently a District and Borough Council responsibility so it was important for County Council officers to continue to engage with them to reduce duplication of effort and not create obstacles; the only way to stop homelessness was to build more council houses with affordable and controlled rents; and the need for housing and planning to work together under the new Shadow Authority.

With regard to recommendations, members agreed unanimously that the evidence clearly showed the benefit of the Emergency Local Assistance Funding and that they wanted this to be renewed. The Cabinet Member for Health and Care, and as a member of the Shadow Executive, agreed to champion this.

Looking at private rentals and underwriting the risk, the Cabinet member for Health and Care explained that this did not fall within the County Council's remit. However, funding of £1.5m had been identified for modular housing on County Council land for those with mental health issues. This needed to be completed before any extension was considered. County Councillors who were on the new Shadow Executive would be able to take this forward as a priority

Members were unsure as to whether the rent deposit scheme was also operated by East Dorset and Christchurch Borough Councils but paid tribute to the dedication of Dorset Council Partnership staff who operated the scheme.

There was some discussion about the low Local Housing Allowance which made it difficult for people to access private accommodation, that any increase might lead to rent rises and the need to increase the buy to let market for small private landlords. It was agreed that Central Government should be lobbied on both accounts and that this should involve local MPs. The wording for this recommendation would be drawn up outside of the meeting and circulated to the Committee for agreement. It was noted that the Local Housing Allowance was not necessarily based on rent in a local area.

Recommended

That the County Council's Cabinet and Dorset Shadow Executive consider the Committee's recommendation that the Emergency Local Assistance Funding be renewed.

Resolved

1. that Central Government be lobbied as set out in the minute above with the involvement of local MPs.
2. the wording of the letter to MPs be drawn up outside of the meeting and sent to members by email for agreement.
3. that Councillors David Walsh and Graham Carr-Jones, as members of the Shadow Dorset Executive, take forward recommendations and priorities as set out above.

Social Isolation: Final Report of the Member Working Group

38 The Committee considered the final report of the Member Working Group on Social Isolation.

The Lead Member of the Group explained that as social isolation was a big topic Beaminster and Blandford had been selected as areas to investigate what problems they experienced and how they were being tackled.

The review discovered that there were a number of common issues which were raised consistently - the lack of transport, lack of knowledge about available transport, and people

not being aware of what was available. It also showed that isolation and loneliness could be experienced not only in rural areas but also in towns and communities. Information gained through the Young Researchers' Survey was highlighted as this had given a picture young people's lives and their issues.

The Group had made recommendations which would they thought would address the issues and they hoped this this work could progress and not be lost through the forthcoming local government reorganisation.

Members recognised that the County Council could not solve loneliness and isolation, but by creating caring communities and looking after neighbours isolation and loneliness could be reduced.

Recommended

1. That the Committee agreed that the key issues identified in the report and addressing them at a strategic level across council activities and expenditure will combat social isolation and was recommended to the Cabinet (as set out in Appendix 1, paragraph 4.3 of the report).
2. That the Cabinet's attention be drawn to the potential benefit of further action being taken on a corporate basis informed by the toolkit of the Campaign to end Loneliness (as set out in Appendix 1, paragraph 6.1b of the report).
- 3, That the Cabinet consider the recommendations with a view to drawing these findings and associated action to the attention of the Shadow Executive for the new Dorset Council and to the Health and Wellbeing Board (as set out in Appendix 1, paragraph 6.2 of the report).

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People and Communities Overview and Scrutiny Committee

Dorset County Council



Date of Meeting	4 July 2018
Officer	John Alexander, Senior Assurance Manager <u>Lead Member:</u> Clare Sutton
Subject of Report	Homelessness in Dorset: Review of Evidence
Executive Summary	In October 2017 The Chair of the People and Communities Overview and Scrutiny Committee, Cllr. David Walsh, suggested that with homelessness on the increase, the committee should instigate a review of the evidence, to help them gain a better understanding of the situation in Dorset, and how the County Council works with district and borough councils and other partners. They also wanted to consider the impact that the Homelessness Reduction Act 2018 will have. Cllr. Clare Sutton agreed to be the lead member. This report addresses those issues, and makes some suggestions for further action which the Committee may choose to consider.
Impact Assessment:	<p>Equalities Impact Assessment: There are no specific equalities implications in this report. However, the prioritisation of resources in order to challenge inequalities in outcomes for Dorset's people is fundamental to the Corporate Plan. Homelessness is a clear example of a problem that impacts on different demographic groups unequally. The overwhelming majority of rough sleepers, for example, are men aged 25 to 40. Homelessness is more likely to afflict people with mental and physical ill health. Poverty and deprivation often lead to homelessness. Any work to address homelessness by implication also addresses inequalities in outcomes.</p> <p>Use of Evidence: This report draws on many sources of evidence, each of which is clearly identified in the main body of the report and in the accompanying footnotes.</p>

	<p>Budget: None at this stage.</p> <p>Risk: Having considered the risks associated with this report using the County Councils approved risk management methodology, the level of risk has been identified as:</p> <p>Current: LOW Residual: LOW</p> <p>Outcomes: Homelessness relates to all four of the outcomes in the County Council's Corporate Plan. For example, rough sleepers do not live in a safe environment. Homeless people often struggle to lead healthy lives. Interventions to alleviate homelessness need to prioritise helping people to have greater control and choice over their lives and become, and remain, independent. Poverty and deprivation lead to, and result from, homelessness, and therefore the prosperity of an area and the people in it is important. This report seeks to identify the key evidence with regard to homelessness in Dorset, in order to inform any further interventions to address it, which is an important part of OBA methodology.</p> <p>Other: None</p>
<p>Recommendation</p>	<p>That the committee:</p> <ul style="list-style-type: none"> i) Reviews the evidence at Appendix 1, and considers the importance of homelessness as an issue facing Dorset and its public services; ii) Prioritises actions that should be taken to address the issue in Dorset, both in the short and the longer term; iii) On the basis that this is currently a cross authority issue on which the new Dorset Council will be well placed to make progress, makes recommendations for future activity to the Shadow Overview and Scrutiny Committee; and: iv) Appoints a lead member and a lead officer to take these recommendations forward into the Shadow Authority
<p>Reason for Recommendation</p>	<p>The evidence in this report suggests that homelessness has been a growing problem in Dorset in recent years, bringing with it other issues related to the wellbeing of those it affects. A number of agencies, including the County Council, are seeking to address this. This committee is invited to consider whether more could and should be done to seek improvement.</p>
<p>Appendices</p>	<p>Homelessness in Dorset: Review of Evidence</p>
<p>Background Papers</p>	<p>None</p>

Officer Contact	Name: John Alexander Tel: (01305 225096) Email: j.d.alexander@rdorsetcc.gov.uk
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Homelessness in Dorset: Review of Evidence

Background

In October 2017 The Chair of the People and Communities Overview and Scrutiny Committee, Cllr. David Walsh, suggested that with homelessness on the increase, the committee should instigate a review of the evidence, to help them gain a better understanding of the situation in Dorset, and how the County Council works with district and borough councils and other partners. They also wanted to consider the impact that the *Homelessness Reduction Act 2018* will have. Cllr. Clare Sutton agreed to be the lead member.

Homelessness relates to all four of the outcomes in the County Council's Corporate Plan. At the sharp end of homelessness, for example, rough sleepers do not live in a **safe** environment; they are many times more likely than other people to be the victims of violence and abuse. Homeless people often struggle to lead **healthy** lives; poor diet, poor mental and physical health, drug and alcohol abuse, infections, hepatitis and tuberculosis are all more common with homeless people, and rough sleepers have an average age at death of just 43. Interventions to alleviate homelessness need to prioritise helping people to have greater control and choice over their lives and become, and remain, **independent**. Poverty and deprivation lead to homelessness, and street homelessness contributes to a sense that some areas, such as Weymouth, are becoming less safe, more run down and less **prosperous**, which affects businesses and visitor numbers. All of these issues are considered in greater detail below.

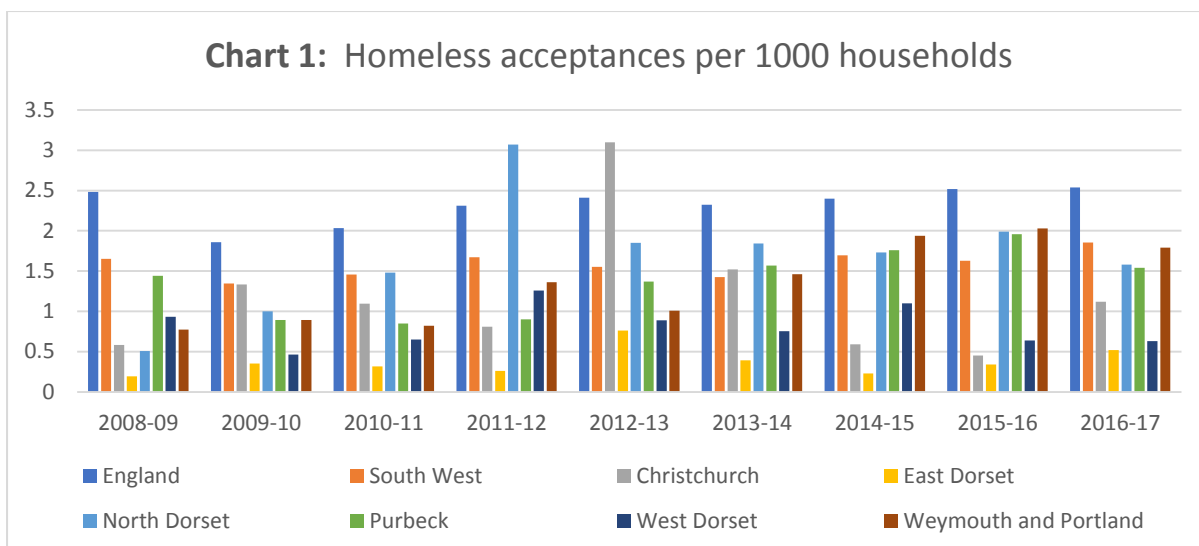
Homelessness is, of course, a far broader issue than simply "rough sleeping". A person (or household) is defined as statutorily homeless if they do not have accommodation that they have a legal right to occupy, or which it would be safe and appropriate for them to live in, even if, for the time being, they still have a 'roof over their heads'. When the two new unitary councils are created in Dorset in April 2019, those councils will inherit the statutory homelessness duties of the current six district and borough councils, and new legislation - the *Homelessness Reduction Act 2018* - has now changed the way in which those duties must be fulfilled. These statutory duties, and the new legal requirements, are explained later in this paper. We will examine the approach of local authorities and their partners to preventing homelessness, and responding to it when it occurs. The objective is to look at the role of public and voluntary sector partners in attempting to deal with homelessness in all its forms, in order to facilitate a discussion on what more might be done with the resources available.

