

TITLE OF REPORT: Thrive in Beacon Lough East – National Lottery proposal

REPORT OF: Sheena Ramsey, Chief Executive

Purpose of the Report

1. Cabinet is requested to approve the role of the Council within the “Thrive in Beacon Lough East” (TIBLE) community project and Gateshead Councils contribution to a recently submitted National Lottery Community Fund - Partnerships Bid (over a five year period).

Background

2. The “Thrive in Beacon Lough East” (TIBLE) community project is an innovative partnership that includes residents of Beacon Lough East, Gateshead Council, several Gateshead based charities, Larkspur Primary School and a number of public sector partners.

The National Lottery Community Fund Partnerships Proposal

3. Edberts House is leading a partnership proposal to the National Lottery Community Fund – Partnerships, previously known as the Big Lottery Fund. If successful, this will secure £2.1m for the Beacon Lough East community.
4. The proposal focusses on working at a community level to explore a new way to collaborate and deliver services within a defined geographical area. The proposal places residents at the forefront of project delivery: residents will be key to creating relationships within the community, generating collective trust, understanding aspiration and linking people in need of support to services that are available locally.
5. The proposal aims to create two bases to develop community interaction and intensive support:
 - *a disused space in Larkspur Primary* – this will be an initial base for partners and will enable support to be quickly given to children and their families utilising the school’s community relationships. There will be counselling, welfare advice and bespoke support for those in need. The space would also be available for council staff to be part of this support package, so that residents can be assisted effectively and efficiently
 - *a disused building (Boxlaw) in the heart of the estate* - Beacon Lough East residents are keen to create a space similar to Edberts House’s community-based hubs at High Lanes and the Old Fold/Nest Estate. An outline activity structure has been created as part of the proposal – this underlines the commitment for residents to work collaboratively.
6. The partnership believes that the disused properties at Boxlaw are key to targeting the wider community, in tackling the wider ASB issues that occur in this part of the estate, along with creating space that brings people together positively. The space will enable residents to form connections and to create community activity, training and volunteering opportunities, based on their needs and aspirations.

7. This project has been recognised as an innovative approach to systems change, grounded in community development.
8. The overall contributions requested from partners (including Police, CCG and CAB) within the Thrive in Beacon Lough East Partnership is over £1.2 million. In the early stages of the Lottery proposal, the Lottery request and the matched contributions were submitted to the Lottery as shown in Appendix 3.
9. The National Lottery Regional Committee discussed the proposal at its recent meeting on 20th February 2019. The Committee gave its support and endorsement for the bid to be presented at the England Committee on the 20th March 2019.
10. Supporting this proposal would enable the Council to build on the Public Service Reform (PSR) work looking at reducing demand into acute services by helping people to thrive. This place-based prototype would take into account the learning generated through the Public Service Reform prototypes to date.

Council Support for the Proposal

11. Whilst ensuring that the existing council and Housing Company (TGHC) services in the Beacon Lough East area intrinsically support and compliment this proposal, it is anticipated, given the systems change approach, that as the knowledge base grows regarding needs of individuals, any service within the Council and TGHC could be requested to provide support in the operational delivery of the proposal.
12. Specifically, it is proposed that Gateshead Council provides the following support over a five year period (breakdown outlined in Appendix 4):
 - Lease for vacant property at Boxlaw for 7 years
 - £160,000 in cash, although further discussion with all partners to understand the full requirements in relation to IT/office costs and support budget will be sought.
 - £910,000 in kind officer resource.
13. The table below summarises what the support from the Council could consist of and Appendix 4 outlines how the support would be spread across the five year period.

Gateshead Council Support	In-kind contribution over 5 years	Cash contribution over 5 years
Lease for vacant property at Boxlaw for 7 years	£0	£0
IT infrastructure/office costs		£100k
Wellbeing Fund		£60k
PSR Integrated support team	£600k	
Programme Support	£250k	
Public Health Consultant	£30k	
Public Health Researcher (1 year)	£30k	
Total	£910k	£160k

14. Council employees would be able to use the building to provide support to residents relating to council services and wider needs.

