



COUNCIL

All Members of the Council are
HEREBY SUMMONED
to attend a meeting of the Council to
be held on

Wednesday, 30th November, 2016

at 7.00 pm

in the Council Chamber, Hackney Town Hall,
Mare Street, London E8 1EA

Tim Shields
Chief Executive

Contact: Emma Perry
Governance Services
Tel: 020 8356 3338
governance@hackney.gov.uk

The press and public are welcome to attend this meeting

MEETING INFORMATION

Future Meetings

25 January 2017

1 March 2017

24 May 2017 - AGM

Contact for Information

Emma Perry, Governance Services

Tel: 020 8356 3338

governance@hackney.gov.uk

Location

Hackney Town Hall is on Mare Street, bordered by Wilton Way and Reading Lane. For directions please go to <http://www.hackney.gov.uk/contact-us>

Facilities

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in the Assembly Halls, rooms 101, 102 & 103 and the Council Chamber. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

AGENDA ITEM NUMBER	AGENDA ITEM	INDICATIVE TIMINGS:
1 – 4	Preliminaries	5 minutes
5	Deputation	15 minutes
6	Questions from Members of the Council	30 minutes
7	Elected Mayor's Statement	20 minutes
8	Members' Allowances Scheme 2016/17	15 minutes
9	Annual Report of City & Hackney Safeguarding Adults Board	5 minutes
10	London Local Authorities & Transport for London Act 2013	5 minutes
11	Delivering Public Services	5 minutes
12	Hackney a Place for Everyone	5 minutes
13	Anti-Social Behaviour	5 minutes
14	Pensions Committee Annual Report 2015/16	5 minutes
15	Motions	30 minutes
16	Nominations to Outside Bodies	5 minutes
17	Appointments to Committees	5 minutes

Council Agenda

1 Apologies for Absence

2 Speaker's Announcements

3 Declarations of Interest

This is the time for Members to declare any disclosable pecuniary or other non-pecuniary interests they may have in any matter being considered at this meeting having regard to the guidance attached to the agenda.

4 Minutes of the previous meetings

(Pages 1 -
30)

5 Deputation

Partial closure of Chatsworth Road

Chatsworth Traders and Residents Association and Lea Bridge Ward Labour Councillors request the partial closure of Chatsworth Road (from Dunlace Road to Rushmore Road) from 8.00am to 7.00pm on a Sunday when the market runs, and asks Hackney Council to press TfL to re-route the 308 bus as it has been done satisfactorily for some years when there has been a festival and Christmas Markets. This will make the market safer for users and help expand the community hub aspect of the market by using the whole road for community activities. As has been presented previously from a survey response of over 630 local residents, 86% supported this.

The deputation will be introduced by Cllr Ian Rathbone
The deputation spokesperson is Damian Patchell, Acting Chair of Chatsworth Road Traders and Residents Association

6 Questions from Members of the Council

6.1 From Cllr Michael Levy to the Cabinet Member for Community Safety and Enforcement:

"In light of deplorable incidents where fireworks were thrown at members of the community including young children and a visitor to this country what measures does the Council employ to ensure that sales of fireworks are restricted to adults only."

6.2 From Cllr Sharon Patrick to the Deputy Mayor:

"Could the Deputy Mayor please let me know what Hackney is doing to consult looked after children about the service provided to them. Also could she update the Council on the latest education results for looked after children, and how this compares to the rest of the country?"

- 6.3 From Cllr Kam Adams to the Mayoral Adviser for Advice Services and Preventing Homelessness:
“In light of the recent official figures that show homelessness has risen to the highest level for nearly a decade can the Mayoral Adviser for Advice Services and Preventing Homelessness tell us the latest figures on the number of homeless people in the borough?”
- 6.4 From Cllr Sophie Cameron to the Cabinet Member for Community Safety and Enforcement:
“What has Hackney council done to follow up on the issues raised by the deputation regarding ASB in relation to street sex work, in the Lordship Park area of Clissold and Stamford Hill West wards; which was brought to full council in January this year?”
- 6.5 From Cllr Clare Potter to the Cabinet Member for Employment, Skills and Human Resources:
“In December 2015 the government announced they plan to deliver 3 million apprenticeships by 2020 with the aid of a new apprenticeship levy. Can the cabinet member for Employment, Skills and Human Resources describe the work being carried out within the council to take advantage of this levy so that we maximise the opportunities for Hackney residents?”
- 6.6 From Cllr Jessica Webb to the Cabinet Member for Planning, Business and Investment:
“Can the cabinet member for Planning, Business and Investment detail what the council is doing to support Well Street Market, particularly its re-launch on 3 December 2016 which includes a teenage market?”
- 6.7 From Cllr Sophie Conway to the Mayoral Adviser for Advice Services and Preventing Homelessness:
“November 25th was the International day for the elimination of violence against women, could the Mayoral Adviser for Advice Services and Homelessness update members on the work the council is undertaking to support women experiencing domestic violence in Hackney?”
- 6.8 From Cllr Christopher Kennedy to the Deputy Mayor:
“How is Hackney planning to protect our excellent schools from the loss of local authority support that is threatened by current government plans to dramatically reduce local education authority funding?”

7 Elected Mayor's Statement (standing item)

8 Report of the Chief Executive: Proposed in-year changes to the Council's Members' Allowances Scheme for 2016/17

9	Report from Cabinet: Annual Report of the City and Hackney Safeguarding Adults Board 2015/16	(Pages 39 - 102)
10	Report of the Group Director Neighbourhoods and Housing: The Adoption of Section 4 and 5 of the London Local Authorities and Transport for London Act 2013	(Pages 103 - 138)
11	Report of the Governance & Resources Scrutiny Commission: Delivering Public Services	(Pages 139 - 214)
12	Report of the Children and Young People Scrutiny Commission: Hackney a Place for Every Child and Young Person	(Pages 215 - 278)
13	Report of the Community Safety Social Inclusion Scrutiny Commission - Anti-Social Behaviour, Crime and Policing Bill: Measures for Tackling ASB	(Pages 279 - 332)
14	Pensions Committee Annual Report 2015-16	(Pages 333 - 346)

15 Motions

a Stamford Hill Road Safety Scheme

Council notes that:

- i) Transport for London recently developed a road safety scheme for the Stamford Hill junction with the following stated objectives:
 - Improve safety for all road users
 - Create a nicer environment for local residents and businesses
 - Reduce journey times for pedestrians crossing the junction
 - Protect bus journey times
 - Reduce traffic speeds
 - Make the area more attractive as a destination for people to shop
- ii) Hackney council support for a scheme.
- iii) The scheme was funded.
- iv) There were no substantive objections.
- v) This road junction is busy and has a history of collisions. The scheme was designed to save casualties.

This Council supports a road safety scheme at this junction and calls on Transport for London to revisit its decision not to proceed.

Proposed: Cllr Vincent Stops
Seconded: Cllr Chris Kennedy

b Hate Crime

This Council condemns the recent racist and anti-Semitic attacks in Hackney. We are proud that Hackney is a diverse and tolerant borough. However, we note the importance of always ensuring that there is no place for hate in our borough.

We therefore propose to:

- Listen to residents' perceptions of cohesion and hate crime in the Borough using the Council's Annual Survey.
- Analyse recorded incidents of hate crime for any pattern in terms of perpetrator profile, victim vulnerability and location hotspots.
- Use meetings between the Police and officers from across the Council ('Partnership Tasking Meetings') to look at what the Council and other agencies can do to support the police in preventing hate crime and re-assuring the public.
- Support the police in securing prosecutions, for example through CCTV monitoring and the preservation of evidence by council enforcement officers.
- Use Home Office funding to employ a Community Co-ordination Officer to support cohesive communities and to counter messages of hate.
- Support third-party reporting through the Community Alliance to Combat Hate (CATCH) (<http://www.catch-hatecrime.org.uk/>)
- Develop a Hate Crime Strategy with community input.

Proposed: Cllr Ned Hercock

Seconded: Cllr Soraya Adejare

16 Council Appointments and Nominations to Outside Bodies

(Pages
347 - 350)

17 Appointments to Committees and Commissions (standing item)

(Pages
351 - 352)

RIGHTS OF PRESS AND PUBLIC TO REPORT ON MEETINGS

Where a meeting of the Council and its committees are open to the public, the press and public are welcome to report on meetings of the Council and its committees, through any audio, visual or written methods and may use digital and social media providing they do not disturb the conduct of the meeting and providing that the person reporting or providing the commentary is present at the meeting.

Those wishing to film, photograph or audio record a meeting are asked to notify the Council's Monitoring Officer by noon on the day of the meeting, if possible, or any time prior to the start of the meeting or notify the Chair at the start of the meeting.

The Monitoring Officer, or the Chair of the meeting, may designate a set area from which all recording must take place at a meeting.

The Council will endeavour to provide reasonable space and seating to view, hear and record the meeting. If those intending to record a meeting require any other reasonable facilities, notice should be given to the Monitoring Officer in advance of the meeting and will only be provided if practicable to do so.

The Chair shall have discretion to regulate the behaviour of all those present recording a meeting in the interests of the efficient conduct of the meeting. Anyone acting in a disruptive manner may be required by the Chair to cease recording or may be excluded from the meeting. Disruptive behaviour may include: moving from any designated recording area; causing excessive noise; intrusive lighting; interrupting the meeting; or filming members of the public who have asked not to be filmed.

All those visually recording a meeting are requested to only focus on recording councillors, officers and the public who are directly involved in the conduct of the meeting. The Chair of the meeting will ask any members of the public present if they have objections to being visually recorded. Those visually recording a meeting are asked to respect the wishes of those who do not wish to be filmed or photographed. Failure by someone recording a meeting to respect the wishes of those who do not wish to be filmed and photographed may result in the Chair instructing them to cease recording or in their exclusion from the meeting.

If a meeting passes a motion to exclude the press and public then in order to consider confidential or exempt information, all recording must cease and all recording equipment must be removed from the meeting room. The press and public are not permitted to use any means which might enable them to see or hear the proceedings whilst they are excluded from a meeting and confidential or exempt information is under consideration.

Providing oral commentary during a meeting is not permitted.

ADVICE TO MEMBERS ON DECLARING INTERESTS

Hackney Council's Code of Conduct applies to **all** Members of the Council, the Mayor and co-opted Members.

This note is intended to provide general guidance for Members on declaring interests. However, you may need to obtain specific advice on whether you have an interest in a particular matter. If you need advice, you can contact:

- The Director of Legal;
- The Legal Adviser to the committee; or
- Governance Services.

If at all possible, you should try to identify any potential interest you may have before the meeting so that you and the person you ask for advice can fully consider all the circumstances before reaching a conclusion on what action you should take.

1. Do you have a disclosable pecuniary interest in any matter on the agenda or which is being considered at the meeting?

You will have a disclosable pecuniary interest in a matter if it:

- relates to an interest that you have already registered in Parts A and C of the Register of Pecuniary Interests of you or your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner;
- relates to an interest that should be registered in Parts A and C of the Register of Pecuniary Interests of your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner, but you have not yet done so; or
- affects your well-being or financial position or that of your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner.

2. If you have a disclosable pecuniary interest in an item on the agenda you must:

- Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you (subject to the rules regarding sensitive interests).
- You must leave the room when the item in which you have an interest is being discussed. You cannot stay in the meeting room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision.
- If you have, however, obtained dispensation from the Monitoring Officer or Standards Committee you may remain in the room and participate in the meeting. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a pecuniary interest.

3. Do you have any other non-pecuniary interest on any matter on the agenda which is being considered at the meeting?

You will have 'other non-pecuniary interest' in a matter if:

- i. It relates to an external body that you have been appointed to as a Member or in another capacity; or
- ii. It relates to an organisation or individual which you have actively engaged in supporting.

4. If you have other non-pecuniary interest in an item on the agenda you must:

- i. Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you.
- ii. You may remain in the room, participate in any discussion or vote provided that contractual, financial, consent, permission or licence matters are not under consideration relating to the item in which you have an interest.
- iii. If you have an interest in a contractual, financial, consent, permission or licence matter under consideration, you must leave the room unless you have obtained a dispensation from the Monitoring Officer or Standards Committee. You cannot stay in the room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision. Where members of the public are allowed to make representations, or to give evidence or answer questions about the matter you may, with the permission of the meeting, speak on a matter then leave the room. Once you have finished making your representation, you must leave the room whilst the matter is being discussed.
- iv. If you have been granted dispensation, in accordance with the Council's dispensation procedure you may remain in the room. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a non pecuniary interest.

Further Information

Advice can be obtained from Yinka Owa, Director of Legal, on 020 8356 6234 or email Yinka.owa@hackney.gov.uk



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London Borough of Hackney
Council
Municipal Year 2016/17
Date of Meeting Wednesday, 20th July, 2016

Minutes of the proceedings of
Council held at Hackney Town
Hall, Mare Street,
London E8 1EA

**Councillors in
Attendance:**

Mayor Philip Glanville, Cllr Kam Adams, Cllr Soraya Adejare, Cllr Dawood Akhoon, Cllr Brian Bell, Deputy Mayor Anntoinette Bramble, Cllr Will Brett, Cllr Barry Buitekant, Cllr Laura Bunt, Cllr Jon Burke, Cllr Robert Chapman, Cllr Mete Coban, Cllr Feryal Demirci, Cllr Michael Desmond, Cllr Tom Ebbutt, Cllr Sade Etti, Cllr Margaret Gordon, Cllr Michelle Gregory, Cllr Katie Hanson, Cllr Ben Hayhurst, Cllr Abraham Jacobson, Cllr Christopher Kennedy, Cllr Michael Levy, Cllr Richard Lufkin, Cllr Clayeon McKenzie, Cllr Jonathan McShane, Cllr Sem Moema, Cllr Patrick Moule, Cllr Ann Munn, Cllr Guy Nicholson, Cllr Harvey Odze, Cllr Deniz Oguzkanli, Cllr M Can Ozsen, Cllr Benzion Papier, Cllr Sharon Patrick, Cllr James Peters, Mayor Jules Pipe, Cllr Emma Plouviez, Cllr Clare Potter, Cllr Tom Rahilly, Cllr Ian Rathbone, Cllr Rebecca Rennison, Cllr Anna-Joy Rickard, Cllr Rosemary Sales, Cllr Caroline Selman, Cllr Ian Sharer, Cllr Nick Sharman, Cllr Peter Snell, Cllr Simche Steinberger, Cllr Vincent Stops, Cllr Geoff Taylor, Cllr Jessica Webb and Cllr Carole Williams

Apologies: Cllr Susan Fajana-Thomas, Cllr Michael Levy and Cllr Abraham Jacobson

Officer Contact: Natalie Williams, Governance Services

Councillor Rosemary Sales [Speaker] in the Chair

1 Apologies for Absence

1.1 Apologies for absence from Members are listed above.

1.2 Apologies for lateness were received from Councillors: Adejare, Coban, Hayhurst, Jacobson, Levy, and Rennison

2 Speaker's Announcements

2.1 The Speaker informed everyone present that it was Mayor Pipe's last meeting as elected Mayor of the Council. The Speaker paid tribute to Mayor Pipe, who had accepted to accept the position of Deputy Mayor of London for planning, regeneration and skills. The Speaker, on behalf of the whole Council, thanked Mayor Pipe for his twenty years of service, the last 14 years as Hackney's first

directly elected Mayor. The Mayor was credited for his leadership in the transformation of Hackney which had become a model for other boroughs.

2.2 The Speaker announced the following dates of her fundraising events:

- Friday 22nd July 5.00pm – Boat trip at Labernum Boat Club.
- November (date tbc) – Klezmer evening
- Friday 9th December – Gala Dinner at Urfa Restaurant Stoke Newington
- Saturday 13th May 2017 – Speaker’s Gala concert

2.3 The Speaker referred Members to a recent statement which she had issued reaffirming that hate crime has no place in the borough and that all residents are welcome. The Speaker informed the Council that a meeting would be held on the afternoon of Monday 25th July to explain the rights of residents following the EU referendum. All Members were welcome to attend.

2.4 One minute’s silence was observed for Jo Cox, MP for Batley and Spenningsdale constituency, West Yorkshire, who was murdered on 16th June 2016.