Rates of homelessness in Dorset

Statutory homelessness

Chart 1¹ shows the rate of households, per 1000 households in the population, accepted as being homeless and in priority need (and therefore entitled to be rehoused by the local authority) in each of the six Dorset district and borough councils, each year since 2008-09. This is compared to the equivalent figures for the South West, and England as a whole. Most of these households will spend a period of time in temporary accommodation while they await permanent housing.

¹ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>



These figures suggest that there has indeed been a steady increase in the rate of households accepted as homeless and in priority need over this nine-year period. Over the last three years, the rate in Weymouth and Portland has been higher than elsewhere in the county; prior to that, North Dorset had the highest rate three times, Christchurch twice and Purbeck once. In recent years, there has been a greater tendency for Dorset districts to exceed the South West overall figure than there used to be - Weymouth and Portland, North Dorset, and Purbeck each have done this in three of the last four years. North Dorset actually exceeded the England rate in 2011-12, as did Christchurch the following year.

Chart 2 looks at the numbers of households accepted as homeless and in priority need, by year, for the six Dorset districts and boroughs - irrespective of the number of households in each area overall. This again shows that in the last three years Weymouth and Portland had the highest numbers. Prior to that, the highest numbers were seen in North Dorset in each year from 2009 to 2014.

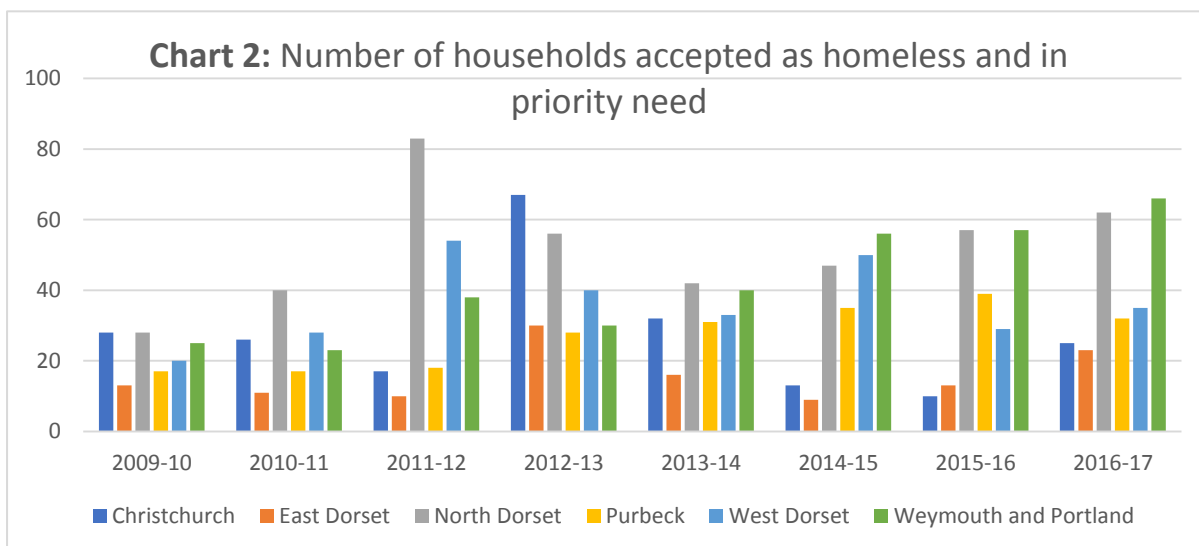
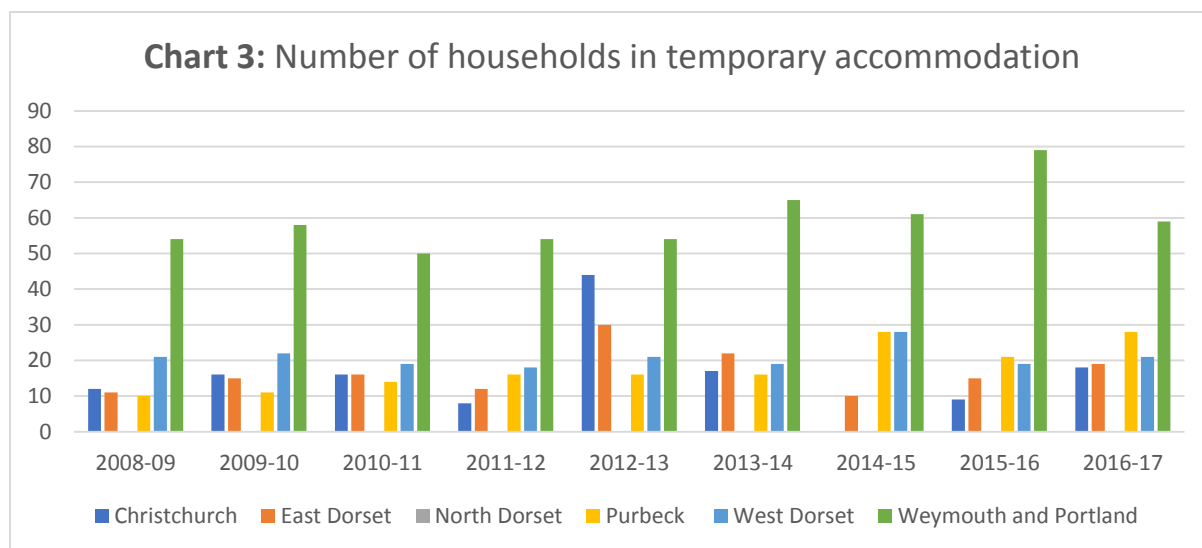


Chart 3 shows the number of households that, once accepted as being in priority need, were residing in temporary accommodation in each area. As can be seen, Weymouth and Portland consistently has far more households living in temporary accommodation, whether leased by the local authority, or bed and breakfast. This is mainly because there is more temporary accommodation available in Weymouth and Portland than there is in West Dorset or North

Dorset, and the Dorset Councils Partnership (DCP) is therefore more likely to temporarily rehouse homeless people in that borough, regardless of where they present.



Rough sleepers

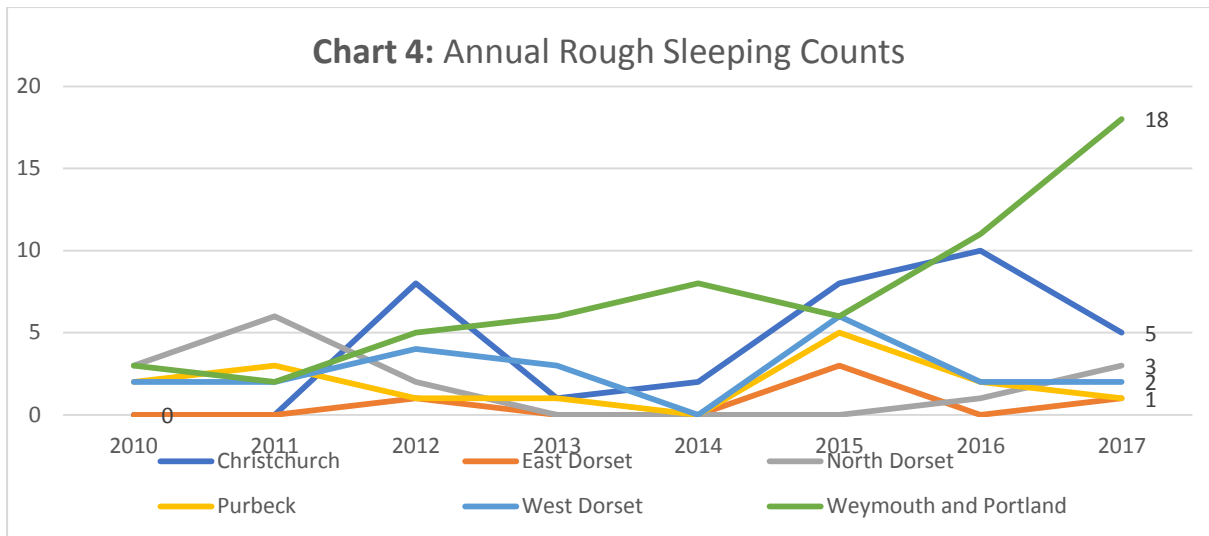
For the last eight years the government has produced an annual statistical release presenting "rough sleeping counts" for each local authority in England. The figures represent the numbers of people seen or thought to be 'sleeping rough' in the local authority area on a 'typical night' – a single date chosen by the local authority. The 2017 count was carried out between 1 October and 30 November. Rough Sleepers are defined as: "people sleeping, about to bed down or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments), and people in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or "bashes" which are makeshift shelters, often comprised of cardboard boxes) ... The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers."²

Nationally, the number of rough sleepers identified by this count in 2017 was 4,751, marking a 73% increase in the last three years and a 169% increase since the count was first instigated. Overall, London had the highest number (1137). The South West is the region with the fourth highest number (580), after the South East and the East.

It is important to note that, as the *Centrepoint* homelessness charity points out, "These figures are shocking, but they only attempt to count the number of people sleeping rough on one night. We know there are thousands more young people who are hidden homeless – sofa-surfing for months on end, sleeping on public transport or staying with strangers just to find a bed for the night".

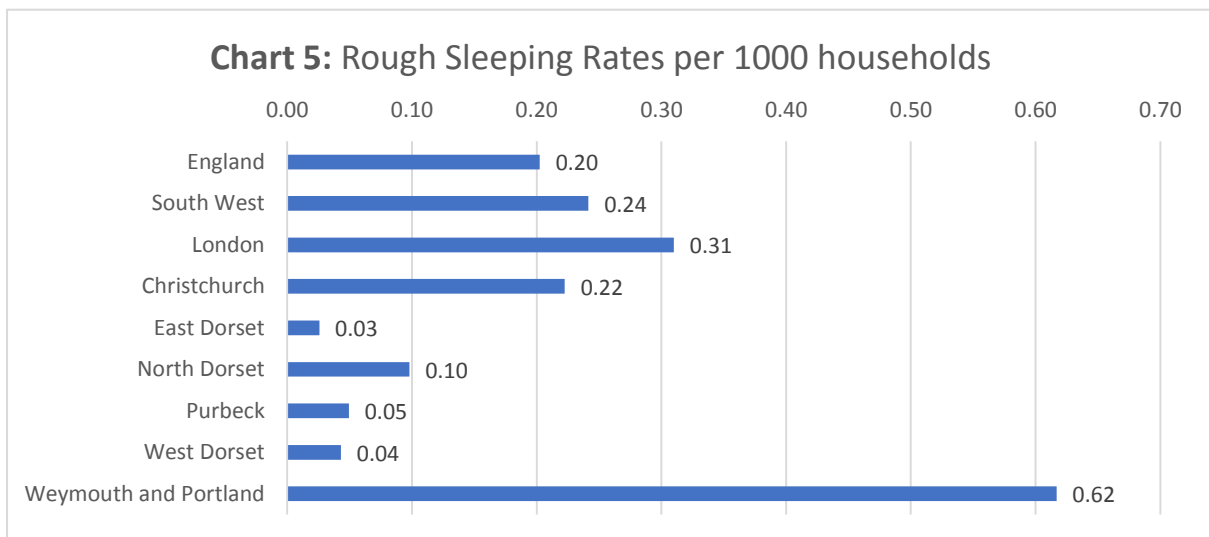
Chart 4 shows the rough sleeping count over the last eight years for the districts and boroughs of Dorset.