Boxlaw Premises (at a peppercorn rent)

15. The premises at Boxlaw are council owned residential properties and have been unoccupied for 10 years. The buildings are disused and require updating. The funders are considering a request to fund the renovation work.
16. Heads of Terms have been drawn up for the Boxlaw building. They offer the partnership a 7 year lease. A break clause at 5 years would allow for flexibility if the Council embark on redevelopment plans for the area, however, in agreement with the Lottery, this break clause can only be invoked if the Council provide an alternative community facility for the project to occupy, designed and developed together with residents. This space would in effect be key in developing the regeneration plans and to enable the new and existing communities to come together in the future and to thrive together.

IT infrastructure/office costs (cash)

17. For Council employees to work effectively out of the Boxlaw building there will need to be an investment in IT infrastructure. This will enable employees to access Council IT systems that they can only currently access in the Civic Centre to help residents thrive. This will amount to a one-off set up cost of c£50k in the first year. In addition, there will be office running costs of c£10k per year. Actual costs may be lower once a survey has been carried out to identify requirements. This will equate to the rooms used directly by the Council. Further monies have been requested from the funder for the infrastructure costs of other partners.

Wellbeing Fund (cash)

18. The front-line employees in the previous PSR prototypes have been able to access funds for everyday items that are needed quickly and can make a big difference to someone's situation and their ability to ultimately receive and benefit from help.
19. Such items might include some help with food, travel, accessing exercise facilities or help to prepare for a job interview. This is not a permanent arrangement but a means by which people can move on. Part of empowering the front line is to allow this to happen in line with a principle of acting proportionately but in a bespoke manner, rather than to a fixed protocol where there are inevitably winners and losers. This means good, common sense things can happen fast. We have learned that this can make a huge difference to people.
20. It is proposed that the Council provides a fund for the front line employees to access amounting to £12k per annum over the five years.

PSR Integrated Support Team (In kind)

21. The PSR programme will provide four front line colleagues who will be equipped with the skills, knowledge and authority to help people with a wide variety of problems. These new roles will have been developed from the earlier stages of the PSR prototypes and represent a rethink in how we train and empower those that work directly with citizens and communities.

Programme Support (In kind)

22. Ongoing support for the PSR staff will be required throughout the existence of the project along with data collection, monitoring, evaluation and administrative support. Liaison across other council departments will be key along with sharing the learning within the council as the project develops.

Public Health Consultant (In kind)

23. After a recent review of purpose, principles and priorities to ensure alignment with the Council's Thrive agenda, the Public Health Team will support and work alongside colleagues on TIBLE and the Public Service Reform agenda more widely. The approach is currently being developed but could involve Public Health advice and analysis on key issues such as health inequalities, and local initiatives on key drivers of this such as tobacco and alcohol harm. There are also opportunities to explore how system approaches to complex issues such as healthy weight might complement the work on TIBLE.

Public Health Researcher (In kind)

24. Public Health have also agreed to fund an external embedded researcher for one year to evaluate the impact of the approach, which we hope will result in a published academic report. Newcastle University are also part of the Public Service Reform agenda, evaluating the work of the Thrive team, and bringing learning to the project from systems change examples across the UK and beyond.

Recommendations

25. It is recommended that Cabinet agrees the Council's support the emerging Beacon Lough East partnership and the in-development National Lottery Community Fund bid being led by Edberts House. This support would consist of £160,000 in cash, although further discussion with all partners to understand the full requirements in relation to IT/office costs and support budget will be sought. In addition to the financial support, £910,000 of in-kind resource over a 5 year period, as shown Appendix 4.

For the following reasons:

- It epitomises the Council's strategic approach *Making Gateshead A Place Where Everyone Thrives* - this project seeks to tackle health and social inequalities, which have been exacerbated by austerity, by working with communities and other agencies to radically rethink the way that communities are resourced, money is spent, and how the Council relates and interacts with partners. Ultimately it explores a new way of working for delivering bespoke outcomes that is intended for replication.
- The Public Service Reform work and learning is rooted in reducing demand into acute services by helping people to thrive. This proposal gives us the opportunity to combine and pool resources differently, build networks that work for people, empower front line staff to work across sectors without filter and to fundamentally change the ecosystem of services and communities for the better.