3 Declarations of Interest

3.1 Councillor Moema declared an interest in agenda item 8 – Report from Cabinet – Designation and Appraisal of Dalston Conservation Area, as her employer is a partner provider at Woodberry Down.

4 Minutes of the previous meeting - AGM 25 May 2016

4.1 **RESOLVED:** That the minutes of the previous meeting, the Council Annual General Meeting held on 25 May 2016 be approved, subject to the following amendments proposed by Councillor Odze:-

- Paragraph 8.1 to read ‘Deputy Mayor Linden nominated Councillor Soraya Adejare to serve as Deputy Speaker for the 2016/17 Municipal Year’.
- Paragraph 8.6 to read ‘Councillor Adejare thanked members for the opportunity to serve as Deputy Speaker’.

It was also noted that Councillor Moule should be recorded as in attendance.

5 Questions from Members of the Council

5.1 From Cllr Clare Potter to the Cabinet Member for Health, Social Care and Culture:

“Does the Cabinet Member for Health, Social Care and Culture share my concern that large events held in Finsbury Park, such as the recent Wireless festival, have a huge impact on those Brownswood residents living adjacent to Finsbury Park?”

Response from Councillor McShane:

Councillor McShane told Council that he understood and shared concerns about the impact of large events on residents living adjacent to Finsbury Park. He said that work was ongoing with Haringey Council to minimise the impact of this on residents. Resources were however limited.

5.2 From Cllr Vincent Stops to the Cabinet Member for Neighbourhoods and Sustainability:

“Can the Cabinet Member for Neighbourhoods tell us the timescale for the works to improve Hackney's Narrow Way? What plans are in place to reduce disruption to businesses during the works?”

Response from Councillor Demirci:

Councillor Demirci advised that mobilisation works were expected to start in October/November 2016, with main construction works commencing in January 2017 to minimise disruptions to traders in the lead up to Christmas. Access to shops and businesses will be maintained throughout the construction phase. Additionally, phasing of the works will be carried out in order to keep the work site area to a minimum. Work site amenities and storage will be positioned off of the Narrow Way to further minimise disruption.

Councillor Demirci stated that she would be happy to go into more detail regarding how the Council has consulted and engaged with residents and business owners outside of the meeting, should Councillor Stops require further information.

5.3 From Cllr Will Brett to the Cabinet Member for Finance:

“To ask the Cabinet Member for Finance what initial estimates he has made of the budgetary impact for Hackney of the UK's proposed exit from the European Union?”

Response from Councillor Taylor

Councillor Taylor expressed the view that if the UK had voted to remain in the European Union the Council would not be facing these potential difficulties. He said that there were financial implications arising and work was ongoing on the Risk Register. He considered that the pensions may be affected. The Budget would remain as is until matters were clearer.

5.4 From Cllr Ian Rathbone to the Cabinet Member for Health, Social Care and Culture:

“We've been hearing a lot about a campaign in Hackney against the use of pesticides by the Council. Can the Cabinet Member for Health, Social Care and Culture please provide an update on what alternatives to glyphosate are being explored by the Green Spaces department and the Waste Services department?”

Response from Councillor McShane:

Councillor McShane stated that the health and safety of the borough's residents is, and will remain, the Council's paramount concern. It was noted that Glyphosate has been declared safe for the targeted spraying of weeds by DEFRA, the Health & Safety Executive and the EU; and whilst the Council acknowledges concerns about its use, there is no evidence to suggest that the product – when used correctly by councils or people in their gardens to treat weeds – is detrimental to the environment or human health.

Councillor McShane advised that he has met with campaigners who have raised concerns and the Council would maintain an open mind with regard to possible alternatives.

- 5.5 From Cllr Sharon Patrick to the Cabinet Member for Regeneration:
“Could the Cabinet Member for Regeneration please tell members what Hackney has gained from the Olympics and are there anymore gains to be had?”

Response from Councillor Nicholson

Councillor Nicholson informed Council that the list of legacy outcomes for the Paralympic games was extensive and he would circulate these separately. He referred council to the achievements, including the investment of £15m in a sports facility at Hackney Marshes for all to enjoy and was to be a centre of excellence.

- 5.6 From Cllr Mete Coban to the Cabinet Member for Children’s Services:
“Last month, the government scrapped their plans on the forced academisation of schools by 2022. However, there are genuine concerns regarding the floor standards becoming difficult to reach for some schools due to the changes to curriculum expectations and testing regimes, forcing schools to become academies in that way. Could the Cabinet Member for Children's Services tell us what the council's position is on the academisation of schools and what measures will the council put in place to help support schools in Hackney, particularly where schools do not meet the floor standards?”

Councillor Coban was not present at the time of this question, so it was therefore agreed that a written response would be provided to him.

- 5.7 From Cllr Rebecca Rennison to the Cabinet Member for Health, Social Care and Culture:
“To ask the Cabinet Member for Health, Social Care and Culture for an update on the Hackney Health and Social Care Integration pilot.”

Response from Councillor McShane

Councillor McShane told Council that the Hackney Devolution Pilot had recently been submitted to the government. Four key areas had been identified;

- Children
- Hospital care
- Mental health/ physical health
- Encouraging Self-care.

Councillor McShane told Council that he considered that devolution would present the Council with an opportunity to project itself.

- 5.8 From Cllr James Peters to the Deputy Mayor:
“In light of the fact that the housing crisis means that families are now having to spend 2-3 years in homeless hostels in Hackney before they have a chance of securing Council housing (with Hackney's private rented housing having become unaffordable to very many Hackney residents), could the Cabinet Member for Housing please tell us what is the Council doing to ensure that life in its hostels is bearable?”

Response from Councillor Glanville:

Councillor Glanville acknowledged that this matter was of particular concern to Councillors Peters, Selman and Kings Park Ward Councillors who he has engaged with outside of the meeting.

Councillor Glanville stated that there are currently, over 2,500 homeless households in temporary accommodation on the Council's Housing Register. The Council has responded by increasing hostel units by an additional 600 in addition to the Council's regeneration and building programme.

Currently, households spend on average 47 weeks in a hostel, although this length of stay increases considerably for those households with children, where the average stay increases to 70 weeks.

Some of the specific steps the Council is taking to improve life in its hostels include; improved laundry facilities and making the best use of communal spaces ensuring where possible, Wi-Fi is available. The Council has also taken action to improve the offer for young families, including having the Hackney Playbus, which provides mobile outreach support services for children under 5, visit our largest hostels on a regular basis. Additionally, the children's centres are working with some individual families who live in hostels, providing targeted support through the Multi Agency Team, and they are keen to develop their universal offer to all families in hostels.

The Council recently undertook an extensive examination of the condition of our stock, and has subsequently put in place a robust 5 year plan that ensures that Health and Safety checks are undertaken regularly and that maintenance issues are addressed promptly.

The Council's Homelessness Strategy and the associated Temporary Accommodation Strategy set out the Council's commitment to both tackling homelessness and improving the service provided to homeless households.

6 Elected Mayor's Statement (standing item)

- 6.1 Mayor Pipe told Council that his decision to leave Hackney Council to accept the position of Deputy Mayor of London had not been taken lightly. He told Council that he had been Leader and Mayor at Hackney for fifteen years in all and went on to liken the position to one of a conductor that has had the privilege of working with a large number of very dedicated and talented musicians. He thanked a number of people with whom he had worked during his terms of office for their contributions, including council members from all parties and senior officers, both past and present. He thanked Councillor Sharer and Councillor Odze for their unfailing civility. He told Council that he was also grateful for the comradeship and kindness that he had received from group members. He referred to the increased investment in Borough services during his terms in office and improvements in the education service, schools, adult and social care, leisure centres, libraries and service delivery generally. This had resulted in subsequent national recognition of the Borough. He said that Hackney had been described as a Borough transformed and he felt most proud of the Borough's change of reputation. He referred to the successes around the Olympics and Hackney Weekend. Further, work was ongoing on improvements

to Hackney Town Hall. Capital investment had been significant but unavoidable however the long term value and civic pride would be immeasurable.

- 6.2 Council noted the comments of Councillor Steinberger and Councillor Odze who expressed their admiration for the Mayor in serving the people of Hackney. Councillor Sharer thanked the Mayor for his good work and for having always done what he believed to be right and in the best interest of the residents even during the challenging times.
- 6.3 Gordon Bell, Freeman of the Borough, thanked the Mayor for his work and for his professionalism and approachability. He recounted the early days when the Mayor first took office and paid tribute to his hard work and dedication.
- 6.4 Councillor Patrick referred to the many improvements in the Borough that had taken place during the Mayor's terms in office and with the help of Cabinet members. These areas of improvement included children's services, educational services with Hackney having some of the best schools in the country, children in care in third level education and top GCSE results together with improved waste collection and vibrant community sector. All of these improvements had impacted on tenants and residents making Hackney a better place and leading to national recognition.
- 6.5 Councillor Nicholson thanked the Mayor for his support and in affording him the space to learn in the area of regeneration which the Mayor himself had embraced. He said that regeneration was about the future and that there had been a profound change to the Borough of Hackney. Discussions would be ongoing on further initiatives, including inclusivity.
- 6.6 Councillor McShane referred Council to improvements in Hackney Schools and the best teachers in the heart of the Borough in the best city in Europe.
- 6.7 Councillor Munn thanked the Mayor for his leadership, tenacity and support for the scrutiny function.
- 6.8 Councillor Stops referred to improvements in the Borough during the Mayor's term, including the quality of street cleaning, improved Planning Department and the creation of an award winning design team in the council. He made light hearted reference to the Hackney Beer Festival and commended the Mayor for his sound decision making and good governance in ensuring a distinct separation of powers between the Executive and Regulatory functions.
- 6.9 Councillor Demirci referred to the fact that Hackney Schools had been transformed under the Mayor's leadership, as had the Borough itself. She spoke about her experience of having been educated in the Borough at a time when education services were failing. She acknowledged the huge improvements that had been made particularly in the area of Children's Services. In conclusion she stated that it had been an absolute pleasure to serve in the Mayor's Cabinet and thanked him for the opportunity.

7 Report from Cabinet: Albion Square Draft Conservation Area Appraisal and Revised Conservation Area Boundary

- 7.1 Councillor Nicholson introduced the report and commended it to Council.

- 7.2 Councillor Odze stated that he would vote in favour of conservation areas where required and sensibly applied, however he objected to the revision and extension of the conservation area boundary.

RESOLVED:

- i. To approve and designate the Albion Square Conservation Area as set out in the Area Map at Appendix B, including the eastern extension to incorporate Queensbridge Primary School.
- ii. To approve and adopt the Albion Square Conservation Area Appraisal

7.3 Voting

For: Many

Against: 2

Abstentions: None

8 Report from Cabinet: Designation and Appraisal of Dalston Conservation Area

- 8.1 Councillor Nicholson introduced the report and commended it to Council.

- 8.2 Councillor Snell welcomed the report and spoke in favour of it. He believed that the proposals would be beneficial to residents and businesses and was very timely, taking into consideration the proposed Crossrail 2 route which would see improved links between Dalston and south-west London and the South East.

- 8.3 Councillor Odze raised objections and stated that he believed conservation areas in the borough to be rigidly applied and restrictive on growth. He also believed that conservation areas put larger families at a disadvantage as it prohibited them from extending their homes.

RESOLVED:

- i. To approve and designate the Dalston Conservation Area, as set out in the Area Map at Appendix B, incorporating 527 to 539 and 596 to 600 Kingsland High Street from the existing Kingsland conservation area;
- ii. To approve and adopt the Dalston Conservation Area Appraisal.

8.4 Voting

For: Many

Against: 2

Abstentions: None

9 Report from Cabinet: Sustainable Design and Construction Supplementary Planning Document (SPD)

- 9.1 Councillor Nicholson introduced the report and commended it to Council.

- 9.2 Councillor Odze told Council that he was opposed to the Planning document. He expressed concerns that people were being forced out of the Borough. Councillor Steinberger expressed concerns that restrictions in the conservation area stopped people from building and extending their properties with consequent objections from residents.
- 9.3 Councillor Stops emphasised that if other London Boroughs had built houses at the same rate that Hackney had the current housing crisis would not exist. He told Council that conservation is about good design.

RESOLVED:

- i. To note any revisions to the document, and approve the adoption of the Sustainable Design and Construction SPD as set out in Appendix 1 of this report.
- ii. To authorise the Group Director to make any necessary general amendments to the Sustainable Design and Construction SPD before it is published.

9.4 Votes

For Many
Against 2
Abstentions None

10 Report from Cabinet: Adoption of Site Allocations Local Plan

- 10.1 Councillor Nicholson introduced the report and commended it to Council.
- 10.2 Councillor Odze raised objections as he did not believe the Site Allocations Plan would assist in promoting and managing development and growth in the borough as he felt it would be restrictive on residents and developers.

RESOLVED to adopt the Site Allocations Local Plan.

10.3 Votes
For: Many
Against: 2
Abstentions: None

11 Report of the Mayor: Use of Special Urgency Provisions

RESOLVED to note the recent use of the special urgency provisions as set out in paragraph 4 of this report.

12 Report from Licensing Committee: Late Night Levy

- 12.1 Councillor Plouviez, Chair of the Licensing Committee introduced the report, highlighting that the late night economy in Hackney was vibrant and still growing. The intention of the Levy was to fully support and manage growth.

12.2 Councillor Odze raised objections stating that although some action was required, he believed this imposed approach could potentially have a detrimental effect on local businesses.

RESOLVED:

- i. **To note the contents of the report**
- ii. **Approve consultation on the introduction of a late night levy in Hackney.**

12.4 Votes

For: Many
Against: 2
Abstentions: None

13 Report of the Chief Executive: Annual Review of the Members' Allowances Scheme 2016/17

13.1 Councillor Odze considered that the Members Allowance Scheme should be agreed independently and that there should not be an increase in the allowance. Councillor Steinberger expressed his opposition. The Director of Legal confirmed that an independent person had reviewed the scheme and that it was a legal requirement for Council to agree the scheme.

RESOLVED to agree the report and draft Members Allowances Scheme attached at Appendix 1.

Votes

In Favour: Many
Against: 2

14 Report of the Chief Executive: Overview and Scrutiny Annual Report

14.1 Councillor Munn introduced the report and commended the work of the Scrutiny Commissions.

14.2 Councillor Steinberger raised concerns about the scrutiny working arrangements and the majority groups' lead role in the scrutiny function.

RESOLVED to note the report.

15 Report of the Group Director Neighbourhoods and Housing: Report of the Local Government Ombudsman

15.1 Councillor Nicholson introduced the report and confirmed that the Council had responded to the report. He told Council that he would be happy to have a separate briefing on the report.

RESOLVED to note the contents of the LGO report (appendix 1) and the Council's response as set out in the report.

16 Report of the Living in Hackney Scrutiny Commission: Review into the proposed extension of the Right to Buy to Housing Association tenants and forced sale of high value council homes

16.1 Councillor McKenzie, Chair of the Living in Hackney Scrutiny Commission, introduced the report into the review into the proposed extension of the Right to Buy and commended it to Council. He told Council that evidence had been gathered from a large number of groups and that there were concerns that the proposals would result in a negative impact on the residents of Hackney as it would have a major impact on the availability of affordable homes.

16.2 Councillor Glanville commended the work of the Living in Hackney Scrutiny Commission. He stated that a good case had been made against the proposed extension of the right to buy to housing association tenants and the forced sale of high end council housing. He told Council that there was still a lot that was unknown about the implications of the Housing and Planning Act. Since the review, Hackney Today had provided residents with much information about the impact of the Act. He confirmed that the Council would continue to fight against its proposals.

16.3 Councillor Odze stated that the Act would result in an increase in the numbers of people owning their own homes and that people should have this right.

16.4 **RESOLVED** to note the Commission's report and the Executive's response.

17 Motions

a Against Racism, Xenophobia and Hate Crime

a) Councillor Glanville introduced a motion that Council confirm that racism, xenophobia and hate crimes have no place in the borough and to send out a message that all people of Hackney are valued members of the community.