² *Rough Sleeping Statistics, Autumn 2017, England (Revised)*, Ministry of Housing, Communities and Local Government (MHCLG), February 2018



These figures show that while most of the districts in Dorset have seen rises and falls in the numbers of rough sleepers over the eight years of the count, in Weymouth and Portland the number has risen significantly - a rise from 3 to 18 since 2010, and from 6 to 18 in the last two years alone. Of those 18 people, 14 were male, 15 were UK nationals, and all were over 25 years old (apart from 2 whose age was unknown).

Chart 5 shows the rough sleeping count as a proportion of the number of households living in each area, and compares this with the South West region, London, and England as a whole.



When population size is considered, the rate of rough sleeping in Weymouth and Portland is more than three times the England rate; more than two and a half times the South West rate; and double the rate for London. Of the other Dorset districts, only Christchurch has a rate of more than 0.2 per 1000 households - the rate for England. All five have a rate lower than the South West region as a whole.

Of the 326 local authority areas in England, Weymouth and Portland has the 17th highest rate of rough sleepers. Of the areas with the 20 highest rates, seven (including Weymouth and

Portland) are coastal, and five are London boroughs. Only one other area in the South West region is in the top 20 - Exeter, which has the 15th highest rate of 0.65 / 1000. Bournemouth, with a rate of 0.53, is in 21st place.

The high prevalence of rough sleeping in coastal towns is probably linked to generally higher than average levels of deprivation in these areas. A 2017 report from the Social Market Foundation³ suggests that many coastal areas have faced "Structural, long-standing economic and social problems following the decline of domestic tourism in the UK... many coastal communities are poorly connected to major employment centres in the UK, which compounds the difficulties faced by residents in these areas. Not only do they lack local job opportunities, but travelling elsewhere for work is also relatively difficult." Anecdotally, many people are also drawn to coastal towns to take advantage of seasonal work in the summer months, and then remain after the work ends.

Weymouth and Portland shares characteristics of deprivation with many other seaside towns - low average income, relatively high unemployment compared to the rest of Dorset, poor economic growth and low skill levels. Melcombe Regis in Weymouth is within the 10% most deprived neighbourhoods in England⁴, and the government's Social Mobility Commission recently ranked the prospects for disadvantaged young people growing up in Weymouth and Portland as the third worst in the country.⁵ There is also evidence of cross-migration of rough sleepers between Bournemouth and Weymouth - the actions of the authorities towards rough sleepers in one of these towns can impact on numbers in the other. Additionally, frontline agencies such as the Lantern report that Weymouth's position at the "end of the line" of train services from London results in the town being the final destination for some rough sleepers.

A report commissioned by the Guardian newspaper, published on 11 April 2018, found that nationally the number of rough sleepers dying on the streets has more than doubled in five years, from 31 in 2013 to 70 in 2017, and this is likely to be an underestimate as local authorities are not required to categorise deaths in this way. The average age of a rough sleeper at death is 43 - half the average UK life expectancy. Rough sleepers are 17 times more likely to be victims of violence, nine times more likely take their own lives, and twice as likely to die from infections. Hepatitis and tuberculosis are relatively common. Severe winter temperatures have led to more deaths. Three rough sleepers died on the streets of Weymouth in 2016-17, and this is not an exceptional figure according to homelessness support organisations in the town.

The causes of homelessness

The four most common reasons for people to become homeless and approach Dorset local authorities for support are: coming to the end of Assured Shorthold Tenancies; parental evictions; violent relationship splits; and friends or other relatives no longer being willing to accommodate applicants.⁶

Behind these circumstances lie multiple other factors that make it difficult for many people to access or maintain adequate accommodation. The benefit cap brought into force by the *Welfare Reform Act 2012* and the *Benefit Cap (Housing Benefit) Regulations 2012* limits the amount households who claim certain benefits can be paid, so that when all benefits are calculated, housing benefit or universal credit may be reduced so that total benefits do not exceed the benefit cap limit. The benefit cap was further lowered in Autumn 2016. This has led to a number of tenants falling into arrears, often resulting in eviction. The reduction in housing benefit that can be claimed by tenants has excluded many people from accessing

³ [Living on the Edge: Britain's Coastal Communities](#), Social Market Foundation, September 2017

⁴ Public Health England Local Health Profiles 2015

⁵ <https://www.gov.uk/government/publications/social-mobility-index-2017-data>

⁶ Dorset Homelessness Strategy 2015-19: Annual Update Report 2016-17

housing, as rents in Dorset are relatively high and not fully covered by the benefit, leading to a chronic shortage of supply for people with limited resources.

The much-publicised delay in Universal Credit payments being received by claimants has also resulted in rent arrears and evictions, exacerbated by benefits being paid directly to tenants rather than landlords, and therefore often not being used to pay rent on time due to other conflicting needs. This is also increasing the reluctance of landlords to let properties to benefit claimants, further reducing the available supply of private rented housing.

People often become 'visibly' homeless after previous contact with non-housing agencies, such as mental health services, drug rehabilitation services, the criminal justice system and social care agencies. A number of "safety net" services, such as support for people suffering from mental health and/ or substance dependency, are non-statutory and have seen significant cuts during the recent period of austerity, making it more difficult to prevent homelessness from occurring.

Rough sleeping and "Multiple Exclusion Homelessness"

An increasing and statistically robust body of evidence has demonstrated that for many people experiencing more extreme forms of homelessness such as rough sleeping, it is not just a housing issue but something that is inextricably linked with a range of complex and chaotic life experiences which lead to social exclusion. This has become known as "Multiple Exclusion Homelessness." This is compounded by the fact that many people experiencing multiple exclusion do not meet statutory homelessness criteria and cannot access social housing. The most complex needs have been shown to be experienced by homeless men aged between 20 and 49, and particularly men in their 30s - which, as reported in the 2017 rough sleeper count, is the demographic group of the great majority of rough sleepers in Weymouth and Portland, and indeed the rest of Dorset.

With some of these issues - such as mental health and substance abuse - there is a "chicken and egg" factor - both of these problems can lead to homelessness, and homelessness can lead to both. Estrangement from family networks and lack of contact with children can impact on emotional health and wellbeing; the lack of an address means people are often unable to register with a GP and cannot be referred to Community Mental Health Teams, so health, and mental health, issues escalate.

Accounts from a number of "on the ground" agencies in Dorset bear this out. People experiencing, or threatened with, "street" homelessness commonly face "multiple exclusions" that include some combination of: substance misuse issues; poor mental health; institutional experiences (e.g. prison and the care system); "street culture" activities (e.g. street drinking; begging; anti-social behaviour); fleeing domestic abuse.

Research summarised by the Joseph Rowntree Foundation⁷ helpfully evidences the median ages at which these various life experiences first occur for homeless people, facilitating a better understanding of the critical intervention points for different types of preventative work where progression into long term rough sleeping might be averted. The earliest occurrences tend to be leaving home or care and substance abuse. At a slightly older age, factors including anxiety and depression, petty crime, becoming the victim of violent crime, sofa surfing, and spending time in prison become more prevalent. As people approach and enter their 30s, begging, intravenous drug use, bankruptcy and divorce become significant factors. For older multiply excluded homeless people, more 'official' forms of homelessness (applying to the council for support; staying in hostels and other temporary accommodation) become more common, as do other adverse life events such as eviction, repossession and redundancy.

⁷ *Tackling homelessness and exclusion: Understanding complex lives*, Joseph Rowntree Foundation, September 2011

Most multiply excluded homeless people will also report some level of childhood trauma such as abuse and neglect, further emphasising the importance of early intervention and prevention approaches with vulnerable young people to avoid progressively bad life outcomes. "Events such as abuse, bullying, witnessing alcoholism, domestic violence, as well as - as is often the case - experiencing these factors in combination, affects the way a child comes to perceive the world and their place within it. Such events not only affect childhood wellbeing, they echo throughout adulthood in the development and maintenance of self-esteem and the ability to form meaningful relationships."⁸

Community Safety: Impact on neighbourhoods

Data on the risks faced by multiply excluded homeless people - from violence and abuse, suicide and self-harm, hypothermia, infections, drugs and alcohol, and a range of other factors - suggest that it is they themselves for whom safety is the greatest concern. Nevertheless, the impact on the "look and feel" of a neighbourhood with a large number of rough sleepers can be significant. In Weymouth and Portland, street homelessness is more evident in the Melcombe Regis area - the town centre and the seafront - than in other parts of the borough.

Indeed, actual "rough sleepers", as defined by the government for the purpose of the rough sleeper count, comprise only one part - perhaps a minority - of the total number of multiply excluded people with a visible street presence. Many of them, in Weymouth and elsewhere, may look like "rough sleepers", but actually use "street living" for a range of reasons, even though they have a roof over their heads at night, for example in a hostel, by 'sofa-surfing', or some other means. Some use the town centre of Weymouth for begging, for example. Nearer the beach, street drinking and drug taking are more prevalent. In some cases, people will use the street for these activities because it would not be tolerated in, for example, a hostel, and could result in eviction. For others, the street is often a safer alternative than drinking or taking drugs "hidden away", where they may be vulnerable to violence and abuse from others.

Evidence of these issues has become increasingly visible in Weymouth in particular, but also in Dorchester. These are relatively small towns, and observant residents and visitors will not have to look too far or wait too long to witness begging, street drinking, drug taking and dealing, discarded drug paraphernalia, and some of the unnerving behaviour that can accompany these things. Whatever the realities, there can be little doubt that this contributes to the perception of an area that is "not safe", and where crime and anti-social behaviour is a threat. Some of the mitigations put in place - multiple signs warning of CCTV cameras, increased police presence, or specialised bins for the disposal of needles, for example - while largely helpful, can also contribute to this sense of menace. As multiple letters in the Dorset Echo testify, all of these factors contribute to a sense of a town that is becoming more run down and less safe, which is likely to negatively impact on a local economy so reliant on tourism and visitor numbers.