CONTACT: Stephen Ward, extension 3148

Policy Context

1. The National Lottery Community Fund proposal fully aligns with the Council's strategic approach *Making Gateshead A Place Where Everyone Thrives* and especially on the following pledges
 - Put people and families at the heart of everything we do
 - Tackle inequality so people have a fair chance
 - Support our communities to support themselves and each other
 - Work together and fight for a better future for Gateshead
2. The Council is looking at how Public Service Reform (PSR) can reduce demand into acute services by helping people to thrive. The early stages of this work have focused upon methods and roles that help individuals, but the key stage of this work is learning how to help people in the context of their homes, families and communities.
3. The proposed letting accords with the provisions of the Corporate Asset Strategy and Management Plan 2015-20, in particular, making best use of assets and supporting the community.

Background

4. The "Thrive in Beacon Lough East" (TIBLE) community project is an innovative partnership that includes residents of Beacon Lough East, Gateshead Council, several Gateshead based charities, Larkspur Primary School and a number of public sector partners.
5. Following an invitation by The National Lottery Community Fund to formulate a proposal, Edberts House is leading a bid to the National Lottery Communities Fund – Partnerships programme which has three funding priorities:
 - Bring people together and build strong relationships in and across communities
 - Improve the places and spaces that matter to communities
 - Enable more people to fulfil their potential by working to address issues at the earliest possible stage.
6. The funding is specifically designed to support collaborative working, starting with shared goals and values between different organisations and an understanding of a collective bigger picture.
7. The Index of Multiple Deprivation (IMD) and Local Index of Need (LIoN) were used to provide a picture of the challenges present in Beacon Lough East (Appendix 2).

Consultation

8. Several community-based consultation events have been undertaken over the last 12 months which has helped to develop and inform this proposal:
 - A "World Café" consultation event in March 2018 to understand how the council, Northumbria Police and residents could work more closely together, partnering with Open Lab (a department of Newcastle University).
 - Following the World Café event, a group of residents came together over an 11 month period, agreeing to work with council officers to explore the issues raised and potential solutions.
 - A subsequent request was made by Beacon Lough East residents to Edbert's House to be part of their journey which has resulted in their discussions being

supported by a partnership of statutory and voluntary organisations – collectively the TIBLE partnership.

9. More recently (February 2019), residents created their own community event at Larkspur school which attracted 50 residents plus stakeholders to share their project aspirations and to get support. Residents were extremely supportive of the aims.
10. Ward Councillors for High Fell and the portfolio holder for Communities and Volunteering have been consulted in the preparation of this report and are supportive of the proposal.

Alternative Options

11. The alternative option is to reduce or not recommend the contribution requested to the proposal submitted by Edbert's House. Reducing the amount of support would affect the learning on how to help people in the context of their homes, families and communities. Not supporting the proposal at all would be a missed opportunity to help inform and influence the Council's strategic approach *Making Gateshead a Place Where Everyone Thrives*.

Implications of Recommended Option

12. Resources

- a) **Financial Implications** – The Strategic Director, Corporate Resources confirms that the financial implications of the proposals as outlined in the report will be accommodated within 2019/20 revenue budget resources agreed by Council on 21 February 2019. In addition, all future financial commitments will be incorporated within the overall financial position identified in the Council's Medium Term Financial Strategy that will be reviewed and agreed by Cabinet in July 2019.
 - b) **Human Resource Implications** – The staffing resource required for the project will be met from existing resources and budgets.
 - c) **Property Implications** – The Council uses its land and buildings to support its policy priorities. In this instance, letting the property will support communities to help themselves and each other and tackle inequality. Letting the property to the organisation will also bring a vacant property back into use.
13. **Risk Management Implications** – There are no risk management implications arising directly from this report.
 14. **Equality and Diversity Implications** – There are no direct equality and diversity implications arising from this report.
 15. **Crime and Disorder Implications** – The partnership believes that the disused properties at Boxlaw are key to targeting the wider community, in tackling the wider ASB issues that occur in this part of the estate, along with creating space that brings people together positively.
 16. **Health Implications** – This proposal will improve people's health, especially their mental health.