Councillor Glanville stated that Hackney is proud of its diverse community and its record of bringing people together. On 24th June 2016, following the EU referendum, the country saw a country less tolerant and a rise in hate crimes.

It was reported that whilst low levels of this had been experienced in Hackney, it was important to take a zero tolerance stand. There are strategies and partnerships in place to ensure that residents are aware of their rights and to help fight racism and xenophobia. The Council's Community Safety Team have also set up a section on the Council's website where hate crime can be reported.

Councillor Glanville thanked the Speaker for playing a lead role in this campaign.

Councillor Sharer formally seconded the motion and spoke specifically about Jews and Muslims living side by side peacefully in the ward that he represents and across the borough.

Councillor Odze objected to the motion. He stated that whilst he was opposed to any forms of racism and hatred, he believed these sentiments to be merely words and stated that definitive action was required. He made reference to the coverage of news stories and the institutional racism of the media and those in power.

Councillor Rathbone contributed to the debate and welcomed the motion. He stated this was the first step of the campaign which accurately represented the mood and views of the community. He read a statement from Hackney Green Party in support of the motion, highlighting the importance of cross party unity.

Councillor Steinberger objected to the motion and questioned its purpose. He stated that there needed to be a clear plan of action to prevent any further attacks.

Councillor Desmond and Peters contributed to the debate affirming their commitment to ensuring equality and respect throughout the borough. It was also noted that the new Prime Minister was yet to confirm the status of EU residents in the UK.

Councillors Etti and Moema contributed to the debate, stating that the motion was a good way to acknowledge and appreciate diversity, whilst opposing racism and strengthening communities.

Councillor Glanville expressed his disappointment that there was not unanimous cross party support of the motion. He gave assurances that the motion was not an empty gesture but was in direct response to an increase in nationwide hate crimes and the first step in ensuring a safe and cohesive local community.

RESOLVED:

We are proud to live in a diverse and tolerant society. Racism, xenophobia and hate crimes have no place in our country. We in Hackney condemn racism, xenophobia and hate crimes unequivocally. We will not allow hate to become acceptable.

We welcome the contribution to the economic, social and cultural life of the Borough of all Hackney citizens of all faiths and none.

Hackney Council reaffirms that all the people of Hackney are valued members of our community.

Hackney will work with the voluntary sector and other agencies, to make sure our residents are aware of their rights and to fight and prevent racism and xenophobia.

The Council will invite residents to sign up to indicate their support for these aims via the Council website.

For: Many
Against: 3

Abstentions: None

b Cycling in Parks

- b. Councillor Snell introduced the motion, emphasising the high level of usage across the Borough.

Councillor Demerci seconded the motion, stressing the need to make cycling safer in the Borough, in particular in cycling through the Borough's Parks and green areas.

In response to member questions, the Director of Legal confirmed that the motion simply reconfirmed the provisions of the existing byelaw.

RESOLVED to reaffirm its commitment to encouraging considerate cycling in all Hackney parks and open spaces, except where it is specifically not permitted.

Voting

For: Unanimous

18 Council Appointments and Nominations to Outside Bodies

RESOLVED: that the appointment or nomination of appointment of Members to Outside Bodies on behalf of the Council be approved, as set out below:

1. South Hackney Parochial Charity - Cllr Katie Hanson (Tenure of Appointment: 4 years)
2. Groundwork - Cllr Jonathan Burke (Tenure of Appointment: 1 year)

19 Appointments to Committees and Commissions (standing item)

19.1 **RESOLVED** to:

- i. Agree the appointment of the following as co-opted members to the Children and Young People Scrutiny Commission:
 - Sevdie Ali to replace Kyla Kirkpatrick as a Parent Governor representative.
 - Jane Heffernan to fill the vacancy as the Roman Catholic Westminster Diocesan Schools Commission representative.
- ii. Agree the re-appointment of the following as co-opted members to the Children and Young People Scrutiny Commission:
 - Richard Brown as the London Diocesan Board for Schools (Church of England) representative.
 - Sophie Conway as a Parent Governor representative.
 - Rabbi Judah Baumgarten as the Orthodox Jewish community representative.
 - Shuja Shaikh as the North London Muslim Association representative.

- Ernell Watson as the Free Churches Group of Churches Together in England representative.
 - Jo Macleod as the Hackney Schools Governors' Association representative.
 - Ella Cox, Beth Foster-Ogg, Skye Fitzgerald McShane and Louis Comach as the Hackney Youth Parliament representatives.
- iii. Agree the re-appointment of the following as co-opted members to the Standards Committee
- Julia Bennett, George Gross, Adedoja Labinjo and Onagette Louison.

Duration of the meeting: 7.00pm-9.40pm

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London Borough of Hackney
Extraordinary Council
Municipal Year 2016/17
Date of Meeting Wednesday, 26th October, 2016

Minutes of the proceedings of
Council held at Hackney Town
Hall, Mare Street,
London E8 1EA

**Councillors in
Attendance:**

Mayor Philip Glanville, Cllr Kam Adams, Cllr Brian Bell,
Deputy Mayor Anntoinette Bramble, Cllr Will Brett,
Cllr Barry Buitekant, Cllr Laura Bunt, Cllr Jon Burke,
Cllr Robert Chapman, Cllr Mete Coban, Cllr Feryal Demirci,
Cllr Michael Desmond, Cllr Tom Ebbutt, Cllr Sade Etti,
Cllr Susan Fajana-Thomas, Cllr Margaret Gordon,
Cllr Michelle Gregory, Cllr Katie Hanson, Cllr Ned Hercock,
Cllr Abraham Jacobson, Cllr Christopher Kennedy,
Cllr Michael Levy, Cllr Richard Lufkin, Cllr Clayeon McKenzie,
Cllr Jonathan McShane, Cllr Sally Mulready,
Cllr Guy Nicholson, Cllr Harvey Odze, Cllr Deniz Oguzkanli,
Cllr Sharon Patrick, Cllr James Peters, Cllr Emma Plouviez,
Cllr Clare Potter, Cllr Tom Rahilly, Cllr Ian Rathbone,
Cllr Rebecca Rennison, Cllr Anna-Joy Rickard,
Cllr Rosemary Sales, Cllr Caroline Selman, Cllr Ian Sharer,
Cllr Nick Sharman, Cllr Peter Snell, Cllr Simche Steinberger,
Cllr Jessica Webb and Cllr Carole Williams

Apologies:

Cllr Soraya Adejare, Cllr Dawood Akhoon,
Cllr Sophie Cameron, Cllr M Can Ozsen and Cllr Geoff Taylor

Officer Contact:

Emma Perry, Governance Services

Councillor Rosemary Sales [Speaker] in the Chair

1 Apologies for Absence

- 1.1 Apologies for absence from Members are listed above.
- 1.2 Apologies for lateness were received from Councillors Bunt, Moema and Rahilly.

2 Speaker's Announcements

- 2.1 The Speaker welcomed everyone to the meeting and also congratulated Mayor Glanville on his new election, as well as the new Cabinet Members and Mayoral Advisors. The Speaker also welcomed Councillor Conway to her first Council meeting.
- 2.2 The Speaker announced the following dates of her fundraising events:

- 13 November – Remembrance Sunday parade and service

- 23 November – Klezmer Night with London Klezmer Quartet
- 9 December – Gala Dinner
- 27 January 2017 – Holocaust Memorial Day

3 Declarations of Interest

- 3.1 Councillor Odze declared a non-pecuniary interest in Item 7 – Report from Cabinet: Children’s Social Care Bi-Annual Report, as his wife was employed as a children’s guardian.

4 Minutes of the previous meeting

- 4.1 Councillor Odze raised a point of order under part 4.1, paragraph 23.2 of the Council’s Constitution, which stated that minutes of an ordinary Council meeting could not be agreed at an Extraordinary Council meeting.
- 4.2 Councillor Fajana-Thomas stated that her apologies were not included in the minutes of the previous meeting.
- 4.3 Councillor Rathbone referred to the motion and stated that the names of Councillors voting was not normally recorded unless they specifically requested it.
- 4.4 **RESOLVED** that the minutes of the meeting held on 20 July 2016 be deferred until the meeting on 30 November 2016, with the suggested amendments made.

5 Questions from Members of the Council

Councillor Odze raised a point of order under part 4.1, paragraph 3.2 of the Council’s constitution and stated that questions to Council were not in the requisition of the meeting. In response, the Speaker explained that the meeting had not been in the original calendar of meetings, however the agenda setting out the business to be considered which included questions to Council had been published within the 5 clear working day ruling. Mayor Glanville had also contacted the leaders of the opposition groups before scheduling the meeting, who had agreed to an extraordinary meeting.

- 5.1 From Cllr Abraham Jacobson to the Cabinet Member for Neighbourhoods, Transport and Parks:

“What is being done to increase residents’ participation in recycling so Hackney Council will meet the targeted 50% recycling rate by 2020?”

Response from Cllr Demirci

Councillor Demirci advised that Hackney had one of the most comprehensive recycling services in London including 3,500 communal food waste bins for blocks of flats and estates; over 100 banks for clothes and textiles; 520 recycling on the go bins and 15 collection points for electrical items and light bulbs.

Councillor Demirci informed Council that on average 85% of residents regularly put out recycling for collection. The spread of participation runs between 62% to 93% but there was scope for improvement particularly in Shoreditch,

Haggerston and Cazenove. Councillor Demirci explained that despite the achievements, Hackney together with many other inner London authorities had a lower recycling performance and 50% was an extremely difficult target to achieve and maintain for the North London Waste Authority as a whole. There were a number of key factors contributing to this including the fact that most estates and blocks were built before recycling services existed, with no space for separating and storing recycling. She added that the new estates being built complied with planning standards for recycling and waste management and physical improvement works were underway at various estates within the Borough.

In response to a supplementary question, Councillor Demirci agreed that there was more to be done to improve the level of recycling on estates within the Borough and advised that there were already a number of projects in place to help increase participation. She added that this was a problem across the inner London Boroughs and Hackney was leading on improvement projects.

- 5.2 From Cllr Sharon Patrick to the Cabinet Member for Housing Services:
“Could the Cabinet Member for Housing Services please let us know about the kitchen and bathroom work that is currently happening in Kings Park ward and what the future plans are?”

Response from Cllr McKenzie

Cllr McKenzie told Council that during the course of this municipal year the Council would be installing new kitchens and bathrooms on a number of Estates in the Borough. Chatsworth Estate was programmed for 2017/18, however this might be brought forward into the current financial year.

- 5.3 From Cllr Will Brett to the Cabinet Member for Planning, Business and Investment:
“To ask the Cabinet Member for Planning, Business and Investment how the recently published results of the consultation on Hackney’s evening and night-time economy will feed into the review of the licensing policy”.

Response from Cllr Nicholson

Councillor Nicholson explained that the Council had a duty to publish its Statement of Licensing Policy at least once every five years. Councillor Nicholson advised that the recent survey on the night-time economy was one of a series of activities that would be used to inform policy development. The survey had received 2,200 responses and was one of three studies, including a study of the cost/benefit of the night-time economy and a behavioural study of users of the night-time economy. The Licensing Policy would be reported to the Licensing Committee and was expected to be adopted at the end of 2017.

In response to a supplementary question, it was acknowledged that the feedback from the survey had determined that the Borough had a vibrant and varied night-time economy, which would be supported by the forthcoming Licensing Policy. Councillor Nicholson confirmed that the entertainment and music venue of Passings Clouds in Dalston had been approved as an asset of community value, which enabled more time for the current use to continue until such time that sufficient funds could be found to acquire the freehold of the venue.

5.4 From Cllr Kam Adams to the Cabinet member for Health and Social Care and Devolution:

“The Government announced £170 million cut in the funding of community pharmacies in England this year which would lead to closure of a quarter of our local pharmacies (45 down to 33) in Hackney. Could the Cabinet for Health, Social Care and Devolution tell us what the Council is planning to do to force the Government to rethink this plan and to ensure that the people of Hackney do not lose the vital access to medicines, healthcare advice, Public Health Services that we commission through Community Pharmacies such as Stop Smoking and Sexual Health Services, and employment that these pharmacies are providing?”

Response from Cllr McShane

Cllr McShane told Council that despite a signed petition in opposition to these savings there were to be cuts to community pharmacies and in the Health and Social Care system. He said that as a funding body Hackney continued to commission public health services through pharmacies including stopping smoking, the condom scheme, screening and treatment for chlamydia. He went on to state that a representative of community pharmacies was a member of the Council’s Health and Wellbeing Board, who made helpful contributions. He stated that the pharmacies in the Borough were busy and that the cuts to community pharmacies were a false economy for the NHS.

5.5 From Cllr Anna-Joy Rickard to the Cabinet Member for Energy, Sustainability and Community Services:

“Could the Cabinet Member for Energy, Sustainability and Community Services please tell us what the Council is doing to help residents to be more energy efficient and save money, and to be more environmentally friendly?”

Response from Cllr Burke

Councillor Burke stated that the fundamental aim of the Council’s work on energy efficiency was to reduce fuel poverty within the Borough. In the last 12 months the Council had replaced expensive and inefficient electric storage and immersion heater systems in nine blocks with modern lower energy use gas-fuelled communal systems. Additionally, two blocks have also had their old inefficient communal systems replaced with modern gas-fuelled ones.

Councillor Burke advised that the Council was currently planning to install a new gas-fuelled system for heating and hot water in Caliban Tower, which should benefit 54 households by 2017/18. Longer term, the Council aimed to eradicate, where possible, electricity as a heating source and improve thermal comfort to provide warm and dry homes on lower consumer running costs. He added that the Council was increasing the number of recycling points across its housing estates and was developing trials to better understand what provision for recycling residents preferred, which would be overseen by a programme board. The Council would also be providing secure bicycle storage across estates, as well as supporting the Mayor of London’s proposals for low or zero emissions on buses.

Councillor Rickard took the opportunity to congratulate Councillor Burke on his new cabinet position.

- 5.6 From Cllr Kennedy to the Cabinet Member for Housing Services:
“To thank the Cabinet Member for Housing Services for the new leaks protocol and to ask him if it will apply.”

Response from Cllr McKenzie

Cllr McKenzie confirmed that the leaks protocol applied to all leaks regardless of when they started. Tougher action was to be taken to reduce the damage to the Council’s buildings and residents’ homes. From 1 October this year, once all other routes were exhausted and as a last resort the Council would force entry into Council flats where the leak had originated in order to stop further damage. He said that Council would aim to stop all non-emergency leaks within five days of one being reported. In addition to the protocol a ‘Leaks Hub’ was being put in place inside the Case Management Team to deal with all ongoing leaks.

- 5.7 From Cllr James Peters to the Cabinet Member for Planning, Business and Investment:

“The Council committed in its 2015-16 Markets’ Strategy to take positive steps during the life of that strategy (and beyond) to reverse the recent downturn in fortunes of the Kingsland Waste market. Could the Cabinet Member for Planning, Business and Investment tell us if we have details of what those positive steps will be?”

Response from Cllr Nicholson

Councillor Nicholson took the opportunity to thank Councillors Demirci and Selman for the work they had already done in looking at the future of Kingsland Waste market. Councillor Nicholson stated that the Council’s ambition was to restart Kingsland Waste market, which had declined quite significantly over the years. The intention was to come forward over the coming year to explore what a new Kingsland Waste market would look like and what it would offer. Councillor Nicholson suggested it could become Hackney’s future ‘brocante’, flea market.

Councillor Nicholson advised that the Markets Service would consult on the type of market residents would value and use, plan for a successful re-launch and support a sustainable market.

6 Elected Mayor's Statement

- 6.1 Councillor Odze raised a point of order regarding part 4.1, paragraph 9.1 of the Council’s constitution, stating that the Mayor could only make a statement at ordinary meetings and it did not specify extraordinary meetings. In response, the Speaker confirmed that the Mayor’s Statement was included in the agenda for the meeting which had been circulated prior to the meeting and asked Mayor Glanville to proceed with his statement.
- 6.2 Mayor Glanville took the opportunity to thank everyone that had supported him in his campaign and informed Council that he had received 69% of the local residents’ votes and confirmed that he would be a Mayor for all residents of the Borough, making Hackney a place for everyone. Mayor Glanville advised that this was his first statement to Full Council as Hackney’s second directly elected Mayor and referred to the amazing legacy which former Mayor Pipe had left behind.