Drug and alcohol abuse and anti-social behaviour also put pressure on Accident and Emergency Services, ambulance services, the Police, and other agencies involved in community safety.

In 2016, senior representatives from a number of public agencies - including local authorities, the Police, the Health Service and Housing Associations - formed a multi-agency board to seek solutions to these and other issues facing the residents, businesses and visitors of Melcombe Regis. In 2017 the Melcombe Regis Board agreed a [four-year joint strategy](#) to identify and pursue ways of tackling homelessness, community safety, health and wellbeing, deprivation and community cohesion, and where possible to access external funding opportunities to help regenerate the area. The Board's work is in its early days, but there is a

⁸ ibid.

widespread consensus that partnership approaches such as this are the key to addressing the problems that Melcombe Regis and other similar areas face.

OPCC Problem Solving Forum

The Office of the Police & Crime Commissioner (OPCC) recently hosted its inaugural Problem Solving Forum in partnership with Bournemouth Council for Voluntary Services (CVS), looking at the issue of homelessness. Housing associations and a range of organisations providing support, mentoring and advocacy, emergency provision, drug and alcohol services, funding, outreach and specialist work with offenders and ex-offenders attended from across the county. Participants took part in structured workshops on housing, support, finance and health to identify what each organisation could offer and what gaps remain in local service provision.

The PCC said: "I pledged to set up problem solving forums to introduce multi-agency innovation to long-standing problems. We need fresh approaches to issues like homelessness. Rough sleeping has been a persistent and complex issue for centuries and it is unrealistic to think this can be resolved overnight. However, I am confident that we can capitalise upon the abundance of commitment that was evident at the forum."

The role of district and borough councils

At present, the statutory housing authorities in Dorset are the six district and borough councils. From 1 April 2019, the new unitary Dorset Council will replace five of these as the statutory housing authority, with Christchurch's duties being met by the new Bournemouth, Christchurch and Poole unitary council.

On 3 April 2018, the *Homelessness Reduction Act 2018* came into force, and the additional requirements and implications of this Act are considered below.

Until 3 April this year, the duties of local authorities have been proscribed by the *Housing (Homeless Persons) Act 1977*, the *Housing Act 1996*, and the *Homelessness Act 2002*, which legally oblige housing authorities to provide free advice and assistance to households who are homeless or threatened with homelessness within 28 days. Housing authorities have a duty to make suitable accommodation available to applicants and their households if they are satisfied they: are eligible for support (essentially, this means having an indefinite right to remain in the UK); are unintentionally homeless; have a local connection to the area in which they are applying; and are from a specified 'priority need' group.

Priority need groups include households with dependent children or a pregnant woman, and people who are vulnerable in some way e.g. because of mental illness or physical disability. In 2002 the priority need categories were extended to include applicants aged 16 or 17; aged 18 to 20 who were previously in care; vulnerable because of time spent in care, in custody, or in HM Forces; or vulnerable because of having to flee their home because of violence or the threat of violence. Where households are found to be ineligible for support, intentionally homeless, not in priority need, or without a local connection, the authority must still assess their housing needs and provide advice and assistance to help them find accommodation for themselves.

Given the nature of multiple exclusion discussed above, it might be expected that many people who are, or may become, rough sleepers would have a "priority need", and therefore be entitled to rehousing by local authorities. Possible grounds would include mental health, time spent in care, and general vulnerability. The reality is more complex. Some do not qualify because they do not have a local connection. Many more are deemed to be intentionally homeless. This does not necessarily mean they have left previous accommodation by choice. A person is considered intentionally homeless, for example, if they have been evicted from their most recent secure accommodation because they have failed to keep up with rent or

mortgage payments and are deemed to have been able to do so. Similarly, eviction for anti-social behaviour, or use of the accommodation for illegal activity (e.g. taking drugs), or damaging or neglecting the accommodation, are all likely to be considered as intentional homelessness. In practice, many people in these circumstances will not approach the local authority for support at all, because they will assume they will be defined as intentionally homeless.

The Dorset Homelessness Strategy

The *Homelessness Act 2002* required local housing authorities to undertake a review of homelessness every five years, and formulate an effective strategy to deal with it. The Dorset district and borough councils have a joint homelessness strategy, the most recent of which runs from 2015 to 2019.

The Dorset Homelessness Strategy has five priorities:

1. To prevent homelessness and minimise the use of temporary accommodation
2. To maximise housing options to all clients in housing need
3. To ensure the most vulnerable are assisted and supported
4. To increase access to the private rented sector
5. To promote and extend multi-agency working in delivering the Homelessness Strategy

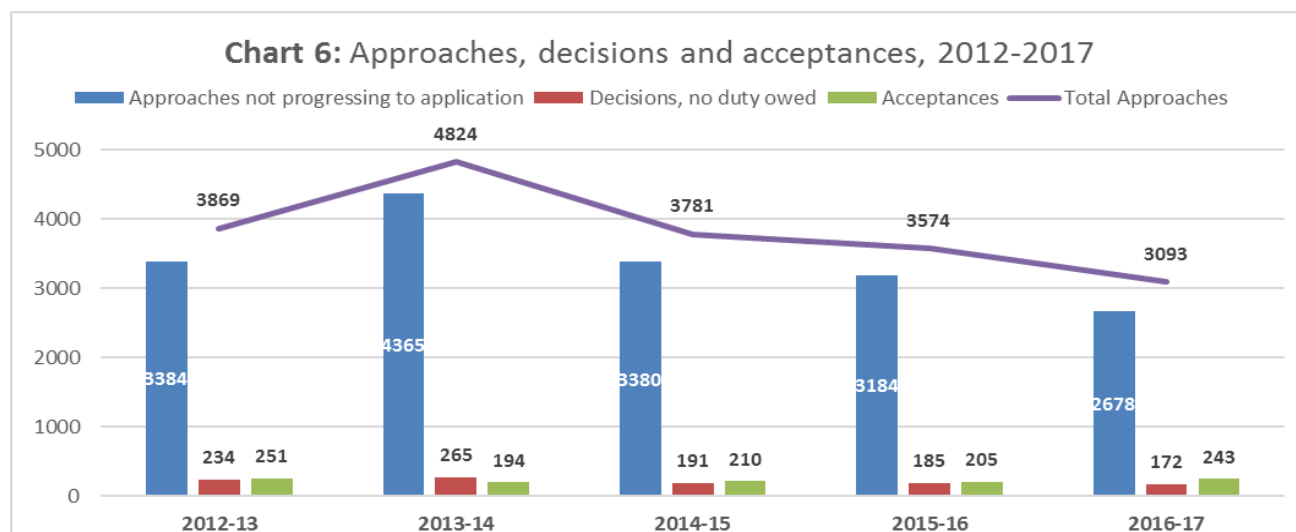
Most of the work of Dorset local authority homelessness services is to do everything possible to prevent homelessness, and if possible to support households remain in their present accommodation. When a person or household approaches the council as eligible, threatened with homelessness (i.e. likely to become homeless within 28 days) and in possession of a valid "Notice to Quit", a housing advisor will examine the issues over the 28 days to see if homelessness can be prevented or delayed. They will work with both the tenant and the landlord to try to buy time, and avoid the applicant having to go into Bed & Breakfast accommodation.

If an applicant is shown to have a local connection, is in priority need, and is unintentionally homeless, they would be put on the housing register with a priority banding (there are bronze, silver, gold, and emergency bandings corresponding to the urgency of an applicant's personal circumstances). After the 28 days of prevention work, if they become homeless, they may be admitted to bed and breakfast, usually for a maximum of six weeks, and/ or temporary accommodation leased from a private landlord or a Housing Association. Eventually they will be offered social housing or private rented accommodation. In the latter case, the council can provide rents in advance and deposits, and potentially six months' rent in advance in special circumstances.

The figures for 2016-17 show a significant decrease of 40% in the number of households placed into Bed and Breakfast since the previous year - the lowest figure for six years. Furthermore, the number of families with, or expecting, children residing in Bed and Breakfast accommodation for six weeks or more has reduced significantly over the last three years, from a high of 35 in 2012-13 to the lowest recorded figure of 12 in 2016-17.

The councils work closely with several partner agencies to try to prevent homelessness and to provide support to homeless people. They include the Citizens Advice Bureau, Nightstop, Shelter, The You Trust services (including social inclusion, domestic abuse and housing intervention and support), The Lantern, EDP, Nightstop and Pilsdon. Partner agencies received over 4,650 referrals for assistance in 2016-17.

Chart 6 gives some indication of the success of Dorset's district and borough councils and their partner agencies in helping households avoid homelessness.⁹



Interestingly, the number of approaches to the six councils for housing support has declined each year from a high of 4,824 in 2013-14 to 3,093 in 2016-17, and the reasons for this are unclear. Approaches range from simple requests for advice that are quick and straightforward to deal with, to complex issues requiring significant interventions. In recent years, applicants have approached the councils with increasingly complex needs, and this is reflected in the fact that whilst the number of approaches has reduced, there has been an increase in the number of applicants in priority need to whom the authorities owe a rehousing duty. In 2013-14, of the 4,824 approaches for support, 194 (4%) resulted in the councils accepting a full duty to rehouse. Of the 3,093 approaches in 2016-17, there were 243 (8%) such acceptances - so the acceptance rate has doubled in three years. Even so, 92% of approaches did not result in a full duty, demonstrating that for the clear majority of people who approach the councils for advice and support, homelessness is avoided.

The Homelessness Reduction Act 2018

This Act, which came into force on 3 April this year, places new legal duties on English councils to intervene at an earlier stage to prevent homelessness, and to provide intensive, personalised and meaningful help to people to access appropriate housing, irrespective of local connection, intentionality or priority need.

The definition of "threatened with homelessness" has now been extended to mean "likely to become homeless" within 56 days, as evidenced by a "Notice to Quit", rather than 28 days as previously. A Notice to Quit can be anything from a formal Section 21 notice, to a statement from, for example, parents that a person can no longer remain at their home. Anyone who is in this position, who is eligible (i.e. with a right to remain in the UK), and who approaches the local authority for support, will be invited to complete an application to join the housing register.

A housing officer will be appointed to manage the support they receive and stay with them throughout the process, and they will receive a personal housing plan, which will be a live document, accessible on-line and updated regularly. The 56 day "prevention duty" can be extended if there is a reasonable prospect that homelessness will be avoided. If prevention fails, or the applicant only approaches when they actually become homeless, an assessment

⁹ [Dorset Homelessness Strategy 2015-19 - Annual Update Report 2016-17](#)

will be made to decide if they would be in priority need and therefore be owed temporary accommodation.