17. **Sustainability Implications** - There are no direct sustainability implications arising directly from this report.
18. **Human Rights Implications** - There are no direct human rights implications arising directly from this report.
19. **Area and Ward implications** – Beacon Lough East is located in the High Fell Ward and the learning from this prototype could be applied to other areas in the future.

Background Information

20. There is no background information.

Why Beacon Lough East?

When local people from Beacon Lough East started to meet together to take action, we quickly realised that working as a partnership alongside them would enable them to achieve some of their dreams and aspirations. There are high levels of complex needs on the estate and learning to work together to tackle these more effectively is the focus of Thrive.

The population of Beacon Lough East is around 1,600¹, and is characterised by a higher than average proportion of children and young people under the age of 15 (27% compared to a borough average of 18%), and a lower than average proportion of people aged 45 or over (36% compared to a borough average of 46%).

The ethnic make-up of the area is largely White British (95.7%), which is slightly higher than the borough average (94%). 1% of the population are from White Other, 0.8% from Mixed, 1.6% from Asian, and 0.7% from Black and other ethnic groups.

There are around 750 residential properties² in the area. The majority of these (61%) are rented from the Gateshead Housing Company, with 27% owner occupied, 10% private rented and 2% rented through a registered social landlord.

The Index of Multiple Deprivation³ demonstrates that there is an extremely high level of deprivation in the area, with the overall IMD, together with the Income; Employment; Education, training and skills; and Health deprivation and disability domains all within the most deprived 5% of areas in England.

Beacon Lough East is within High Fell ward. Life expectancy⁴ in High Fell is 74 years for men and 78 years for women, which is around 3 to 4 years lower than for Gateshead as a whole, and a further 2 years lower than the England average⁵.

Healthy life expectancy⁶ is 54 years for men and 55 years for women, which is around 5 years lower than for Gateshead as a whole, and a further 3 to 4 years lower than the England average.

High Fell ward has one of the highest rates of hospital stays for self-harm in Gateshead, and a rate that is twice the England average⁷.

The council's Local Index of Need (2018) also identifies Beacon Lough East as one of the areas in the borough with the highest levels of need.

The median annual household income⁸ in the area is around £13,800, which is the lowest in the borough and significantly lower than the Gateshead median of around £24,500 and the national median of around £31,000.

¹ ONS, Mid 2017 population estimate and ONS, Census, 2011

² Gateshead Council, Apr 2017

³ DCLG, Indices of Deprivation, 2015

⁴ ONS, Ward Life Expectancy, 2011-15

⁵ ONS, Life expectancy at birth, 2014-16

⁶ ONS, Ward Healthy Life Expectancy, 2009-13

⁷ NHS Digital, Hospital Episode Statistics, 2011/12 – 15/16

⁸ © 1996 – 2017 CACI Limited. This report shall be used solely for academic, personal and/or non-commercial purposes.

One in four adults of working age (24%) are in receipt of out of work benefits⁹, the highest proportion in the borough, over twice the Gateshead average (11%), and three times the national average (8%).

Almost half (46%) of children aged 16 or under are living in poverty¹⁰, compared with 20% for Gateshead and 17% for England.

More than one in three (35%) adults have no formal qualifications¹¹, compared with 28% for Gateshead and 22% nationally. Only one in six (17%) are qualified to Level 3 or above, compared with 33% for Gateshead and 40% nationally.

Pupil attainment levels are amongst the lowest in the borough, with an average pupil Attainment 8 score of 33 out of a possible 80¹², compared with 49.9 for Gateshead and 48.5 for England.

Based on the characteristics of the local population, it is estimated that the area has the highest levels of adults that smoke (42%) and are obese (27%) in the borough¹³.