- 6.3 Mayor Glanville stated that the Council had come a long way over the last 15 years and he would work to protect everything that had been achieved so far including excellent council services, the best schools and public facilities, as well as strong council finances. Alongside that, the Mayor's priority would be to address the growing inequality in the Borough. As a Council it was recognised that, whilst the Borough had changed for the better, the unintended consequences of that change have had negative impacts. Hackney was experiencing rapid growth, both in its economy and population, which created major challenges as well as opportunities. Mayor Glanville stated that it was important to keep the community involved at every stage to encourage a feeling of community involvement.
- 6.4 Mayor Glanville thanked the newly appointed Deputy Mayor Bramble and introduced his newly appointed Cabinet Members which were diverse and reflected Hackney's communities, as follows:-

Cabinet Appointments

Councillor	Position
Cllr Anntoinette Bramble	Deputy Mayor (includes Children's Services portfolio)
Cllr Jonathan McShane	Health, Social Care and Devolution
Cllr Feryal Demirci	Neighbourhoods, Transport and Parks
Cllr Guy Nicholson	Planning, Business and Investment
Cllr Geoff Taylor	Finance and Corporate Services
Cllr Clayeon McKenzie	Housing Services
Cllr Jon Burke	Energy, Sustainability and Community Services
Cllr Caroline Selman	Community Safety and Enforcement
Cllr Carole Williams	Employment, Skills and Human Resources

Mayoral Adviser Appointments

Councillor	Position
Cllr Rebecca Rennison	Advice services and preventing homelessness
Cllr Sem Moema	Private renting and housing affordability

- 6.5 A copy of Mayor Glanville's Mayoral priorities was laid around the Chamber and these would shape what the Council did over the next two years.
- 6.6 Mayor Glanville stated that the Council had already achieved a lot in terms of building new Council homes and new shared ownership properties. He would continue to increase the Council's efforts, working with the new Mayor of

London to achieve more genuinely affordable housing for Hackney, including building the first 500 homes at the new London Living Rent.

- 6.7 Mayor Glanville would create 100 Hackney Council apprenticeships every year and expand the Council's Ways into Work service, to ensure that opportunities were provided for local people.
- 6.8 Mayor Glanville was looking forward to working with his new Cabinet, as well as the Council as a whole, and also thanked his husband Giles for all of his support.
- 6.9 Councillor Levy responded to the Mayor's statement on behalf of the Conservative Group and stated that it was a pleasure to be back in the Council Chamber. He congratulated Mayor Glanville on his election and looked forward to working with him, especially with the work surrounding the Stamford Hill Area Action Plan (AAP). He welcomed a more collaborative way of working.
- 6.10 Councillor Sharer responded to the Mayor's statement on behalf of the Liberal Democrat Group. Councillor Sharer also congratulated Mayor Glanville on his new appointment and also welcomed newly elected Councillor Conway to the Council. He recognised the concerns made by Mayor Glanville regarding social housing and looked forward to working with him in the future to tackle such challenges.
- 6.11 Councillors Patrick, Steinberger and Fajana-Thomas all extended their congratulations to Mayor Glanville, Deputy Mayor Bramble and the newly appointed Cabinet and Mayoral Advisers.
- 6.12 Councillor Burke referred to the inclusive education campaign launched by Mayor Glanville and Deputy Mayor Bramble and provided his support in pushing forward the need for comprehensive education as opposed to grammar schools, which he believed segregated pupils.
- 6.13 Mayor Glanville thanked the opposition group leaders for their responses and stated that he would ensure that there was a good working relationship between him and the other political parties, with the offer to meet with them on a regular basis. Mayor Glanville referred to the Stamford Hill AAP and explained that this project would be steered by Councillor Nicholson, addressing the need for an improved community infrastructure and a fully inclusive design process.
- 6.14 Mayor Glanville stressed the importance of recognising the benefits of a proper well-funded comprehensive school education, with schools within Hackney outperforming schools in other areas.

7 Report from Cabinet: Children's Social Care Bi-Annual Report

- 7.1 Deputy Mayor Bramble introduced the report giving an oversight of activities within Children's Social Care including performance updates. The report had also been considered by Hackney's Scrutiny Commission and Cabinet. Deputy Mayor Bramble outlined a number of developments and areas of note in the period April 2015 to March 2016 including:

- Hackney continued to have a lower number of children in care than comparable local authorities
 - Hackney achieved the best results in the country for 5 A-C GCSEs with English and Maths at 34.6 compared to a national average of 12% and was second in the country for performance in GCSEs at 38.5 % compared to the national average of 16.3%
 - 13% of Hackney's care leavers were in higher education, compared to 6% nationally, ranking Hackney 4th in the country
 - Work was being carried out in a more integrated way with the realignment of the Youth Offending Team
 - Recruitment of foster carers continued to be a priority for Children's Social Care. A priority within this was to ensure the right support for the assessment of foster cares and improved training offered for foster carers.
 - Ofsted results had been outstanding in relation to care leavers
- 7.2 Deputy Mayor Bramble told Council that she had recently observed an adoption in progress and witnessed the good support and encouragement that families received. She said that Children's Social Care had a statutory duty to respond to complaints about services offered to children and families and that there had been an increase in advocacy in relation to this. This provided an opportunity to learn about what was not working well in the service, implementing change and improving practice.
- 7.3 Councillor Odze confirmed that he had declared an interest in this item as his wife had been a social worker in Hackney. He told Council that he considered that the service had improved beyond recognition. He referred Council to section 7.2 of the report and the grammatical error in the penultimate line. He expressed concern at the need to go out of Borough to secure foster places.
- 7.4 Councillor Kennedy told Council that he had been delighted that the report had been considered by the Children and Young People's Scrutiny Commission.
- 7.5 Councillor Mulready congratulated Deputy Mayor Bramble on the improvements in Children's Social Care. She told Council that she had once been in care and emphasised the importance of housing and education and support to children coming out of care.
- 7.6 Deputy Mayor Bramble confirmed that much work went into supporting children in leaving care institutions. There was no room for complacency in this area. She said that good work in children's care and the positive experiences of children in care were celebrated and that the Council was proud of what had been achieved so far. Deputy Mayor Bramble had accompanied the Chief Executive on some of his Roadshows, setting out the vision for this area of work and thanking staff for their work.

RESOLVED that the Children's Social Care Bi-Annual Report be noted.

8 Report of the Mayor: Use of Special Urgency Provisions

- 8.1 The Director of Legal introduced the report and commended it to Council.

RESOLVED that the recent use of the special urgency provisions as set out in paragraph 4 of the report be noted.

9 Report of the Director of Legal: Changes to the Constitution - Mayoral Advisers

9.1 The Director of Legal introduced the report and commended it to Council.

9.2 Councillor Steinberger expressed concerns about the cost of the new executive arrangements with the appointment of Mayoral Advisers and questioned whether there was a budget in place for this. Mayor Glanville reassured Council that the members' allowances scheme allowed for 9 full-time Cabinet Members. There were currently 2 part-time Cabinet Members which, with the newly appointed Mayoral Advisers, was the equivalent of 9 full-time members. The proposals would be subject to a Members' Allowances report being reported to Council on 30 November.

9.3 Mayor Glanville added that given the challenges the Council faced, he believed it was right to have the new Mayoral Advisers in place.

RESOLVED that amendments to the Constitution as set out in the Schedule of Changes, attached at Appendix 1 to the report, be approved.

10 Standards Committee Annual Report 2015-16

10.1 Councillor Webb introduced the report and commended it to Council.

10.2 Councillor Steinberger responded to the report and stated that although there was still a Conservative Group vacancy on the Standards Committee, the Group was open to talks to discuss nominating a representative.

RESOLVED that the Standards Committee's Annual Report for 2015/16, as attached at Appendix 1, be noted.

11 Motions

a Education

11.1 Councillor Coban introduced the motion and stated that he had witnessed first-hand the transformation of the education system within the Borough. Councillor Coban informed Council that in 2003, 50% of residents chose to send their children to schools located outside the Borough. In the past decade this had dramatically changed following a £0.5billion investment in the schools within the Borough through the Building Schools for the Future, the Academies and other major schools building programmes. The Council had achieved the unthinkable in becoming one of the leading boroughs for education within the country and should be very proud of its achievements.

11.2 Councillor Coban believed that the Government's proposal to re-introduce the opening of new grammar schools would worsen social mobility and create segregation within the communities. He believed that comprehensive education was the best hope for the future of the Borough and stressed that every child matters.

- 11.3 Councillor Conway seconded the motion and shared her personal experience of schooling and knew the impact a poor education had on young people. Councillor Conway questioned an education where only the top percentage of pupils were pushed forward, which was not in line with the values of the Council. She added that Hackney was a great example of where good investment in comprehensive schools could achieve great results.
- 11.4 Councillor Burke commended the motion and stated that he was also against the re-introduction of grammar schools which he believed created segregation. He urged the Council to do all it could to protect children against the Government proposals.
- 11.5 Councillors Kennedy, Desmond and Etti all supported the motion and contributed to the debate. They recognised the great achievements made in education within the Borough and urged the Council to promote a more inclusive form of education for all young people.
- 11.6 Councillor Odze spoke in objection to the motion and highlighted the great achievements of the top 10 grammar schools within the country. Councillor Odze stated that the proposal by the Government introduced a fairer education system for everyone, providing more choice.
- 11.7 Mayor Glanville spoke in support of the motion and reiterated the importance of providing schools for all children.
- 11.8 Councillors Jacobson and Sharer did not support the motion and believed that grammar schools were a centre of excellence for all.
- 11.9 In response, Councillor Coban did not believe that grammar schools provided choice and stated that they were bound to achieve better results. He had been out in the Borough over the past few weeks campaigning and gaining signatures from residents against the proposal to re-introduce grammar schools.
- 11.10 Deputy Mayor Bramble responded to the motion. Deputy Mayor Bramble explained that the Council's schools were 1st for Key Stage 1 for reading and writing, 5th for KS2 results and 6th for the percentage of primary schools that had a good or outstanding Ofsted result. Deputy Mayor Bramble was committed to education and opposed the Government's funding cuts and proposed re-introduction of grammar schools. Deputy Mayor Bramble urged the Council to welcome the campaign and support the motion.

RESOLVED:

Hackney Council notes:

- Hackney has been an innovative leader for over a decade in education, transforming the educational opportunities for our children in Hackney.
- Working pragmatically within the academy model introduced by the last Labour government, £0.5 billion has been invested in our schools through the Building Schools for the Future, the Academies' and other major school building programmes, with every secondary and special school now rebuilt or

refurbished with better standards and significant improvements to the education environment in our primary school estate

- We celebrate the fantastic recent results achieved in Hackney's family of schools, with 67% of pupils getting 5 good A*–C GCSEs, including English and Math.
- The Government's proposal for re-introducing the opening of new grammar schools will have serious implications for children and young people in Hackney.
- The proposal by the government to re-introduce the opening of new grammar schools will worsen social mobility and re-introduce the terrible segregation abolished by the creation of comprehensive education in the 1960s Labour government.

We propose that the Council:

- Supports the 'inclusive education' campaign launched by our Mayor Philip Glanville and Deputy Mayor Anntoinette Bramble.
- Supports the Hackney approach of working with our local schools, teachers, parent governors and communities to continue building on the relationship between the council and communities in Hackney.
- Condemns proposed changes to the school national funding formula, which would impose a one-size-fits-all approach, stripping funding from inner city school and putting decades of improvements to London's school at risk.
- Backs an inclusive comprehensive education system, democratically accountable to local communities and protected from austerity.
- Resists the forced academisation of all schools and the abolition of parent governors.
- Opposes the expansion of Grammar schools and selective education.
- Works with other councils, trade unions, parents and governor groups to oppose the provisions in the White Paper.

For: Many

Against: 3 (Odze recorded vote at his request)

Abstentions: 2

12 Appointments to Committees and Commissions (standing item)

RESOLVED that the changes in membership of the following Committees and Commissions be approved, as set out below, for the 2016/17 Municipal Year:-

- The appointment of Kim Wright (Group Director Neighbourhoods and Housing) to the Health and Well Being Board be agreed.

Appointments Committee:

Mayor Philip Glanville
Councillor Anntoinette Bramble
Councillor Brian Bell
Councillor Robert Chapman
Councillor Christopher Kennedy

Audit Committee:

Councillor Brian Bell
Councillor Robert Chapman
Councillor Michelle Gregory
Councillor Sem Moema
Councillor Nick Sharman
Councillor Carole Williams

One Conservative Vacancy

Corporate Committee:

Councillor Will Brett
Councillor Barry Buitekant
Councillor Laura Bunt
Councillor Mete Coban
Councillor Susan Fajana-Thomas
Councillor Katie Hanson
Councillor Christopher Kennedy
Councillor Sally Mulready
Councillor M Can Ozsen
Councillor Clare Potter
Councillor Nick Sharman
Councillor Vincent Stops
Councillor Jessica Webb

Councillor Michael Levy
Councillor Ian Sharer

Licensing Committee:

Councillor Brian Bell
Councillor Barry Buitekant
Councillor Sophie Cameron
Councillor Sade Etti
Councillor Margaret Gordon
Councillor Christopher Kennedy
Councillor Richard Lufkin
Councillor Sharon Patrick
Councillor James Peters
Councillor Emma Plouviez
Councillor Ian Rathbone
Councillor Caroline Selman
Councillor Peter Snell

Councillor Steinberger
Councillor Jacobson

Pensions Committee:

Councillor Kam Adams
Councillor Rob Chapman
Councillor Feryal Demirci
Councillor Michael Desmond
Councillor Patrick Moule
Councillor Geoff Taylor

One Liberal Democrat Vacancy

Planning Sub-Committee:

Councillor Will Brett
Councillor Barry Buitekant
Councillor Susan Fajana-Thomas
Councillor Katie Hanson
Councillor Christopher Kennedy
Councillor M Can Ozsen
Councillor Vincent Stops

Councillor Michael Levy
Councillor Ian Sharer

Substitutes:

Councillor Brian Bell
Councillor Laura Bunt
Councillor Michael Desmond
Councillor Sem Moema
Councillor Clare Potter

Councillor Dawood Akhoon
Councillor Abraham Jacobson
Councillor Benzion Papier

Standards Committee:

Councillor Anntoinette Bramble
Councillor Katie Hanson
Councillor Ben Hayhurst
Councillor Clayeon McKenzie
Councillor Sally Mulready
Councillor Clare Potter
Councillor Jess Webb

One Conservative Vacancy
One Liberal Democrat Vacancy

Scrutiny Commissions

Children and Young People Scrutiny Commission:

Councillor Sophie Cameron
Councillor Sophie Conway
Councillor Tom Ebbutt
Councillor Margaret Gordon
Councillor Christopher Kennedy
Councillor Patrick Moule
Councillor M Can Ozsen
Councillor Tom Rahilly
Councillor Rosemary Sales

One Labour Vacancy
One Conservative Vacancy
Councillor Abraham Jacobson

Community Safety and Social Inclusion Scrutiny Commission:

Councillor Kam Adams
Councillor Soraya Adejare
Councillor Sophie Cameron
Councillor Mete Coban
Councillor Sade Etti
Councillor Richard Lufkin

One Liberal Democrat Vacancy

Governance and Resources Scrutiny Commission:

Councillor Susan Fajana-Thomas
Councillor Ned Hercock
Councillor Deniz Oguzkanli
Councillor James Peters
Councillor Anna-Joy Rickard
Councillor Nick Sharman

One Conservative Vacancy

Health in Hackney Scrutiny Commission:

Councillor Ben Hayhurst
Councillor Ann Munn
Councillor Sharon Patrick
Councillor James Peters
Councillor Clare Potter
Councillor Rosemary Sales
Councillor Peter Snell

One Conservative Vacancy

Living in Hackney Scrutiny Commission:

Councillor Kam Adams
Councillor Will Brett
Councillor Michelle Gregory
Councillor Sharon Patrick
Councillor Ian Rathbone
Councillor Vincent Stops

One Conservative Vacancy

Duration of the meeting: 7:00 – 9:05pm

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PROPOSED IN-YEAR CHANGES TO THE COUNCIL'S MEMBERS' ALLOWANCES SCHEME FOR 2016/17	
COUNCIL MEETING DATE 30 th November 2016	CLASSIFICATION: Open If exempt, the reason will be listed in the main body of this report.
WARD(S) AFFECTED All Wards	
Tim Shields, Chief Executive	

1. INTRODUCTION

- 1.1 The Council agreed its Members' Allowances Scheme for 2016/17 at its meeting on 20th July 2016.
- 1.2 Since then, Jules Pipe CBE resigned as Mayor of Hackney on 29th July to take up the role as Deputy Mayor of London and Philip Glanville was duly elected as Mayor of Hackney on 15th September.
- 1.3 As a directly elected Mayor, Mayor Glanville is legally permitted under the Local Government Act 2000 to appoint a Cabinet from the Council's elected membership and determine Cabinet Member portfolios. In addition to this a directly elected Mayor may also appoint other members as Advisers to support the work of the Mayor and Cabinet.
- 1.4 Mayor Glanville has decided to appoint two Mayoral Advisers. Councillor Rebecca Rennison has been appointed as Mayoral Adviser for Advice Services and Preventing Homelessness and Councillor Sem Moema as Mayoral Adviser for Private Renting and Housing Affordability. Both Councillors were appointed to Mayoral Adviser roles on 26th September 2016.
- 1.5 Whilst the directly elected Mayor has the authority to appoint Cabinet Members and Mayoral Advisers, decisions on remuneration via the Council's agreed Members' Allowances Scheme are reserved for Full Council.
- 1.6 As Mayoral Advisers are not included in the current Members' Allowances Scheme, Council Officers have approached Sir Rodney Brooke CBE DL as the Council's independent adviser on Members' Allowances to develop a report with recommendations on the proposed remuneration of Mayoral Advisers. Sir Rodney Brooke is also the Chair of London Council's Independent Remuneration Panel.
- 1.7 Sir Rodney Brooke has now finalised his report and this is appended for Council to consider.