If the applicant is not in priority need, the authority will still owe a further 56 day "relief duty", providing advice and assistance to secure accommodation to anyone who is homeless and has a local connection to the area. At the relief stage, if the applicant does not have a local connection, they will be referred back to the last place where they do have a local connection. If relief fails, the 'main duty' begins, at which point the criteria of intentionality will be assessed, and if the applicant is unintentionally homeless, the statutory duty begins. There are now more options for discharging this duty - for example, into six-month assured shorthold tenancies.

Furthermore, local authorities now must ensure that the advice and information they provide is tailored to meet the needs of specific at-risk groups including care leavers, people leaving prison, people who have left the armed forces, survivors of domestic abuse and those suffering from a mental illness. And from 1 October 2018, institutions such as care authorities, prisons, hospitals and jobcentres will have a legal duty to refer clients at risk of homelessness to housing authorities. Consequently, the number of approaches to councils for support, which (as can be seen in Chart 6 above) has decreased significantly over the last five years, is likely to increase substantially.

The new Act will considerably increase the homelessness workload of Housing Authorities, and some extra resources have been made available by the government to help with this (more may well be needed). However, most housing professionals acknowledge that the Act is a step in the right direction, and may well mean that fewer vulnerable people slip through the net and are helped to find suitable accommodation.

The role of the County Council

As a social care authority, the County Council's main role with regard to housing and homelessness lies in commissioning services for vulnerable adults. As such, the client group is often people with multiple and complex needs who do not meet statutory homeless criteria - the multiply excluded" people discussed above.

Most County Council services with this client group are non-statutory and vulnerable to cuts in funding as the pressure on local government finances grows. Before April 2018, the Council's approach was largely an accommodation based model, providing hostel-type provision, either in large hostels such as Melcombe House and Church Street in Weymouth, or in smaller satellite units. As part of this model, support was provided to help residents deal with their personal issues and sustain a tenancy.

The accommodation-based model was supplemented by some community-based "floating" provision offering short-term interventions for people with multiple and complex needs, helping them to address wider issues and be supported into locally sourced independent accommodation. This service was called Dorset Housing Intensive Support Service (DHISS) and was commissioned to You Trust.

The accommodation-based support model was widely perceived to be both expensive and ineffective, with the commissioned provider acting as both landlord and support service. As such, support was focused on avoiding or repaying arrears, producing a conflict in the provision of support, with staff having a policing role as well as a support role. This created a disincentive for vulnerable people to seek help from support staff, out of fear of losing their accommodation - which in turn often led to an increase in unhealthy "coping" mechanisms such as offending and alcohol/ drug abuse.

In April 2016, Adult and Community Services piloted a new model of delivery to provide pre- and post-tenancy support to people facing multiple exclusions, including those with substance misuse issues, poor mental health, offending, anti-social behaviour and/or hidden disabilities, very often in combination. This led to the newly commissioned Integrated Prevention and Support Service, which began operating in April 2018.

Integrated Prevention and Support Service

The Integrated Prevention and Support Service (IPS) is a whole system approach, combining housing, health and wellbeing, based on the 2016 pilot. The service helps multiply excluded people, often vulnerable adults whose tenancies are at risk. People can self-refer, or be referred by other agencies, such as district housing teams (particularly where clients have failed to meet statutory criteria), Community Mental Health Teams (CHMTs), GP surgeries, etc. There is a single point of contact, commissioned to You Trust, which triages approaches and refers clients onwards to the agencies best able to help and support them. These could be the Lantern, the Pilsdon Community, the Emergency Local Assistance service, or Housing First (managed by Shelter), all of whom are funded by the County Council.

These agencies are expected to coordinate their activity and work as a single, joined up model. The strengths of the IPS model include the fact that people do not need an address to register (which they do to sign on for a GP) and can then access other services, like CMHTs. Also, IPS takes clients on an ongoing journey, rather than just short-term help, offering on-going support even if tenancies repeatedly fail, potentially helping people into stability and employment.

The Lantern

The Lantern Community Resource Centre, based in the Park District of Weymouth, has a strong track record of supporting people and sustaining them over the longer term, offering specialised and tailored housing, benefits and debt management advice, advocacy, and help with rent in advance or rent deposits. The Lantern has a strong focus on mental health and works in close partnership with the Community Mental Health Teams. They run themed support and advice drop-ins, covering domestic violence, outreach services for both mental and physical health, life skills training like basic cookery, alongside benefits and homelessness applications. They have a clear ethos of developing strong, trusting and long-lasting relationships with their clients.

Housing First

Housing First is an internationally evidenced intervention, which has proven highly successful in supporting people with multiple and complex needs to maintain housing. The main premise is that an individual should not need to prove they are ready for housing, and are not expected to resolve all their personal issues, such as drug and alcohol abuse, as a condition of their tenancy. Instead they are given a permanent offer of their own home, along with an intensive long-term support package to enable them to maintain it.

A permanent offer of a home does not mean that they will remain in the same place for the rest of their life. It means that the offer of housing is permanent; if they lose or leave their accommodation, they will be supported to find another home. Relationships can last many years, sometimes with periods of dormancy.

The County Council is initially funding 11 units of accommodation (seven in Weymouth and four in the North and East of the county), capped at £10,000 each, managed by Shelter, to cover housing costs and individual support needs. The service is commissioned to Shelter, who finds the accommodation (which doesn't have to be in Dorset), works with the landlords, and provides ongoing support.

Potential clients will be referred by agencies like the Lantern, and the service is for very vulnerable people with chaotic housing histories. There is a strong evidence base that shows that once the chaos of people's lives abates and their housing situation stabilises, their lives will stabilise more generally. Evidence suggests that, across all services and all countries, 70-90% of clients sustain their tenancies.

The Pilsdon Community

The Pilsdon Community in Bridport offers relatively short-term accommodation to anyone who would benefit from living in a community setting, including single homeless people, and people with mental health or addiction problems. No local connection is required. Twenty places are available, and applicants initially stay at the community for a week on a trial basis. No alcohol or drugs are allowed on the premises. One clear advantage is that there is an agreement with housing authorities that residents will be given a 'gold' housing priority banding if they are staying at the Pilsdon.

Emergency Local Assistance

This County Council support service succeeded the government funded "supporting people" allowance, which was first ringfenced, and then cut. It is a non-statutory service, and its current funding expires in April 2019, and is therefore vulnerable. It usually helps people struggling as a result of benefit cuts or delays, or people leaving refuges or prison. They offer help with benefits realisation, often recovering significant amounts of money; the Return on Investment for the £200k pa budget for ELA can be anywhere between £500k and £2m. They can also help clients purchase basic items for setting up a home, such as reconditioned white goods. People can be referred from this service to IPS.

Value for Money

The 2016 pilot compared the value for money of accommodation-based support with the community-based "floating" support offered by DHISS. As the new IPS service has only just become operational, data is not available to assess its cost-effectiveness, and while it is not directly comparable to DHISS, the approaches have much in common, so the cost effectiveness comparison gives a valid insight into what may be expected of the new IPS service.

As can be seen by these figures, community-based support appears more cost-effective. However, the previous DHISS service offered short-term interventions only, and for some service users facing multiple exclusions, longer term support is needed. This is a key principle of the new IPS service, which will continue to be evaluated.

Accommodation-based support

- 84 units of accommodation-based provision (hostels and smaller satellite units)
- £500k annual contract price
- Average annual funding per service user = £4,857
- 46% achieved a positive move on (24 people)
- Cost per successful move-on = £17,000 (i.e. cost of move on as a proportion of total contract price)

DHISS Community-based provision

- Average contract price £500k
- Average annual funding per service user = £501
- range of provision reaching 1096 people

- 21% received support to achieve independent living
- Cost per successful move-on = £8,333

Opportunity costs

While it is difficult to accurately determine cost avoidance per client, the following New Economy Unit Cost Database data for 2015¹⁰ provides an indication of some of the potential savings if homelessness and rough sleeping are avoided:

- Cost of dealing with an incident of anti-social behaviour: £673
- Cost of Arrest – detained, per incident: £719
- Alcohol misuse- Estimated annual cost to health services per dependent drinker: £2,015
- Drug misuse –savings resulting from a reduction in drug related offending, health and social care costs, per person: £3,727
- Ambulance cost of call out: £223
- A&E attendance: £117
- Rough sleeper average annual local authority expenditure: £8605

Bus Shelter Dorset

Dorset County Council contributed £11,500 from its Community Innovation Fund to the charity *Bus Shelter Dorset*, set up in 2016 by Emily and Eddie McCarron. The charity converted a double decker bus, donated by the bus company *Damory*, into a mobile shelter for rough sleepers to sleep safely and off the streets. The bus is parked at the Beach car park off Preston Beach Road in Weymouth, and started admitting guests in January 2018.



The double-decker bus has been converted to provide sleeping pods for 17 adults – 14 men and three women – to sleep and keep warm overnight. The site includes two portable toilets, an outside seating area, a wood burner, and a mobile combined kitchen and shower unit. There is an area for volunteers to sleep and a consultation area.

All referrals for the bus must come from statutory agencies. Clients staying on the bus are expected to engage with existing services and be willing to receive support. They have the use of a PO Box so that they can apply for work, register with a GP and make benefit claims. They are supported with their life skills, benefits, health and housing by trained volunteers, who work alongside other agencies, including the Lantern, to encourage guests on the bus to move into suitable accommodation and help them break the cycle of homelessness and integrate back into society. Anecdotally, the bus has already helped reduce the number of rough sleepers in Weymouth.

Emily McCarron told the *Dorset Echo*: "it is everyday things like haircuts which help homeless people to get their lives back on track. We have guests on the bus who are very appreciative of their warm bed, hot meal each night and support; which would not have been possible

¹⁰ [New Economy Unit Cost Database](#)

without committed volunteers, donations and businesses pulling together to make it a success."