The area experiences high levels of crime. It had the highest rate of domestic incidents¹³ and victims of crime¹⁴ in the borough.

Gateshead Social Services (part of our partnership) tell us that on our estate there are 32 children who have CIN/CP or LAC status, and 32 children who are receiving help from the Early Help team.

Below is an extract of the higher rent arrears cases by street in Beacon Lough East, provided by The Gateshead Housing Company. Beacon Court is at the top of the list for that area

The applicable copyright notices can be found at <http://www.caci.co.uk/copyrightnotices.pdf>

⁹ DWP, Benefit claimants – working age client group, Nov 2016

¹⁰ HMRC, Children in low income families, 2015

¹¹ ONS Census, 2011

¹² DfE National Pupil Database, 2016 ¹³ © Acorn
2016 CACI Limited.

¹³ Northumbria Police, 2016/17

¹⁴ Northumbria Police, 2014-17

Street	With rent arrears of £500 or more	Average arrears of those with arrears of £500 or more	With rent arrears of £1000 or more	Average arrears of those with arrears of £1000 or more
BEACON COURT	11	£973	3	£1,663
FELL COURT	10	£818	2	£1,320
LARKSPUR	9	£1,021	3	£1,658
GORSEHILL	7	£1,169	4	£1,503
CRANESVILLE	6	£930	2	£1,528
LINDEN	6	£1,740	3	£2,736
LOUGH COURT	6	£1,118	2	£1,937
BALMLAW	5	£1,239	3	£1,589
HEATHERLAW	5	£1,733	2	£3,326
LINGCREST	5	£1,104	4	£1,242
STONECROP	4	£1,521	3	£1,754
WHINLAW	4	£925	2	£1,292
BRACKENLAW	3	£773	1	£1,152
FERNLOUGH	3	£1,791	3	£1,791
ASPENLAW	1	£746	0	£0
BROOMLAW	1	£1,854	1	£1,854
SPEEDWELL	1	£534	0	£0

APPENDIX 3

Contributors and Funding Requested (1st Phase submission)

Funding requested from Partners			National Lottery Community Fund Request	
Item	Cost	Source	Item	Cost
Community Support Officer (Police) for 1 day per week for 5 years	£23,500	Police	Building Refurbishment	£130,000
Integrated Support Team (Council) for 5 years	£600,000	Gateshead Council	Edberts House Community Development Staff, including recruitment and training	£315,759
Community Linking Project Management (3 year funding)	£70,000	Department of Health	NECS Counselling adviser	£140,000
Community Link Workers (3 year funding)	£90,000	CCG	Citizens Advice Gateshead Social Welfare Advice Worker	£62,543
Public Health Embedded Researcher	£30,000	Public Health	Community Building Running Costs	£34,000
Programme Management/Admin Salary	£250,000	Gateshead Council	Exclusive community space in Larkspur Primary	£15,000
Public Health consultant support	£30,000	Public Health	Grant Management/Admin	£50,000
Hub relocation costs/IT infrastructure/office on costs	£100,000	Gateshead Council	Activity budget	£50,000
Wellbeing pot	£60,000	Gateshead Council	Commercial grass cutter	£23,000
Money Advice Worker 1 day per week Training and quality assurance support	£38,254	Citizens Advice Gateshead		
Total Match Funding	£1,291,754		Total Requested from National Lottery Community Fund	£820,302

APPENDIX 4

Gateshead Council Contribution

	Year 1 £000	Year 2 £000	Year 3 £000	Year 4 £000	Year 5 £000	Total £000
CASH CONTRIBUTION						
IT Infrastructure/ Office costs	60	10	10	10	10	100
Support Costs (Wellbeing fund)	12	12	12	12	12	60
IN KIND CONTRIBUTION						-
PSR - Integrated Support Team	120	120	120	120	120	600
Programme support	50	50	50	50	50	250
Embedded Researcher (Public Health)	30	0	0	0	0	30
Public Health Consultant Support	6	6	6	6	6	30
OTHER						
Boxlaw Property	0	0	0	0	0	0
Total Gateshead Council contribution						1,070