2. RECOMMENDATIONS

Council is invited to:

- 2.1 Note the report of the Council's independent adviser on Members' Allowances.
- 2.2 Agree to include Mayoral Advisers in a revised Members' Allowances Scheme for 2016/17.

- 2.3 Agree the recommended Special Responsibility Allowance for the role of Mayoral Adviser is set at £14,963.06.

3. RELATED DECISIONS

- 3.1 The Council's Members' Allowances Scheme for 2016/17 was agreed by full Council on 20th July 2016. The related report can be found on the Council's website via the following link:

<http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=112&MIId=3800>

- 3.2 Prior to the above, the Council's Members Allowances Scheme was also substantially reviewed in 2015. The related report from the Council meeting of 22nd July 2015 can be found on the Council's website via the following link:

<http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=112&MIId=3227>

4. LEGAL COMMENTS

- 4.1 The legal framework for Members' allowances is established by section 18 of the Local Government and Housing Act 1989. This gave the Secretary of State the power to make regulations authorising or requiring local authorities to pay a basic allowance to each councillor and special responsibility allowances to councillors with special responsibilities.

- 4.2 The section was amended by section 99 of the Local Government Act 2000 to allow the Secretary of State to make regulations providing for the payment of pensions, allowances and gratuities to Members and the payment of carers allowances.

- 4.3 The current Regulations governing Members' Allowances are the Local Authorities (Members Allowances) (England) Regulations 2003. These provide that before a local authority makes or amends a scheme for Members' Allowances, it must have regard to the recommendations made to it by an independent remuneration panel.

- 4.4 There are three options open to a local authority. It can establish its own IRP; it can establish one jointly with other authorities or, in the case of London boroughs, it can make use of the recommendations from the IRP established by London Councils. An authority can, however, only use one IRP.

- 4.5 It is the duty of the IRP to produce a report making recommendations on the following:

(a) the responsibilities or duties in respect of which the following should be available:

- special responsibility allowance;
- travelling and subsistence allowance; and
- co-optees' allowance.

(b) the amount of such allowances and as to the amount of basic allowance;

(c) whether carers allowance should be payable to members of an authority, and as to the amount of such an allowance;

(d) whether, in the event that the scheme is amended at any time so as to affect an allowance payable for the year in which the amendment is made, payment of allowances may be backdated in accordance with regulations;

(e) whether adjustments to the level of allowances may be determined according to an index and if so which index and how long that index should apply, subject to a maximum of four years, before its application is reviewed;

4.6 A copy of the report must be sent to the authority in respect of which recommendations have been made. Its existence must be advertised in the local press and copies made available for inspection by the public.

4.7 The Council's obligation is to have regard to the recommendations of the IRP. It does not have a duty to follow them although it would need to have good reasons to justify departing from them.

5. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

5.1 The Members Allowance Scheme budget for 2016/17 is £1,282k. Mayor Glanville has appointed two Mayoral Advisers and both Councillors commenced their roles on 26 September 2016.

Sir Rodney Brooke has recommended to pay them a Special Responsibility Allowance for the role of £14,963.06. This would be a total of £29,926.12 for the two Mayoral Advisor roles. This additional cost will be met from existing base budget and will not result in a budget pressure for the Council.

Mr Tim Shields
Chief Executive

APPENDICES

Appendix 1: Report of the Council's Independent Adviser on Members Allowances

BACKGROUND PAPERS

No background papers have been relied upon the drafting of this report.

Covering Report Author:	Yinka Owa, Director of Legal 020 8356 6234 Yinka.Owa@hackney.gov.uk
Legal Comments	Yinka Owa, Director of Legal 020 8356 6234 Yinka.Owa@hackney.gov.uk
Comments of the Head of Finance & Resources	Jackie Moylan, Director of CACHF 020 8356 3032 jackie.moylan@hackney.gov.uk

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LONDON BOROUGH OF HACKNEY 2016

Members' Allowances Scheme - Mayoral Advisers

Report of Sir Rodney Brooke CBE DL

1. In 2015 I reviewed the Members' Allowances Scheme of the London Borough of Hackney, advising the Council on the application of the recommendations of the London Members' Allowances Panel to the Council's Scheme. The council accepted and implemented the recommendations in my report.
2. Following the resignation of Mayor Pipe on 29 July 2016, Councillor Philip Glanville was elected as Mayor on 15 September 2016. Mayor Glanville was the former portfolio holder for housing. The new Mayor wishes to adjust responsibilities within the authority. He has appointed three additional Cabinet members, one of whom is intended to be part-time. The new Cabinet members were appointed on 21 September 2016.
3. For different reasons (such as external employment) some Cabinet members do not give all their time to the Council. In Hackney Council there is a convention that Cabinet members who do not give all their time to the Council, will not claim the full Special Responsibility Allowance attaching to the post. The Cabinet member for Finance currently claims only 50% of the Cabinet members' special responsibility allowance. This seems to me a valuable convention. It does not form part of the Members' Allowances Scheme, but allows flexibility in the allocation of Cabinet portfolios and enables the Mayor to develop and make the best use of the available talents of councillors.
4. As well as the additional Cabinet members, the Mayor has appointed two Mayoral advisers. They assumed their duties on 26 September 2016. One adviser has responsibility for housing needs; rough sleeping; homelessness; refugees; advice services; and domestic abuse and intimate partner violence. The other has responsibility for private sector housing; housing affordability; and promoting shared ownership and other intermediate

products. The Mayor believes these roles to be essential because of the prevalence and acuteness of housing problems in the Borough.

5. The Mayoral advisers will not be Cabinet members and will not share in the collective decision-making of the Cabinet. However, they will assume direct responsibilities for their portfolios and will report direct to the Cabinet and to the Council in their own names. They will answer questions in Council. They will be required to participate in daytime meetings, reducing their eligibility for paid employment outside the Council. Although the roles are new, the responsibilities will no doubt increase over time. Their executive responsibility warrants a Special Responsibility Allowance. From discussions with the Mayor and Chief Executive, it seems that an appropriate comparator is the Special Responsibility Allowance of £14,963.06 paid to the Chair of the Pensions Committee.
6. The cost of the changes in administration can be contained within the existing budget for members' allowances.

Recommendation

A Special Responsibility Allowance of £14,963.06 be allocated to the role of Mayoral Adviser.

Rodney Brooke

24 October 2016



<p>2015/2016 ANNUAL REPORT OF THE CITY & HACKNEY SAFEGUARDING ADULTS BOARD</p> <p>KEY DECISION NO. CACH N22</p>	
<p>CABINET MEETING DATE 2016/17 31 October 2016</p> <p>COUNCIL MEETING DATE 2016/17 30 November 2016</p>	<p>CLASSIFICATION: Open</p> <p>If exempt, the reason will be listed in the main body of this report.</p>
<p>WARD(S) AFFECTED All Wards</p>	
<p>CABINET MEMBER Cllr McShane Health, Social Care and Devolution</p>	
<p>KEY DECISION Yes</p> <p>REASON Affects Two or More Wards</p>	
<p>GROUP DIRECTOR Kim Wright Neighbourhoods and Housing</p>	

1. CABINET MEMBER'S INTRODUCTION

- 1.1 The safeguarding of adults at risk of abuse and neglect in Hackney remains a key priority for Hackney Council and its partners and I welcome this annual report from the City & Hackney Safeguarding Adults Board (CHSAB).
- 1.2 The report sets out an appraisal of the Board's work and of adult safeguarding activity in Hackney and the City of London in 2015/16 and I endorse the ongoing ambition that Hackney continues its journey to excellence with its partners in respect of this critical area of work. I am pleased with the governance and business arrangements that the CHASB has put into effect since the implementation of the Care Act 2014 from 1 April 2015. I welcome the leadership that Dr Adi Cooper as brought to the partnership since being appointed as our independent chair in June 2015, the work of the new CHSAB business support team in managing and supporting the Board's operations across the boroughs, and the contributions of all partners to effective local adult safeguarding. I am confident that there are quality adult safeguarding arrangements in place in Hackney, under the stewardship of the Board and its partners, and that these arrangements and services will continue to safeguard adults at risk from abuse and harm while ensuring that the Council fulfils its new duties under the Care Act 2014.

2. GROUP DIRECTOR'S INTRODUCTION

- 2.1 The CHSAB annual report provides an outline and assessment of the work of the Board and the developments in local multi-agency adult safeguarding systems in 2014/2015, along with a statistical overview of key adult safeguarding activity in Hackney and the City of London. I am pleased with the ongoing development of the CHSAB as a key partnership body and with the progress that the CHSAB has made against its strategic objectives in its first year under the auspices of the Care Act 2014. This annual report is presented as a partnership document and is representative of the work carried out by statutory and other agencies in the City and Hackney to assist some of our most vulnerable residents to live free from abuse and neglect.

3. RECOMMENDATION(S)

Cabinet is recommended to:

Note and endorse the CHSAB Annual Report 2015/16 and recommend the report to the Council on 30 November 2016.

Council is recommended to:

Note and endorse the CHSAB Annual Report 2015/16.

4. REASONS FOR DECISION

This is in accordance with the established statutory guidance and governance arrangements of the CHSAB, which sets out that it reports annually to Hackney Council.

5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

N/A

6. BACKGROUND

6.1 The CHSAB is a partnership of statutory and non-statutory organisations representing health, care and support providers and the people who use those services across the City of London and the London Borough of Hackney. These partners include Hackney Council, Metropolitan Police, East London NHS Foundation Trust, London Fire Brigade, the Homerton University Hospital Foundation Trust, the City & Hackney Clinical Commissioning Group, Hackney Council for Voluntary Services, and Healthwatch Hackney. The work of the CHSAB is driven by its vision that in the City and Hackney 'People should be able to live a life free from harm in communities that are intolerant of abuse, work together to prevent abuse and know what to do when it happens'. The main objective for the Board, to achieve this vision, is to assure itself that effective local adult safeguarding arrangements are in place and that all partners act to help and protect people with care and support needs in the City and Hackney.

The Care Act 2014

6.2 The Care Act 2014, enacted on 1 April 2015, states that protection from abuse and neglect is integral to its central concept of a person's well-being. For the first time legislation sets out a clear statutory framework for how local authorities and other key partners, such as care providers, health services, housing providers and criminal justice agencies, should work together to protect an adult's right to live in safety, free from abuse and neglect.

6.3 Under section 43 of the Act, the CHSAB has three core duties that it must fulfil in achieving its main objective. These are:

- Develop and publish a Strategic Plan setting out how it will meet its objective
- Commission Safeguarding Adults Reviews (SARs) for any cases that meet the criteria for these reviews, under section 44 of the Act
- Publish an annual report detailing how effective its work has been

The annual report is provided in line with this core duty.

The Annual Report

6.4 The annual report is provided in line with the CHSAB's statutory duty (above). The report sets out:

- The CHSAB Strategic Plans for 2015/16 (p.22) and 2016/17 (p.24)
- The financial arrangements for the CHSAB (p.10)
- What the Board has achieved over the 2015/16 year, including
 - Commissioning Safeguarding Adults Review (SARs) (p.14)
 - Board Business Support (p.16)
 - Multi-agency learning and development (p.16)

- Public Consultation (p.17)
- Partner self-audits (p.20)
- Adult safeguarding activity data (p.25)
- How its partners have contributed to the work of the Board to promote effective adult safeguarding (p.32)
- Case examples (throughout the report)

7. KEY ACHIEVEMENTS

7.1 Members of the CHSAB reviewed the annual report, discussed their achievements during 2015/16 and contributed to the key messages outlined below:

- The CHSAB has continued to develop firm foundations in terms of organisational structure, policy development and process. 'Business as usual' continued, whilst at the same time partners implemented change to ensure full compliance with the Care Act 2014. The CHSAB adopted and implemented the revised Pan London Multi Agency Adult Safeguarding Policy and Procedures. We also consulted on the revised CHSAB Strategy.
- The CHSAB infrastructure was embedded: all the subgroups are now stable and functioning and contributing to delivering the CHSAB work streams. Partners are committed to attending meetings and taking an active role as members of the CHSAB and the sub-groups. Despite some local issues, the funding of the CHSAB and the development of the supporting business infrastructure has been very positive: CHSAB management and business support has been very effective supporting the CHSAB with more capacity to deliver its proprieties and work plans. Links with the Health & Wellbeing Boards have improved.
- The culture and approach of the CHSAB has improved and awareness of challenges in the CHSAB has assisted considerably in holding partners to account. It has also resulted in the CHSAB being better attended, partners are more engaged and there are a lot of more challenging discussions e.g. at the CHSAB Development Day.
- There is agreement in the CHSAB about targeting vulnerable and deprived areas to raise awareness of safeguarding adults, and finding ways to build links into different communities. The role of the CHSAB has been publicised in the voluntary sector, through consultation on the strategy for example, and building on the understanding of the Care Act. This is contributing to raising public awareness of adult safeguarding and understanding of how to report concerns.
- There was an increased focus on hearing the voice of people experiencing adult safeguarding activity, through work on the

'Making Safeguarding Personal' approach. Some partners had done work with staff on this area through training and development activity.

- The CHSAB is committed to ongoing learning and there has been a great deal of learning lessons arising from the SARs. In particular members wanted to ensure that the learning from the SARs results in change and improvement e.g. regarding working with people who self-neglect. The CHSAB is developing and testing processes to be able to be assured that SARs have the desired impact, improvement strategies are implemented and there is appropriate learning.
- There have been improvements in partnership working, such as through the high risk panel set up as part of the work on self-neglect; and closer working regarding domestic abuse.
- Training continued to be a priority and there were developments around joint training and prioritised training for the voluntary sector.
- There was an emphasis on increased staff awareness and embedding the knowledge of the Mental Capacity Act, and application of MCA/DOLS effectively and successfully.

7.2 For further details of the key achievements during 2015/16 please see pages 12 to 31 of the annual report, followed by contributions from the board partners setting out how they have contributed to the work of the CHSAB and the ongoing improvement of local safeguarding arrangements from pages 32 to 89.