Looking Forward

- The County Council's Integrated Support Service has only just become operational, but is based on well-evidenced research into "what works", in particular the Housing First Model and community-based provision, and the close partnership working with providers such as the Lantern. The impact of the approach needs to be closely monitored.
- Funding for the non-statutory Emergency Local Assistance service is set to expire in April 2019. Members may wish to take a view on the future of this important, valuable and cost effective service in the new Dorset Council.
- The *Homelessness Reduction Act* is widely considered by practitioners to be a step forward, since it provides for more personalised and more long-term support for those in housing need and places fewer restrictions on who is eligible for support.
- The Act requires local authorities to tailor the advice and information they provide to ensure that it meets the needs of at-risk groups. Research clearly shows that men aged between 25 and 40 are particularly at risk from accumulating multiple complex needs that can lead to progressively bad outcomes, including homelessness. The specific vulnerability of this group arguably needs more recognition.
- Local authority Children's Services have a major role in preventing homelessness. Children in Care are disproportionately likely to find themselves homeless after leaving care. Early Intervention and Prevention initiatives, such as Dorset Families Matter and Family Partnership Zones, have a crucial role in avoiding children going into care, with the acknowledged poor outcomes this often leads to in later life. Children in care also need consistency of placements, help with developing life skills and good transitional support when they leave.
- The Act also places more responsibility to help and support "multiply excluded" people on Housing Authorities (i.e. the districts and boroughs) so it is important that there is close coordination between them and the County Council and its Integrated Support Service, which is seeking the same outcomes. The County already works closely with the districts and boroughs, and Local Government Reorganisation presents a major opportunity to unify housing support and social care approaches. A series of workshops is currently underway involving both tiers of local government, alongside all the local providers (the Lantern; You Trust; Pilsdon etc.) in order to facilitate a smooth and coordinated transition towards the new legislative and organisational landscape.
- The Weymouth Bus Shelter initiative is seen as a real step forward in terms of providing a safety net for those in greatest need, and is already reported to have reduced rough sleeping in the town since the last government count in November 2017. It is to be hoped that this leads to a longer-term reduction that is evidenced by the 2018 count.
- Ultimately, the main problem is the shortage of affordable, appropriate housing. Building more homes, particularly one-bed homes, would make a big difference, and cheaper, more flexible solutions such as modular housing could also be considered. Encouraging Housing Association and private landlords to accept more homeless people, including those with complex needs, would be a major step forwards, and a willingness of local authorities to effectively act as tenancy agents, accepting most of the risk and investing in improvements where necessary, may be a cheaper alternative to building new units.

- The Local Housing Allowance - which is used to work out how much housing benefit people can get if they rent their home from a private landlord - is widely seen as unrealistically low, prohibiting many people who are homeless or threatened with homelessness from affording private sector rents. Local authorities could consider lobbying central government for an increase to the LHA.

Conclusion

Clearly, homelessness is a complex issue, but also an important one which impacts on all four of the County Council's outcomes. It is therefore important that we continue to focus on what can be done to improve the position, and that this issue is also recommended for further work through the People and Communities Overview and Scrutiny Committee. Possible further questions to explore include:

1. Can we learn from the experience of other areas that have been successful, through effective partnership working, at alleviating or eliminating homelessness? Southwark is notable in this regard, and there will be other examples.
2. What contributions and input from the National Health Service are, or should be, in place to tackle or prevent homelessness? Are they effective?
3. Is communication and "sign-posting" of available support adequate and effective? How do we know?
4. What is the relative cost of private rented accommodation in Dorset, compared to public sector provision? Should this be a factor in deciding whether to prioritise building new accommodation, or accessing private sector rental housing?

Possible Key Lines of Enquiry

After reflecting on the information and evidence contained within this report, in order to consider potential opportunities or influence available to the County Council, elected members may find the following Key Lines of Enquiry helpful in structuring their consideration of the issue:

1. If we do nothing, where is the trend heading? is this OK?
2. What's helping and hindering the trend?
3. Are services making a difference?
4. Are they providing Value for Money?
5. What additional information / research do we need?
6. Who are the key partners we need to be working with (including local residents)?
7. What could work to turn the trend in the right direction?
8. What is the Council's and Members role and specific contribution?

John Alexander
Senior Assurance Manager
May 2018

Acknowledgements:

Diana Balsom, Strategic Commissioning Lead, Dorset County Council
Andy Frost, Community Safety and Drug Action Manager, Dorset County Council
Sarah How, Housing Options Manager, Dorset Councils Partnership

People and Communities Overview and Scrutiny

Dorset County Council



Date of Meeting	4 July 2018
Officer	Paul Leivers, Assistant Director: Commissioning, Community Services, Partnerships and Quality
Subject of Report	Social Isolation: Final Report of the Member Working Group
Executive Summary	<p>This is the report of the Member Working Group which considered social isolation and loneliness. The group members at various stages were David Walsh, Kate Wheller, Andrew Parry and Derek Beer. The group met on six occasions, benefiting from presentations, insight and discussion with a number of local organisations and people. The group also reviewed a range of national research.</p> <p>The group recognised the need to ensure a focus which identified key areas for action because of the size of the social isolation subject. Serious detrimental impacts on the health and wellbeing of people who are socially isolated were noted. Major issues identified which contribute to social isolation include:</p> <ul style="list-style-type: none"> (i) Public service reliance on digital access to services (ii) safe online use (iii) Long working hours and, (iv) People travelling long distances to work and not living in the community where they worked (v) Dispersal of families nationally as people move for jobs or retirement (vi) Travel, transport and access (vii) Rurality. <p>Social isolation is an issue of concern to people of all ages in Dorset.</p> <p>Key areas for future action and work are:</p> <ul style="list-style-type: none"> (i) Developing resilience for individuals from the earliest age

	<ul style="list-style-type: none"> (ii) Confidence-building (iii) Encourage local communities through volunteering and other means to develop local solutions (iv) Provide continuity where we can e.g. by keeping the same bus numbers.
<p>Impact Assessment:</p>	<p>Equalities Impact Assessment:</p> <p>The National Institute for Clinical Excellence is clear that participating in a range of activities can improve or maintain older people’s mental health and wellbeing by preventing loneliness and social isolation (Mental wellbeing and independence for older people (Quality Statement 137, published 2016).</p> <p>The 2016 Adult Social Care Survey for Dorset showed that 44% of people who use services reported that they had as much social contact as they would like. The data suggests that insufficient social contact is more likely for those who live in the community and those who feel it is difficult for them to access places in their local area. Respondents living in Purbeck were least satisfied with their amount of social contact. Dorset ranked 89/152 local authorities.</p> <p>The Dorset Race Equality Council reported some concern about social isolation of gypsy and traveller community children.</p> <p>Research undertaken by the young researchers with 2,758 young people reported 41% of them struggled to make friends, 9% did not feel included in their family, rural respondents felt most isolated from opportunities compared to their urban counterparts and young people rely heavily on their parents and carers to get them to where they need to go.</p> <p>The evidence and insight clearly shows that social inclusion is important for people of all ages. There are also indications that sometimes people can be socially excluded by the behaviour and action of others which can cause feelings of social isolation for some people or their parents or carers. Councils have a statutory duty under the Equalities Act 2010 to foster good relations between different people when carrying out their duties.</p> <p>It is envisaged that more specific Equality Impact Assessments will be required in due course as specific proposals are developed.</p> <p>Use of Evidence:</p> <p>Appendix 2 is a briefing note prepared by Public Health Dorset in relation to this subject. Appendix 3 provides an overview of information and evidence. Further insight and information was provided by representatives of a number of local organisations, national websites and local research on the experience and views of children and young people.</p>

	<p>Budget:</p> <p>This report has no direct budget implications but further action addressing the question of social isolation will ensure efficient and effective use of budgets in relation to both directly-provided and commissioned services.</p> <hr/> <p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council’s approved risk management methodology, the level of risk has been identified as: Current Risk: MEDIUM Residual Risk MEDIUM</p> <p>A key risk is that failure to address the issue compromises achieving the strategic priorities set out in the council’s outcomes.</p> <hr/> <p>Outcomes:</p> <p>Achieving independence is the primary one where discussions started. However, the contribution to health became apparent in respect of mental health concerns arising from social isolation together with a contribution to safety in relation to scams and cold calling.</p> <hr/> <p>Other Implications:</p> <p>Voluntary Organisations have a vital contribution to overcoming social isolation.</p>
<p>Recommendation</p>	<p>It is recommended that the Committee receives the report of the Member Scrutiny Group attached at Appendix 1 and:</p> <ul style="list-style-type: none"> a) decides whether it agrees that the key issues identified in the report and addressing them at a strategic level across council activities and expenditure will combat social isolation and should be recommended to the Cabinet (Appendix 1, paragraph 4.2); b) draws the attention of the Cabinet to the potential benefit of further action being taken on a corporate basis informed by the toolkit of the Campaign to end Loneliness (Appendix paragraph 6.1 b)) c) notes that the Youth Council will be monitoring progress on actions (Appendix 1 paragraph 4.1) d) that the Cabinet considers these recommendations with a view to drawing these findings and associated action to the attention of the Shadow Executive for the new Dorset Council

	and the Health and Wellbeing Board. (Appendix 1, paragraph 6.2)
Reason for Recommendation	To recognise the detrimental impact that social isolation has on the safety, health and independence of people and communities.
Appendices	<p>Appendix 1: Report of the Member Working Group on Social Isolation</p> <p>Appendix 2: Briefing Note: Loneliness and Social Isolation prepared by Public Health Dorset</p> <p>Appendix 3: Research Report on Loneliness and Social Isolation in Dorset</p>
Background Papers	<p>Report of the Director for Adult and Community Services to the People and Communities Overview and Scrutiny Committee on 11 October 2016 - Working with Dorset's communities, Social Capital and Community Development.</p> <p>Scrutiny Review – Planning and Scoping Document – approved by the People and Communities Overview and Scrutiny Committee on 11 January 2017.</p> <p>Report of the Corporate Director for Children, Adults and Communities to the People and Communities Overview and Scrutiny Committee on 26 June 2017 – Social Inclusion.</p> <p>Dorset Young Researchers 2017-2018 – full report into the topics of social isolation, volunteering and young people's aspirations.</p>
Officer Contact	<p>Name: Paul Leivers, Assistant Director: Commissioning, Community Services, Partnerships and Quality</p> <p>Tel: 01305 224455</p> <p>Email: p.leivers@dorsetcc.gov.uk</p>

1. Introduction

1.1 This report introduces the findings and recommendations of the Member Scrutiny Group which considered the topic of social inclusion. The Member Group was set up following consideration of a report to the People and Communities Overview and Scrutiny Committee in October 2016. That initial report was much broader in subject matter entitled “Working with Dorset’s communities, Social Capital and Community Development”. The Committee resolved that loneliness and isolation was the scrutiny focus that it wished to take and it was noted that Blandford and Beaminster provided opportunities for more in-depth consideration. The planning and scoping document for the work was approved by the Committee on 11 January 2017.

2. Work of the Member Group and the issue of social isolation

2.1 The agreed approach was that the scrutiny process would examine and consider whether there was a problem and the nature and scope of it. The review did not aim to solve the problem but to report to the People and Communities Overview and Scrutiny Committee with a view to it considering and making a decision on any next steps. The indicators of success were defined as whether there is a clear understanding of the issue which effectively enables the Committee to decide, what, if any, further action is required. This understanding would also bring out how the council currently addresses any of the issues identified.