7.3 CHSAB members also discussed the key challenges moving forward, which included:

- There was an emphasis on increased staff awareness and embedding the knowledge of the Mental Capacity Act, and application of MCA/DOLS effectively and successfully
- Building on momentum of the previous year's activities
- Gaining collective 'buy-in' to changes in safeguarding practice
- Being able to demonstrate changes in practice resulting from implementing recommendations arising from SARs and demonstrating a culture of learning
- Ensuring that the Making Safeguarding Personal is embraced by ALL CHSAB partners
- Recognising the funding pressures for partners as this will remain a huge challenge for the CHSAB

8. SAFEGUARDING ADULTS REVIEWS (SARS)

8.1 The CHSAB instigated three new SARs this year and at year-end was considering another referred case. One SAR that the Board had commissioned in the previous year continued to run its course throughout the 2015/16 year. None of the four SARs completed their processes before the end of March 2016. It is anticipated that all these SARs will complete and deliver overview reports in the 2016/17 year.

9. KEY HACKNEY ADULT SAFEGUARDING ACTIVITY DATA 2015/16

9.1 The report presents key data regarding adult safeguarding activity in Hackney (and the City of London, pages 25 - 31). Hackney received 661 safeguarding concerns (formerly known as 'alerts') in the year, slightly fewer than 672 in 2014/15. Concerns remain at a high level compared to five years ago (405 in 2010/11), although the trend of an increasing number of reported concerns year-on-year prior to this period has continued to be stable.

9.2 Of those 661 concerns, 404 were not considered to be safeguarding issues, 257 were investigated and 214 of those investigations were completed in the 2015/16 year, with 43 ongoing at year end. The completed investigations indicated that the highest prevalence types of abuse in Hackney were cases of Neglect/Acts of Omission (31%) and Financial/Material Abuse (27%). Of the completed investigations, 37% of the concerns were found to be Inconclusive, 26% Not Substantiated, 23% Substantiated and 14% Partially Substantiated (the investigation was closed in <1% of the cases). This is broadly in line with the previous year.

9.3 77% of the concerns were reported to take place in the person's own home. In 68% of the concerns the person alleged to have caused harm was known to the person at risk, an increase from 58% in the previous year. There was a slight decrease in the number of recorded concerns where the person alleged to have caused harm was identified as social care support staff or as some unknown to the person, 16% down from 18% in the previous year.

9.4 As with last year, there is a notably greater proportion of members of people identifying with a Black or Black British ethnic group who are using social care services compared to the proportion of the same community who are the subject of safeguarding investigations (p. 26).

9.5 Adult social care services now work with a higher proportion of people identifying with a White ethnic group clients compared to last year. This year sees the proportion of such people who are the subject of safeguarding investigation is more in line with the proportion of people using social care services.

10. KEY HACKNEY DEPRIVATION OF LIBERTY SAFEGUARDS DATA 2015/16

10.1 Caring for people with complex needs and cognitive impairments may sometimes require a restriction of their freedom in their best interests. A high level of restriction can amount to a deprivation of their liberty under Article 5 of

the European Convention on Human Rights. Such a deprivation can only take place legally if it is properly authorised in accordance with the Deprivation of Liberty Safeguards (DoLS) amendments to the Mental Capacity Act 2005, or by the Court of Protection. The Safeguarding Adults & DoLS Team fulfils Hackney's role as "supervisory body" under the DoLS, responsible for receiving authorising applications for deprivations of liberty of people residing in care homes or hospitals when the relevant criteria are met. The report presents some key data regarding the management of these safeguards by Hackney (p.27).

- 10.2 The supervisory body continued to promote a person-centred, human rights-based approach to ensure that people who use services are not exposed to unacceptable risks. The team also appointed Independent Mental Capacity Advocates to support people through the assessment process and sometimes when the authorisation is in place, if they do not have any family or friends who can take on this role.
- 10.3 In 2015/16 there were 682 applications for deprivations of liberty made to the Team. This was a 98% increase compared to the 344 applications received in the 2014/15 year. Of these applications, 82 were withdrawn, 61 were not granted, 31 were not signed off at the time of reporting, and 508 were granted. This increase continues the trend experienced from 2013/14, when there were only 23 applications were received, of which 13 were authorised. Currently the DoLS service is operating at full strength and cost, with no waiting list, and 95% of DoLS authorisations were completed within the statutory timeframe. This is a very high level of performance compared to the national picture. Data published by the Health & Social Care Information Centre revealed that nationally 41% of the DOLS applications made within 2014-15 had not been signed off by 31 March 2015 and it is likely that the national situation will have worsened in the following year.
- 10.4 The considerable increase in DoLS applications was predicted last year following the Supreme Court's judgment in the "Cheshire West" case in March 2014. The estimated additional cost of meeting the Council's duties in respect of DoLS is £300K per year. This cost pressure has been included within the Council's Medium Term Planning Forecast and will be addressed as part of the Council's budget development process for 2017/18. The costs for 2016/17 are being met from reserves available for Adult Social Care.
- 10.5 The London Borough of Hackney and the City of London were required to report to the CHSAB periodically on their DoLS work so that the partnership could monitor and be assured that the supervisory bodies were continuing to promote and safeguard people's rights and appropriate care.

11. PRIORITIES FOR 2016/17

- 11.1 The CHSAB has identified the following areas for development in 2016/17, as set out in the its next annual plan. The priorities were informed by the CHSAB's public consultation (see 'Consultations' below):

The CHSAB will raise awareness of adult safeguarding and together will learn from experience

- CHSAB members engage with local communities and the community and voluntary sector
- Develop a model for ongoing user engagement with the CHSAB
- Promote learning from everyday practice.
- Inform the work of the CHSAB with service user feedback about the safeguarding service
- Implement Safeguarding Adults Reviews action plans, and the CHSAB monitor the impact of SAR learning
- Influence services with learning from Serious Case Reviews and Domestic Homicide Reviews
- Establish an effective CHSAB Communications Strategy

The CHSAB will promote a fair and open culture

- Embed safeguarding into contracts to ensure that quality and safeguarding issues are monitored
- Safeguarding audits provide assurance to the CHSAB of improvements in practice
- Ensure safe and transparent processes for sharing concerns about safeguarding practice are in place

The CHSAB will understand how effective adult safeguarding is across the communities we work with

- Agree, test and review regularly a framework for adult safeguarding activity and trend data, so that emerging risks are identified and local responses influenced accordingly
- Improve understanding of local communities and needs – to be developed with better information
- Work with other Boards to address cross cutting issues, including the 'Think Family' approach

Improve the competency of all those involved in adult safeguarding

- Establish a multi-agency training programme informed by the CHSAB priorities
- Embed the Making Safeguarding Personal approach in practice across the partnership
- Establish agreed minimum standards for supervision of safeguarding practice across the partnership

12. ENGAGEMENT & INVOLVEMENT

12.1 The CHSAB partnership has continued develop how it engages and involves representatives from the communities with whom it works as well as services working with those communities. The CHSAB continues to benefit from representation from the Older Persons Reference Group and an Expert by Experience who uses local services is a member of the CHSAB's Communication & Engagement sub-group. The CHSAB is also building on good relationships with the local Healthwatch Hackney and Healthwatch City

of London branches, with representatives from both now attending full Board meetings.

- 12.2 The CHSAB continued to develop effective ways of engaging with the community and services working across Hackney and the City of London to raise awareness about abuse and neglect of adults at risk. The CHSAB's public consultation on its strategic principles and priorities was a significant aspect of this engagement (see 'Consultations' below for more information about this).
- 12.3 The CHSAB has particularly benefited from the support and involvement of Hackney CVS, which facilitated the significant involvement of both community services and people who use services locally in the CHSAB's public consultation. Hackney CVS have helped to establish a link of dialogue between Hackney CVS representatives have actively participated in CHSAB meetings as well as the Board's SAR, Training & Development and Communication & Engagement sub-groups. The Hackney CVS lead for safeguarding currently chairs the latter.
- 12.4 In 2014/15 the CHSAB in conjunction with Hackney Council provided training on adult safeguarding issues free of charge to 528 individuals from a range of organisations working with or representing adults at risk and their carers across Hackney and the City of London. The CHSAB was mindful to ensure that training was held in a variety of venues (such as hosted by Hackney Council, Hackney CVS and the City of London Corporation) to promote good local attendance. The training sessions covered a range of topics: safeguarding adults awareness, domestic violence, modern slavery, coercion & emotional abuse, self-neglect & hoarding, train the trainer training for CVS services, and adult safeguarding lead training for CVS services.

13. EQUALITY IMPACT ASSESSMENT

- 13.1 The report highlights equality considerations in terms of the ethnicity of people who are the subject of a safeguarding concern that was reported to the given social services, in line with the yearly statutory reporting requirements of local authorities. See 'Key Hackney Adult Safeguarding Activity Data 2015/16' above.
- 13.2 The CHSAB's three month public consultation in 2015/16 (see 'Consultations' below) provided a profile of the people who responded to the consultation's questionnaire, which is broadly in line with the ethnicity data noted above:

The majority of respondents 73.3% (44), were Hackney residents, while only 1 identified as a City of London resident. Those who indicated that they lived within Hackney were asked to provide their partial post code. Most respondents from within Hackney listed N16 as their postcode 21.7% (13) followed by 18.3% (11), who listed E5 as their postcode. One respondent from the City of London responded to the consultation.

The majority of respondents were female 61.7% (37). 26.7% (16) were male, while 11.7% (7) did not answer. 71.7% (43) of the respondents said they were heterosexual, followed by 1.7% (1) who said they were bisexual and 1.7% (1) who said they were a lesbian or gay woman. The highest proportion of respondents 25.0% (15) were in the 65-84 age group. This was followed by respondents in the 45-54 and 55-64 age groups (both 21.7%, 13 each).

51.7% (31) of the respondents gave their ethnicity as White or White British, followed by 23.3% (14) who gave their ethnicity as Black or Black British. The remaining respondents are from various minority ethnic groups. 68.3% (41) of the respondents said that they did not have a disability, while 21.7% (13) said they did. The highest proportion of respondents 50.0% (30) indicated that they held Christian beliefs, followed by those who stated having no religion 28.3% (17).

The CHSAB will use the data from the local authority's statutory reporting and from the consultation to inform how it delivers on its 2016/17 strategic plan.

14. SUSTAINABILITY

None.

15. CONSULTATIONS

15.1 The CHSAB ran a significant public consultation from 23 October 2015 to 15 January 2016 to involve the community, statutory and non-statutory providers, including Hackney Healthwatch and City of London Healthwatch, in the development of the Board's Five Year strategy. This strategy will lead the development of the CHSAB's annual strategic plans over the coming years. The consultation set out four key local principles that the CHSAB had suggested and five strategic aims that the CHSAB should look to achieve in realising its main objective. People were asked for their views and suggestions about the principles and aims and what action they thought the CHSAB should take.

This process enabled the CHSAB to fulfil its statutory obligation under schedule 2 of the Care Act 2014 to prepare its annual strategic plan in consultation with local Healthwatch organisations and the communities in its areas.

15.2 People were consulted through a variety of media and forums such as: a dedicated Citizen Space consultation webpage online; printable and easy read version questionnaires; distribution of hard copy questionnaires; local press; Hackney Council staff communication processes; #OurDay tweets; partner and community service provider newsletters; nearly 50 specific agencies and forums approached to help publicise the consultation; attending existing forums and specifically arranged events (with the welcome support of Hackney CVS) to engage providers and members of the community; attending *The Big Do* for people with learning disabilities; presenting at the Older People Reference Group's annual conference; presenting and

workshopping at a City of London's *Safer in the City* event, etc. There were 60 individual questionnaire responses on paper and online. These responses were reviewed in conjunction with aggregated feedback from a number of consultation forums that also provided rich feedback from over 250 attendees.

15.3 Overall, 77% of people who responded in the consultation thought that the principles suggested were the right ones for the CHSAB and its local work. The CHSAB amended the wording of some principles based on the instrumental responses received:

- *'We will raise awareness of adult safeguarding and together will learn from experience'*
- *'We will promote a fair and open culture'*
- *'We will understand how effective adult safeguarding is across the communities we work with'*
- *'Improve the competency of all those involved in adult safeguarding'*

These principles will underpin the CHSAB's work in 2016/17.

15.4 Again 77% of respondents overall also thought that the strategic aims that the CHSAB had suggested were the right ones on which the partnership should focus. The CHSAB has used this understanding to develop its annual strategic priorities for 2016/17 (see 'Priorities for 2016/17' above).

15.5 The consultation also identified the following key messages below, both from the questionnaires received and from the people who contributed to the face-to-face consultation events and forums:

- *Engagement with the community & providers*
CHSAB partners and statutory agencies attend CVS and community forums
- *More 'presence' in the City*
Develop a CVS network in the City
- *Disconnect from professionals / the professional process*
Statutory agencies communicate back to people raising safeguarding concerns, who feel respected
- *Raise awareness of abuse and neglect*
People in the community learn about safeguarding
CHSAB website
- *Learning & development*
Multi-Agency training opportunities, especially for CVS services, members of the community and people who provide services

The CHSAB has also taken these key messages into account when devising its 2016/17 priorities.

16. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

16.1 The CHSAB was funded via partner contributions during 2015/16. Income commitments were received and assigned towards delivery costs for CHSAB priorities.

16.2 The table below sets out Income and Expenditure position for 2015/16 and projections for 2016/17. A surplus of £103,000 was generated in 2015/16, the first year of the new board, and was carried forward into the following financial year. The surplus reflected delays with appointing a support team for the Board.

City and Hackney Safeguarding Adult Board	2015/16 Outturn £	2016/17 Forecast £
Income from partner contributions:	(176,739)	(195,250)
Staff	59,390	125,465
Independent Chair	11,113	18,000
Safeguarding Adult Reviews		12,500
Operative Costs (Training & Communications)	2,747	35,000
	73,248.94	190,965
Net Surplus	(103,490)	(4,285)

16.3 The above expenditure breakdown represents direct costs in respect of Board responsibilities and these are expected to continue into 2016/17 financial year. Net surplus from 2015/16 is committed towards 2016/17 planned expenditure.

16.4 Income projection for 2016/17 assumes all contributions will be received as there is confirmation from some partners with a few others yet to be verified. Finance support to the Board will continue to ensure expenditure reporting in 2016/17 is managed effectively alongside Partner expectations and responsibilities.

17. COMMENTS OF THE DIRECTOR OF LEGAL

17.1 The Care Act 2014 (s.43) establishes three core duties for Safeguarding Boards. The Board must:

- Publish a strategic plan for each financial year that sets out how it will meet its main objectives and what the members will do to achieve this. The plan needs to be developed with local community involvement and in consultation with local Healthwatch organisations.
- Conduct any Safeguarding Adults Reviews as may be required.
- Publish an annual report detailing what the SAB has done during the year to achieve our main objectives and implement its strategic plan.

This annual report is provided in line with this requirement.

17.2 In relation to DoLS, this is an area which is still receiving a great deal of attention and will continue so for the foreseeable future. The Government Statistical service has reported in its official statistics report dated 28th September 2016 that, 'overall 195,840 DoLS applications were reported as having been received by councils during 2015-16. This is the most since the DoLS were introduced in 2009 and represents 454 DoLS applications received per 100,000 adults in England'. This official statistics report provides the finding from the Mental Capacity Act 2005, Deprivation of Liberty Safeguards (DoLS) data collection for the period 1 April 2015 to 31st March 2016.

17.3 The Law Commission is currently reviewing the law relating to DoLS. Its initial conclusion, announced in May 2016, is that the problems underlying DoLS can be resolved only by wholesale replacement of the system and reform of the law. A final report with recommendations and a draft Bill is expected in December 2016. This will need to be considered in detail when it is published to assess its impact on the local authority and to follow its progress to Royal assent being given.

APPENDIX

Appendix 1- City & Hackney Safeguarding Adults Board Annual Report
2015/16

BACKGROUND PAPERS

None.

Report Author	Paul Griffiths 020 8356 7338 paul.griffiths@hackney.gov.uk
Comments of the Group Director of Finance and Resources	James Newman 020 8356 5154 james.newman@hackney.gov.uk
Comments of Director of Legal	Dawn Carter-McDonald 020 8356 4817 dawn.carter-mcdonald@hackney.gov.uk

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Annual Report 2015 - 2016

People should be able to live a life free from harm in communities that are intolerant of abuse, work together to prevent abuse and know what to do when it happens



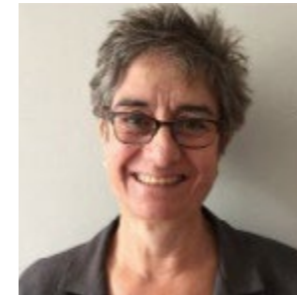
City and Hackney
Clinical Commissioning Group



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Message from the Independent Chair



I am very pleased to introduce the Annual Report for the City and Hackney Safeguarding Adults Board 2015/16, covering the first year of operation under the Care Act 2014. This is also my first year as the Independent Chair and I am very grateful to all partners for their welcome to me in this role, and their ongoing support. The partnership has grown, developed and strengthened over this year, as is reflected in the Annual Report.

I think that, as a Safeguarding Adults Board, we have responded to the new demands of statutory status very positively. We have established new sub-groups to ensure that challenges of the new duties can be met, such as undertaking Safeguarding Adults Reviews. This sub-group has been working very well, overseeing a range of initiatives and responses described in the body of this report. Additionally, progress has been made in terms of ensuring that the work of the Board is accountable to local people, through the recently established Communication & Engagement sub-group. I am very committed to the work of the Board being informed by the views of the communities we serve so I am pleased that we were able to speak with so many people through our public consultation events and the meetings attended to talk about the Board's draft Safeguarding Adults Strategy. We were able to hear their views and include their ideas in the work to revise the strategy and plans. I know that safeguarding remains a word that most people don't understand and it is our collective responsibility to make it comprehensible, and to ensure that safeguarding services can be accessible, so that those citizens who most need our support can access it.

We have also addressed new responsibilities included under the safeguarding part of the Care Act, for example to safeguard and work with people who self-neglect or hoard. This has been a specific priority this year and we have developed and piloted new multi-agency ways of working to help support people better. This is an area where we still have more to learn from the outcomes of Safeguarding Adults Reviews on how to improve our approach and work more effectively.

This Report is important because it shows what the Board aimed to achieve on behalf of the residents of the City and Hackney during 2015/16, both as a partnership and through the work of its participating partners. It shows that we have an ambitious agenda and what we have been able to achieve, as well as those elements that we still need to do.

Cont.

The Report provides a picture of who is safeguarded in City and Hackney, in what circumstance and why. This helps us to know what we should be focussing on for the future and so the Report includes our next Strategic Plan priorities for 2016/17.

I am very mindful of the pressures on partners in terms of resources and capacity so want to thank all partners and those who have engaged in the work of the Board, for their time and effort. In particular, I would like to thank Paul Griffiths as the Board Manager and Jayde Maynard as the Business Support Officer, who started in 2015, for their work, which has made such a significant impact in helping the Board deliver its aims and objectives.

I know that there is a great deal that we need and want to do to reduce the risks of abuse and neglect in our communities and support people who are most vulnerable to these risks. This is a journey that we are all making together, and I look forward to continuing to chair the partnership in the next year to continue on this journey.

Dr Adi Cooper, OBE

About the City & Hackney Safeguarding Adults Board

Who we are

The City & Hackney Safeguarding Adults Board (CHSAB) is a partnership of statutory and non-statutory organisations, representing health, care and support providers and the people who use those services across the City of London and the London Borough of Hackney.

The work of the Board is driven by its vision that in the City and Hackney:

People should be able to live a life free from harm in communities that are intolerant of abuse, work together to prevent abuse and know what to do when it happens

The main objective for the Board, to achieve this vision, is to assure itself that effective local adult safeguarding arrangements are in place and that all partners act to help and protect people with care and support needs in the City and Hackney.

The CHSAB has three core duties under the Care Act 2014 that it must fulfil in achieving its main objective:

- develop and publish a Strategic Plan setting out how it will meet its objective and how its partners will contribute to this
- publish an Annual Report detailing how effective their work has been
- commission Safeguarding Adults Reviews (SARs) for any cases that meet the criteria for these reviews

This Annual Report give details of our Strategic Plans for 2015/16 and 2016/17, sets out how effective the CHSAB has been over the 2015/16 year, provides detail on the SARs that it has commissioned, and describes how its partners have contributed to the work of the Board to promote effective adult safeguarding.

Our Principles

The CHSAB had proposed that four local principles should underpin all its work to achieve its main objective in the 2015/16 year. These principles have been:



These principles informed and structured our Five Year Strategy and Annual Plan. In the 2015/16 year we consulted with people living in the City and Hackney about these principles and our Strategy. You can find more information about this consultation and what people told us later in this report.

The principles of the CHSAB complement and promote the six statutory principles of Adult Safeguarding set out in statutory guidance:

- | | |
|------------------------|-----------------------|
| Empowerment | Protection |
| Prevention | Partnership |
| Proportionality | Accountability |

Governance

The CHSAB partnership consists of representation from:

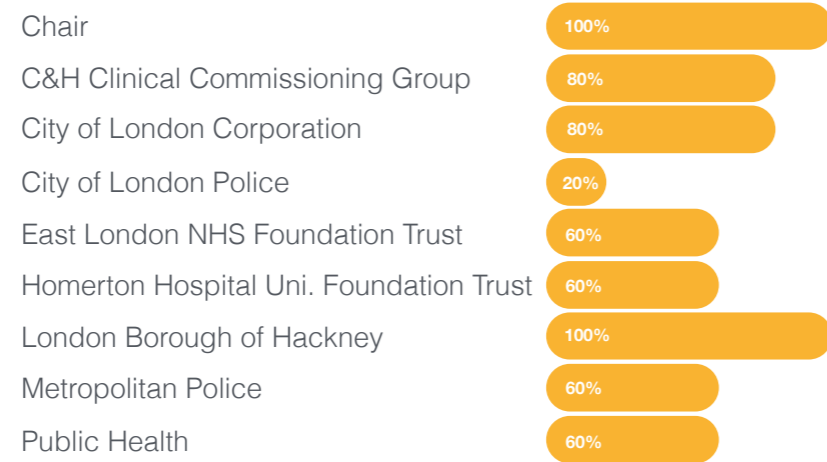
- City of London Corporation
- London Fire Brigade
- London Borough of Hackney
- London Ambulance Service
- City and Hackney Clinical Commissioning Group
- Care Quality Commission
- East London NHS Foundation Trust
- Barts Health NHS Trust
- Homerton University Hospital NHS Foundation Trust
- National Probation Service
- City & Hackney Older People Reference Group
- Hackney Healthwatch
- Metropolitan Police Service
- City of London Healthwatch
- Hackney CVS
- City of London Police

Dr Adi Cooper OBE became the Board's new independent chair in June 2015, taking over from Dr Fran Pearson who was the previous independent chair.

The full CHSAB partnership met on a quarterly basis during the 2015/16 year, including at a special Development ½ Day in February 2016. Partners' attendance at these sessions was:



The work of the CHSAB is supported by the CHSAB Executive Group. This Group consists of senior managers from some of the key partner agencies of the Board. The Executive Group meets regularly in between the full CHSAB's quarterly sessions and is also chaired by Dr Cooper. Members of the Executive Group chair the CHSAB's sub-groups. Partner attendance at these Executive Group sessions was:



You can find more details regarding CHSAB meeting attendance in Appendix 1.

The City of London Adult Safeguarding Sub-Committee consists specifically of agencies working in the Square Mile. The Sub-Committee provides a clear recognition of and focus on safeguarding arrangements in the City, enables communication with the full CHSAB and is a means of developing a City-focused adult safeguarding in line with the CHSAB's priorities. It was agreed in 2015/16 that Dr Cooper would assume the chairship of the Sub-Committee in the 2016/17 year.

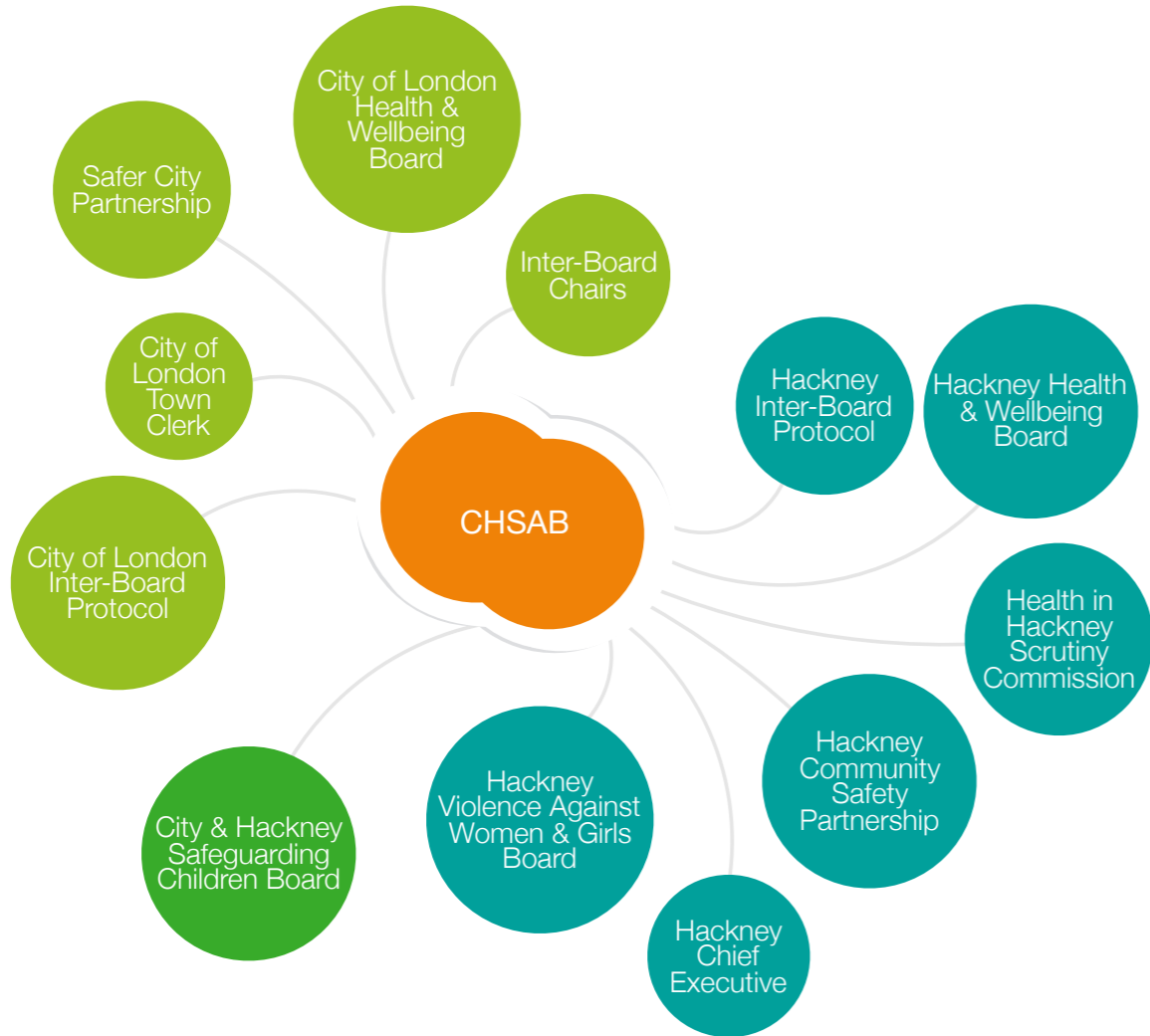
The CHSAB has established a number of multi-agency sub-groups to help it deliver on its objective and annual priorities. These are considered in more detail the '2015-2016 - What We Have Done' section below.

Our overall structure is illustrated below:



Our Strategic Links

The CHSAB has links with the following partnerships, agents and boards also working with communities in the City of London and Hackney as described in the figure below. We have continued to develop our relationships with these local strategic bodies. This enables the Board to help ensure that local arrangements are working to support people with care and support needs from the experiences or risk of abuse and neglect.



This year we have worked to ensure that our new annual strategic plan promotes joint-working with the City & Hackney Safeguarding Children Board.

Case Study

Making a difference: working in partnership

Mrs H is an 84 year old woman with mild dementia who lived with the two adult sons of her deceased partner. The sons owned the home. One of the sons, Mr D, is known to mental health services, the other son, Mr J, was alleged by Mrs H to physically, financially and emotionally abuse her. Mrs H appeared scared of Mr J and Mr J would not allow the social worker or other professionals into the house. It was hard for the social worker to contact Mrs H but she met her several times at the GP surgery and Mrs H was very upset about her situation, crying and holding onto the social worker. However, she said that she did not want the police to be informed and did not feel able to go to the alternative accommodation that the social worker offered. Mrs H was assessed as having capacity to make a decision about where she lived. This situation continued for several months and a multi-agency concern was expressed at the community MARAC about the level of risk to Mrs H. As a result of this risk assessment, a multi-agency decision was made to override Mrs H's wish for the police not to be contacted and a plan was made that the social worker would meet with Mrs H at the GP surgery and attempt to persuade her to move immediately to Housing with Care accommodation. At the same time, the police would go to the home and arrest Mr J. Mrs H agreed to move and was assisted to do so by the social worker. It is reported by the social worker that the move has been successful. Mr J was arrested and released on bail. He has not approached Mrs H subsequently.

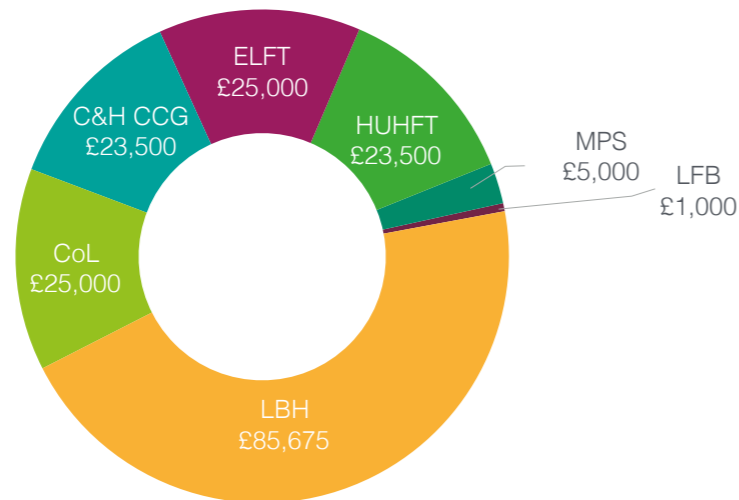
This case provides an example of the difficulties of decision making that is based on Making Safeguarding Personal principles when the adult at risk has capacity to make decisions about their welfare and does not wish for any intervention but there is a significant level of risk to the person. In this case, the social worker worked with Mrs H for some time to build rapport and try to persuade her to move and agree to police intervention. However, the multi-agency consensus was that at a certain point an intervention was required that had not been agreed to by Mrs H. This situation was further complicated by the difficulty in contacting Mrs H who did not have access to a 'phone. There was a positive outcome to this case as Mrs H has identified as being happy to have moved and risk of abuse have been minimised. The positive outcomes were achieved even though actions were taken that Mrs H had not consented to and Mrs H was protected from further abuse.

Financial Arrangements

Funding

This year the CHSAB received total funding of £188,675, detailed in the figure below. Five key statutory agencies had agreed to contribute financially to the CHSAB's operating budget before the year began. The Homerton University Hospital Foundation Trust and the City and Hackney Clinical Commissioning Group each contributed £23,500 (12.5%). The East London NHS Foundation Trust and the City of London Corporation both contributed £25,000 (13.2%). The London Borough of Hackney was the major financial contributor to the CHSAB, providing £85,675 (45.4%). This ensured that the Board was prepared to meet its new statutory requirements and enabled the formation of a new CHSAB Business Support Team to support the partnership to meet its obligations.