2.2 Members who sat on the group were Councillors Walsh, Wheller, Parry and Beer. Initially chaired by Councillor Walsh, the chairmanship was transferred to Kate Wheller. The group met six times with contributions from a number of officers from local authorities, a range of voluntary and community sector organisations and individuals with insight into this area, including the Dorset Young Researchers. A research and information fact sheet was prepared to support this work and this is attached at Appendix 2. Public Health Dorset also prepared a Briefing Note on: Loneliness and Social Isolation and this is attached at Appendix 3. A wide range of further local and national information and websites were used to inform the group’s consideration of this major societal issue and concern.

2.3 At an early stage, councillors discussed and understood that the risk in considering such a large subject was that no overall conclusions and useful proposals for action would be made. This was mitigated by the group agreeing that it was important to focus and target its work and report to the committee, bearing in mind that it is for the committee to decide what future action if required.

2.4 The work plan of the group and its meetings included:

- Briefing from Public Health
- Insight from discussion and information sharing with representatives from Citizens Advice in Dorset (CAID), Borough of Poole, Homestart, Dorset Race Equality Council, Beaminster Town Council, Yarn Barton, the Dorset Young Researchers facilitated by the Participation People who also provided a written report on their research work in 2017-2018 into the topics of social isolation, volunteering and young people’s aspirations
- Discussion of the issues, evidence and information from national sources between officers and councillors
- Discussion of the main areas that the working group wished the final report to cover.

- 2.5 The report of the Member Working Group on its scrutiny work on social isolation is attached at Appendix 1 for consideration by this Committee and the recommendations from the group are set out above in this covering report.
- 2.6 The scrutiny of the Member Working Group shows that social isolation is a concern for people of all ages and which has an impact on successful achievement of the council's outcomes.
- 2.7 The relationship between social isolation and digital deprivation was considered. Increasing reliance on digital communications by public and private sectors was understood by the group to cause or contribute to additional isolation among those lacking the skills or motivation to make use of it. Digital inclusion activity could mitigate this, to help those suffering social isolation connect to friends, family and their community as well as access other benefits such as employment, support, entertainment, education etc. Additional, sensitively delivered digital inclusion activity in areas understood to experience high social isolation could be explored further.

3. Concluding Remarks

- 3.1 The context of imminent Local Government Review means that consideration of how the findings and recommendations from this scrutiny work can be used is needed. This is reflected in the recommendation to consider drawing attention to the issues arising from social isolation to the new Dorset Council. The health and wellbeing related to this also means that this will be of interest to the Health and Wellbeing Board and could be considered as part of Prevention at Scale.

Debbie Ward
Director for Adult and Community Services
June 2018

Report of the Member Working Group on Social Inclusion to the People and Communities Overview and Scrutiny Committee

1. Definition

1.1 Social isolation is the lack of social interaction, contact or communication with other people. Those who are socially isolated have an absence of relationships with family or friends, or other forms of social networks. Social isolation can come from physical separation from others, social barriers or psychological mechanisms. Loneliness is a feeling experienced by a person. It is possible for someone to be socially isolated but not feel lonely and for someone to feel lonely whilst being in a crowd.

2. What does the research, evidence and insight say?

Nationally

2.1 Premature death for people who are lonely and socially isolated
Digital deprivation is associated with older people, ill health/ Long-term conditions, low income and social-economic groups DE

Locally

2.2 CAB data identifies a number of key groups in relation to social isolation: older people, ill health, mental health and rurality. Socially isolated people are at an increased risk of being scam victims and prey to loan sharks

2.3 A fact sheet of research and information on social isolation is attached at Appendix 2.

3. Opportunities

3.1 Key opportunities noted include:

- Volunteers are available
- Encourage local volunteering; this has potential for local community solutions which have both local benefits and overcome social isolation and, also, if a lonely or socially-isolated person can volunteer means it addresses the issue for them with chance of building confidence and self-esteem.
- Information safe use of social media to assist over social isolation, appreciating that this is a concern for people of all ages.

4. The issues and recommended areas for action

4.1 Because the subject is such a big one the group identified this as a risk in that it may lead to not moving anything further forward and action. The group concluded that the way to mitigate this risk was to focus and target effort.

4.2 Key issues identified were:

- Reliance of public services on digital access
- Mediation and support for people with low digital skills or confidence
- Cost of access to digital services if on low income and mobile phone is the only way to access
- Concerns about safety in use of social media

- Long working hours - lack of time and people not working in the same community that they live in.
- Dispersal of families as children move away from Dorset to get jobs or attend higher education and older people move to the area.
- Rurality - transport if no car; rural villages with busy roads and no pavements can contribute to people being concerned to walk safely and go out and therefore to becoming socially isolated.
- Second homes have an impact.
- When developing new communities, a number of planning considerations potentially had an impact on reducing social isolation, including: public transport and good infrastructure, sustainable travel, services in local area (including community infrastructure levy) and building community.

4.3 One of the meetings of the Scrutiny Group was devoted to a presentation from the Dorset Young Researchers, discussion of possible action and writing of pledges by those attending. All councillors were impressed by the quality of the work done by these researchers and their recommendations and calls to action in relation to social inclusion are reproduced in full below. They are followed by pledges made by decision makers at this meeting. These are again reproduced in full. Members of the working group are pleased to use this report to convey the thoughtful and considered views from children and young people. We are also pleased that our scrutiny work will be supported by a six-month review on progress and scrutiny by the Youth Council.

Recommendations and call to action from the Dorset Young Researchers Report:

1. GPs, NHS, Sexual Health Services, CAMHS and other health services should do more to promote their services to all young people but especially young men aged 15 and under.
2. Work with businesses and schools to ensure young people living rurally get access to the same opportunities - including help with transport, communication and specialised support staff. Help young people to travel independently with accessible independent travel schemes aimed at those aged 12- 16.
3. Use Personal, Social, Health and Education lessons AND parent's evenings to help young people and adults set up social media accounts and learn about privacy settings, together. Dorset County Council staff need to do this too both those who work with children and young people and those who don't.
4. Develop a Dorset "10 signs of when someone is depressed" for young people poster and display in schools and at youth groups. Dorset to lead on a digital campaign in partnership with Mental Health organisations and schools. At the same time, help Dorset Youth Council promote the Self Help Mental Health Wheels. Add clear signposting to services to support them and prevention services, not just Children and Adolescent Mental Health Services. Young people know what happens when they get diagnosed with a Mental Health condition, they don't know what is available before that to prevent that from happening.

Pledges by decision makers from the Dorset Young Researchers Report

The following 6 recommendations, made in partnership with decision makers from the overview and scrutiny group on Social Isolation in March 2018:

1. To write to all secondary schools to request more work experience opportunities for young people.
2. To work to see the re-establishment of through ticketing on busses.
3. To promote the work of the Young Researchers to colleagues.
4. To maintain contact with the Young Researchers and break down information so that everyone can understand the implications.
5. To help everyone in Dorset overcome social isolation and loneliness.
6. To try to help support services such as CAMHS more easily accessible for young people.

4.1 The key areas proposed for action are:

- Developing resilience for individuals from the earliest age
- Confidence-building
- Encourage local communities through volunteering and other means to develop local solutions
- Provide continuity where we can e.g. by keeping the same bus numbers

5. Outcomes

5.1 The outcome of achieving independence is the primary one and where the discussions started. However, the contribution to health became apparent in respect of mental health concerns arising from social isolation and contribution to safety in relation to scams and cold calling whether by phone or on the doorstep.

6. Recommendations

6.1 The Member group takes the view that the best way to report to members of the People and Communities Overview Committee on its Scrutiny work is to:

- a) Emphasise key areas where it believes that addressing them at a strategic level across council activities and expenditure will combat social isolation
- b) Recommend to the Cabinet that further action is taken by using the toolkit provided by the Campaign to end Loneliness <https://campaigntoendloneliness.org/guidance/> and by consideration of the issues by the Health and Wellbeing Board

b) The key areas for action are:

- Developing resilience for individuals from the earliest age
- Confidence-building
- Encourage local communities through volunteering and other means to develop local solutions
- Provide continuity where we can e.g. keeping the same bus numbers.

6.2 In reporting to the Committee and making these recommendations the group fully appreciates that the setting up of the new Dorset Council is under way and that member and officer time will appropriately focus on this. Having examined the evidence and considered this topic the group has no doubt that addressing the question of social isolation

will continue to be an important matter for the future health and wellbeing of people in Dorset and therefore of interest to the new council. In light of this the group wishes to further recommend that the Cabinet considers this matter with a view to commending that this matter is considered by the Shadow Executive for the new Dorset Council as well as the Health and Wellbeing Board.

Cllr Kate Wheller
Portland Harbour
Member Champion for
Children, Young People
and Adults who are
Disabled (0-25 years)

Cllr Derek Beer
Shaftesbury

Cllr Andrew Parry
Ferndown
Cabinet Member for
Economy, Education,
Learning and Skills

June 2018

Briefing Note: Loneliness and social isolation

Introduction

Public Health colleagues have written this briefing note on loneliness and isolation. This briefing will help the task group to appreciate what the literature says and to focus its work on social inclusion.

Background

The terms social isolation and loneliness are often used interchangeably, but are distinct concepts:

- Social isolation - an inadequate quality and quantity of social relationships with other people at different levels (for example one to one, in a group or as a community)
- Loneliness - an emotional response that people may experience regardless of the extent of their social relationships.

Extensive research shows both social isolation and loneliness are associated with higher rates of death. The most recent article from the English Longitudinal Study of Aging (ELSA), shows that while loneliness is often linked with health problems that may explain this higher rate, social isolation may in itself predict this higher rate (Stephoe, 2013). A systematic review in 2010 found that if you imagine a group of 100 people, by the time half had died there would be 5 more people alive with stronger social relationships than with weaker relationships. This impact is similar to that seen when comparing people who smoke 15 cigarettes a day with non-smokers. (Holt-Lunstad, 2010)

In terms of physical health, both socially isolated and lonely older adults report worse physical health, and this adds together for those who are both (Cornwell, 2009). Studies have also shown an impact on use of health and social care resources, for example loneliness associated with increased use of accident and emergency services (Geller, 1999) and social isolation associated with readmission (Mistry, 2001) and delays in discharge following hip fracture (Landeiro, 2015).

Loneliness has also been linked to depression, irrespective of other factors (Aylaz, 2012), and is linked with excessive use of alcohol, with those dependent on alcohol feeling lonelier than others and those who depend on alcohol who also feel lonely being less likely to change their situation (Robinson, 2011). Social networks may be less supportive in those with alcohol misuse (Akerlind, 1992) and with both loneliness (Ong, 2012) and social isolation (Cacioppo, 2003), people may suffer more or recover less well from stress.

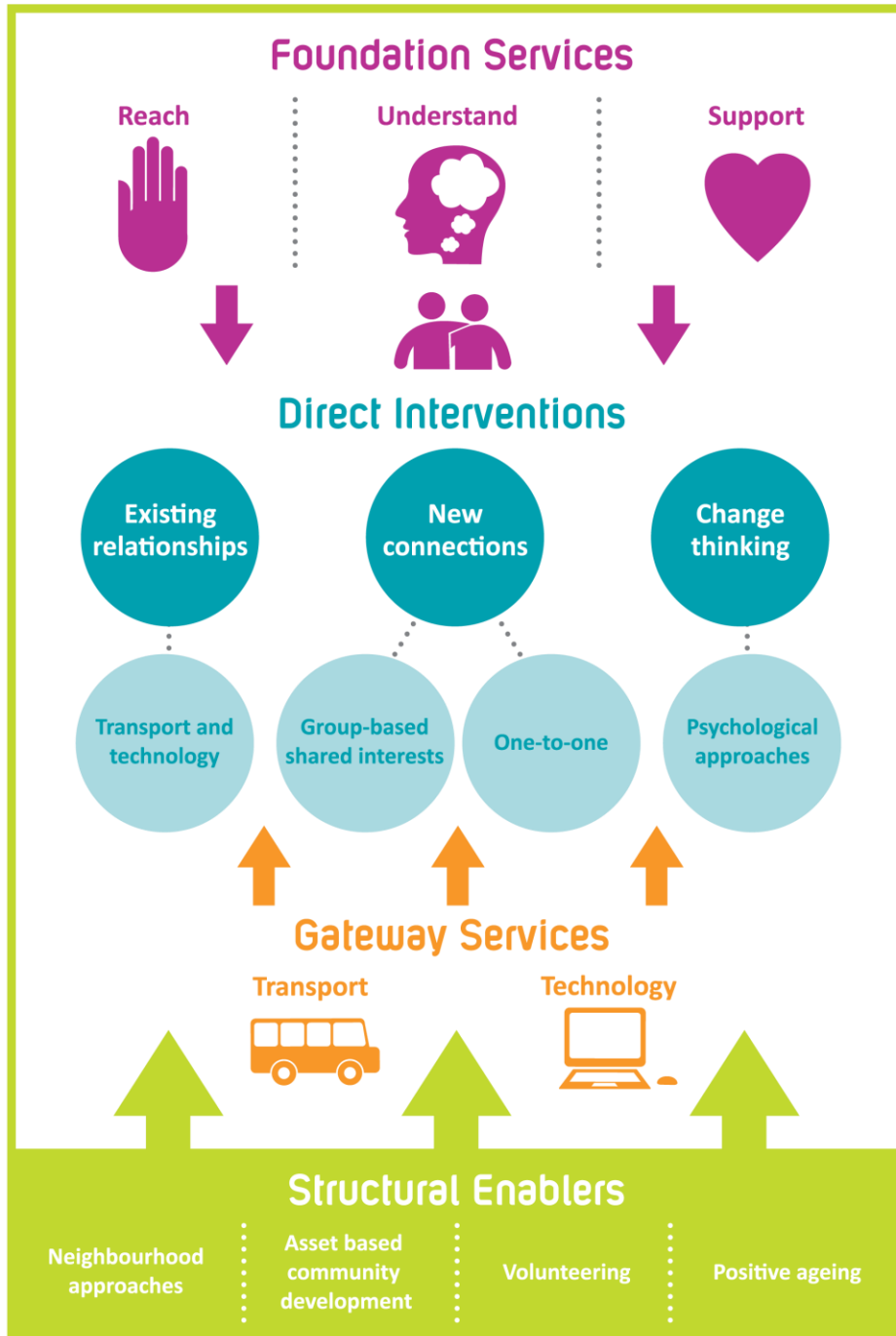
Research has also shown that there are many potential risk factors or triggers for loneliness or social isolation including:

- Living alone
- Suffering a bereavement
- Becoming a carer or giving up caring
- Retirement
- From an ethnic minority group
- Being gay or lesbian
- Having a mobility problem
- Having a sensory impairment.

As people age they may have increasing numbers of such risk factors or triggers and age itself is also a risk factor, with 10% of over 65s feeling lonely most of the time.

Framework for interventions

A range of potential interventions can support people identified as lonely, socially isolated or at risk of these. Key is using local knowledge and resources to understand and address issues within neighbourhoods and communities, with support from a range of agencies including the third sector to build and communities own capacity to tackle loneliness.



Framework From Campaign to End Loneliness

Local picture

Of the 180,000 people aged over 65 in Bournemouth, Dorset and Poole, we would expect 18,000 to be lonely most of the time, based on national figures. Altogether over 100,000 people live

alone locally, of whom more than half are 65 or over, whilst 25,000 people over 65 are acting as unpaid carers (10,000 in B&P, 15,000 Dorset).

Locally over 5,000 people are registered with visual impairment, over half of these are registered as severely impaired (blind), and a third also have a hearing impairment

Local services

There are a wide range of local services that support people locally.

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Aug 2015 **ourcommunities** Research Report bitesize Dorset County Council 

Loneliness and Social Isolation in Dorset

Welcome to **ourcommunities** bitesize research bulletin on loneliness and social isolation in Dorset. This edition will include a local perspective on a national issue using data to build a picture of areas where residents have a high vulnerability to loneliness.

Big Numbers Box

14,000 Households **Highly vulnerable** to social isolation/loneliness In Dorset

1 in 5 Households **Vulnerable** to social isolation/loneliness In Dorset

Box 1: Why loneliness is of importance in the county

Over recent years, the problems associated with loneliness and social isolation, especially among older people, has become a national priority. National research indicates that loneliness and social isolation can be detrimental to people’s physical and mental wellbeing. Stress, depression and dementia are just some of the problems that can be worsened. Not only that, loneliness can have serious impacts on health and social care as well as other local authority services.



1 in 5 Dorset households are vulnerable to social isolation/loneliness

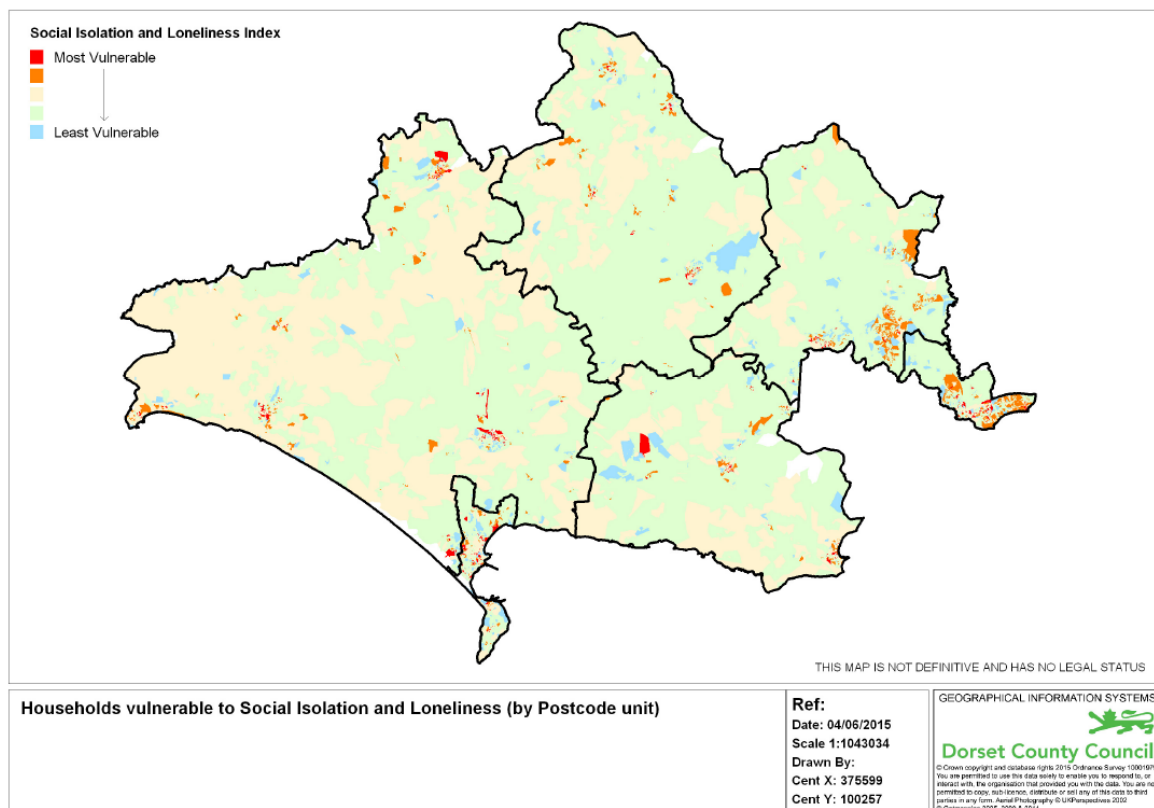


Box 2: Factors contributing to loneliness

Although loneliness and isolation in older age has been shown to be a serious public health issue, these issues are not just the effect of the aging process; many different factors play a part. The environment, life events and social factors (for example, a person’s personality, where they live, access to transport and personal circumstance) can all combine to amplify or alleviate loneliness and social isolation. It is clear, however, that it is very much an issue in the older population.

Dorset is a rural county with an increasing elderly population. This alone could mean that there are many areas where the most vulnerable can feel both lonely and isolated. It is important to reach, understand and support lonely individuals and aim to tackle loneliness with adequate services and support.

In addition, the population of Dorset is expected to increase over the next 20yrs by almost 9% and this is driven by an increase in the older population of which a 114% increase is projected for over 85 year olds – this could lead to even more people in Dorset suffering from social isolation/loneliness.



Box 3: Identifying those at risk

To identify those at most risk we need to identify areas where loneliness is most prevalent.

Using Experian MOSAIC data, a 'social isolation and loneliness index' has been created to identify areas with a high vulnerability to loneliness. The index included variables that are potential drivers of isolation and social isolation - factors such as low income, health, community safety, single households and not owning a car were all taken into consideration when assessing the potential for loneliness.

Those areas across Dorset with households most vulnerable to loneliness and social isolation can then be identified once mapped, as seen above.

What can be done?

The data and research that has been undertaken here can be used to help identify households potentially at risk. The 'loneliness map' could enable resources to be targeted at the people and places that need them the most.

This work should also be utilised in future research and help to inform and prioritise future service delivery and early intervention initiatives that combat loneliness and social isolation in the future.

Like more info?

Contact: Pete Jackson;
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 01305 224614
 Data source: Dorset County Council, Experian

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