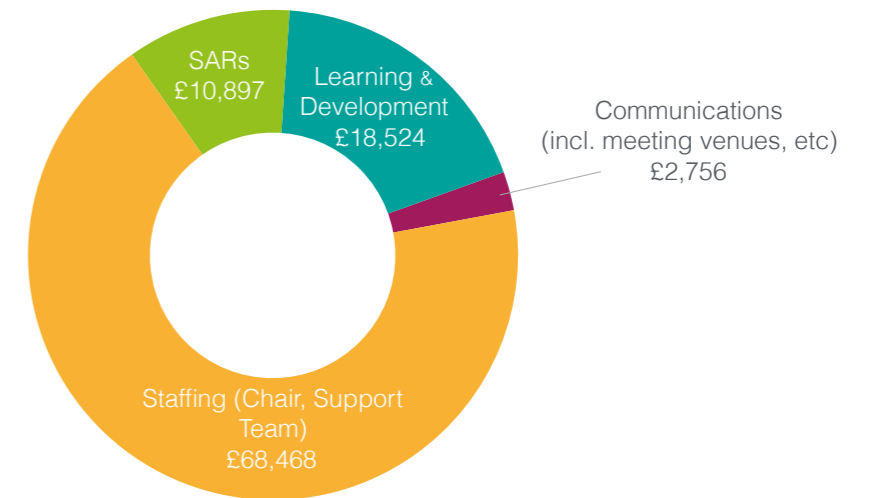
In the last quarter of the 2015/16 we were pleased to receive further contributions from the London Fire Service (£1,000, 0.5%) and the London Metropolitan Police Service (£5,000, 2.7%). Other partners have contributed with their time and commitment to the Board's work and by providing access to resources such as meeting venues, conferences, etc.



We recognise that such a funding arrangement does not necessarily reflect the multi-agency constitution of the Board or the partnership working that is required of effective adult safeguarding arrangements across our communities. This can be better promoted and secured by financial contributions from across the partnership, so we will be asking more partners to contribute financially for the 2016-2017 year.


Expenditure

The figure below indicates 2015/16 CHSAB expenditure. Staffing costs, comprising of the independent chair and the CHSAB Business Support Team, make up the majority of expenditure, followed the Board's funding of multi-agency training opportunities and then the costs incurred from SARs that have been instigated this year. Overall, there was an underspend for this financial year, largely due to the CHSAB Business Support Team not being recruited and in post until quarter 3 of the financial year.



2015 - 2016: What we have done

Safeguarding Adults Boards have operated on a statutory footing for the first time under the Care Act 2014 from 1 April 2015. Building on its previous preparations for the incoming legislation, this year the CHSAB undertook significant work to ensure that it fulfilled its statutory responsibilities and established a firm platform for continuing to do so. This work has included:

-  Reviewing and strengthening the Board's sub-groups
-  Commissioning Safeguarding Adults Reviews
-  Supporting the partnership by establishing the CHSAB Business Support Team
-  Providing multi-agency learning & development opportunities
-  Consulting on our 5 Year Strategy
-  Partners undertaking self-audits to provide assurance to themselves and the CHSAB of the effectiveness of local adult arrangements
-  Delivering on our annual strategic plan for 2015/16
-  Developing our next annual strategic plan for 2016/17

Sub-groups

This year the roles and composition of the CHSAB sub-groups were consolidated to ensure that they will continue to support the work of the Board and deliver on its annual plans. Each sub-group now has renewed Terms of Reference in place, which will be reviewed regularly to ensure that they support the CHSAB's strategic priorities. The sub-groups benefit from multi-agency representation with staff from statutory and non-statutory agencies attending and contributing to the work. We are moving to better involve people who use services or their representatives in the work of the sub-groups. For example, Hackney CVS representatives attend the SAR sub-group while the Communication & Engagement sub-group will benefit from user and advocacy representation.

The Quality Assurance sub-group has worked with partners to develop a general adult safeguarding dataset, which will report regularly to the CHSAB going forward. This will enable the partnership to be informed of local adult safeguarding activity and better placed to identify trends and patterns that the intelligence may highlight.

The Training & Development sub-group established a programme of multi-agency training opportunities for statutory and non-statutory partners to take advantage of during the year. More details of this are given below. Towards the end of the year the sub-group was already in the process of developing a full multi-agency training programme for 2016/17, again to be open to statutory and non-statutory partners, as well as care and support and housing providers working in Hackney and the City of London.

The re-formation of the Communication & Engagement sub-group took stock of the community and voluntary sector events that were a cornerstone of the CHSAB's strategic consultation (see below). These listening opportunities helped to establish the basis for a more active, effective manner for the CHSAB and community services to work together and exchange key messages regarding the Board's work and people's experience of local adult safeguarding arrangements. Building on this success, Hackney CVS has been developing a City & Hackney Community Engagement Forum that will feed directly into the Communication & Engagement sub-group. Going forward the sub-group will oversee a new Communication Strategy for the Board.

The SAR sub-group is the primary mechanism by which the CHSAB exercises its statutory duty to arrange a SAR when someone with care and support needs within its locality dies as a result of abuse or neglect, whether known or suspected, and there is a concern that partner agencies could have worked more effectively together to protect the person. The sub-group is well established and during the course of the year has considered a number of SAR referrals and overseen the commissioning of several Reviews. The sub-group made recommendations to the CHSAB Chair on which cases required a statutory Review and which cases warranted an alternative approach to discerning practice learning. More details on these are given in the next section. The sub-group will monitor and report to the CHSAB on the development and implementation of multi-agency action plans that may flow from SARs to ensure that the learning from the Reviews has a meaningful and lasting impact on how services work with adults with care and support needs.

The CHSAB has been mindful of ensuring that the City of London partners are equally present and recognised in the work of the partnership. There is City of London representation across the sub-groups, the City of London Assistant Director for People chairs the SAR sub-group and this is also attended by the City of London Adult Social Care Service Manager. The Service Manager for the City of London Healthwatch is now a member of the Communication & Engagement sub-group.

Safeguarding Adults Reviews

The SAR sub-group received six referrals for consideration as SARs during the course of 2015/16. Following evaluation of these against the statutory requirements and in line with the CHSAB's SAR Protocol, the CHSAB instigated three new SARs this year and at year-end was considering another referred case. One SAR that the Board had commissioned in the previous year has continued to run its course throughout 2015/16 year. None of the four SARs completed their processes before the end of March 2016.

The sub-group advised that while two cases did not meet the statutory criteria for SARs, single agency Individual Practice Reviews (IPRs) would instead be an effective, proportionate approach for discerning any learning that could be applied to future, safe practice. The London Borough of Hackney commissioned an independent reviewer to undertake these Reviews. The SAR sub-group will be monitoring the improvement actions undertaken in response to these IPRs.

The continuing SAR concerns Mrs A and Mr B, who were residents in a supported housing with care complex. There were concerns that Mr B posed a fire risk to the other residents and that he allegedly sexually assaulted Mrs A in her flat. The Review has been necessarily drawn out, being mindful both of working with the families of those involved and that it is running in parallel with other reviews or investigations. The CHSAB followed the Social Care Institute for Excellence's *Learning Together* model for this SAR.

The first SAR to be commissioned this year involves the case of Mr BC and it will complete and report to the CHSAB early in the 2016/17 year. Mr BC was an older person living in a sheltered housing scheme who died in a fire at his home in 2014. He was a heavy smoker who routinely drank large amounts of alcohol and was using a number of services at the time of his death. On course to conclude within six months and by the end of this reporting year, the process was extended slightly into the next reporting year so as to ensure that all the agencies involved would have sufficient time to consider and accept the report's findings. A multi-agency meeting was pre-arranged for early in April 2016 to consider the draft report's findings and to plan agencies' improvement actions. This SAR adopted a more traditional approach set out by other SARs and Serious Case Reviews, establishing a SAR Panel, with an independent Panel Chair and an independent lead reviewer, which commissioned Individual Management Reports (IMRs) and further evidence from the agencies involved.

During the course of this Review, the Panel advised the CHSAB Chair that it was necessary to seek from the housing provider involved further assurance, beyond and complementary to the scope of the SAR, that it had taken sufficient action to reduce the likelihood of serious injury due to fire to vulnerable individuals in their properties. The provider gave this assurance satisfactorily before the SAR completed.



The second SAR commissioned this year concerns Mr GH, who was also an older person living in a sheltered housing scheme. Mr GH passed away in 2015 while experiencing a number of health issues and using a number of services. This SAR is following the same methodology as is described above. For this second commission the CHSAB funded specific IMR training for the agencies and SAR panel members involved, to help ensure that the process was well supported to deliver effective evidence-based learning. This is an example of how the CHSAB is continually working to evaluate and develop its practices.

The third SAR commissioned this year concerns Mrs Y, who passed away in 2015 while there were concerns regarding how agencies may have worked with Mrs Y and her family. For this Review the CHSAB has developed a different approach which is proportionate to the individual needs of the case. It is anticipated that this and the other three SARs will complete and deliver overview reports in the 2016/17 year. Next year's CHSAB Annual Report, therefore, will provide more detail on these Reviews, their findings, the findings the CHSAB has by then implemented and which findings, if any, it has decided not to implement.

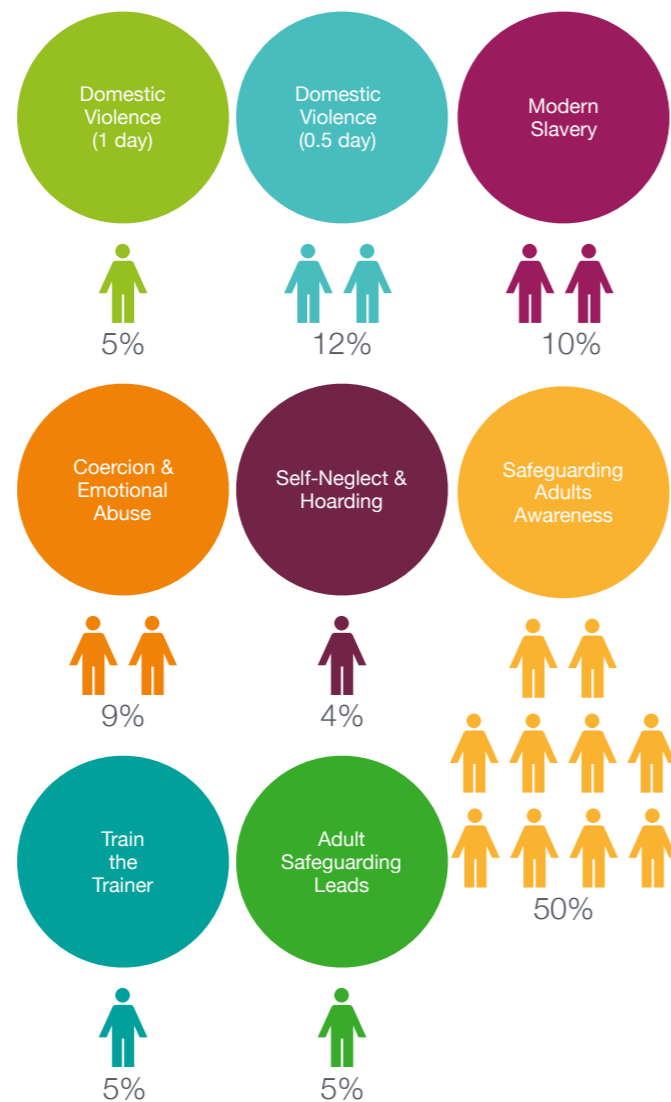
Supporting the CHSAB

This year we successfully recruited and established a dedicated CHSAB Business Support Team comprising of a full-time Board Manager and a full-time Business Support Officer. The Team have brought management focus and administrative support to the work of the CHSAB, its strategic work, the sub-group structure, the public consultation, partners' ongoing contributions, and to the delivery of Safeguarding Adults Reviews and Learning & Development opportunities.

Multi-agency Learning & Development

In the latter half of the year the CHSAB commissioned a range of multi-agency adult safeguarding training opportunities for all statutory and non-statutory partners. Delivering such training enabled the CHSAB to promote competence in adult safeguarding across the partnership and fulfil a key element of the Board's annual strategic plan. Various sessions were held either at the Hackney Service Centre, in the City of London or at the Hackney CVS, enabling **528** people to benefit from this training as indicated in the figure opposite.

The CHSAB also welcomed Detective Chief Inspector Phil Brewer to a full Board meeting in March 2016 to deliver an informative session on Modern Slavery and Human Trafficking.



Public consultation

We ran a significant public consultation from 23 October 2015 to 15 January 2016 to involve the community and statutory and non-statutory providers, as well as Hackney Healthwatch and City of London Healthwatch, in the development of the Board's Five Year strategy. This strategy will lead the development of the CHSAB's annual strategic plans over the coming years.

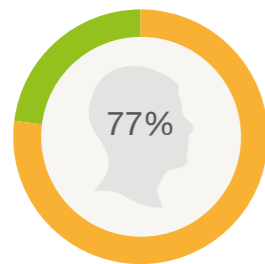
The consultation set out the four key **principles** that the CHSAB had suggested and five strategic **aims** that the CHSAB should look to achieve in realising its main objective. We asked people for their views and suggestions about the principles and aims and what action they thought the CHSAB should take. We sought to engage with people through a variety of media, which included:

- A dedicated Citizen Space consultation webpage an online, printable and easy read version questionnaires
- Distribution of hard copy questionnaires
- Articles in Hackney Today publicising the consultation
- Staff members received details of the consultation (via email, intranet, Hackney Staff Headlines, Hackney Staff Newsflash, Staff Hackney Adult Safeguarding newsletter, manager cascade, etc)
- #OurDay tweets
- Articles for inclusion in agencies' own newsletters (e.g. the Learning Trust, Interlink, Hackney Healthwatch, City of London Healthwatch)
- Community agencies were approached and sent information directly
- Nearly 50 specific agencies and forums approached to help publicise the consultation
- Attending existing forums and specifically arranged events (with the welcome support of Hackney CVS) to engage providers and members of the community
- Attending *The Big Do* for people with learning disabilities
- Presenting at the Older People Reference Group's annual conference
- Presenting and workshopping at the City of London's *Safer in the City* event

The four key principles are set out earlier in the report. The five strategic aims we asked people about were:

1. **“Prevention** – people at risk of abuse or neglect are able to protect themselves from harm and help each other.”
2. **“Choice and Empowerment** – people make informed decisions and choices, and manage the risks they take.”
3. **“Listening and Engaging** – using the views and experiences of people who use services, patients, carers and staff to improve and develop services across the partnership.”
4. **“Standards and Accountability** – people at risk of abuse or neglect using care and support agencies get safe and appropriate services that keep them safe and respect their dignity at all times.”
5. **“Access and Protection** – City and Hackney residents have fair and equitable access to all services across the safeguarding partnership.”

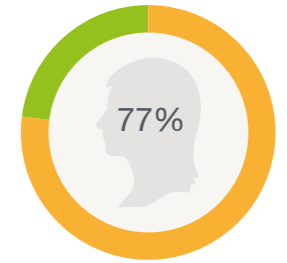
A detailed report on this consultation is available on the CHSAB’s webpages. However, below we set out the key messages and main findings.



Overall, 77% of people who responded in the consultation thought that the principles suggested were the right ones for the Board. We amended the wording of some principles based on the instrumental responses received. Going into 2016/17, the **principles** that underpin our work will now be:



Similarly, 77% of respondents thought that the suggested strategic **aims** were right for the Board. We have used this understanding to develop our annual priorities for our 2016/17 strategic plan. You can read more about this later in this report.



We identified the following **key messages** below, both from the surveys received and from the people who contributed to the face-to-face consultation events and forums.

The CHSAB has taken these key messages into account when devising its 2016/17 priorities and annual plan (see later section).





CHSAB Partner Self-Audits

In October to December 2015 all CHSAB partners were asked to complete a Self-Audit that enabled them to evaluate their ongoing adult safeguarding activity and share this with the Board. Partners identified areas where they considered that they were performing well and areas where they felt they needed to improve. Compiling the audits led the CHSAB to establish that there were shared thematic issues across the partnership and the CHSAB has used these to develop and inform its priorities for the coming year. The main thematic issues are set out below:



Case Study

Making a difference: care concerns allegation

The victim is 65 years old and confined to their bed. Police attended at the request of Adult Social Care, who was present at the address. The victim had been in receipt of care from a care agency since January 2013 but had been dissatisfied with the level of basic care provided. Previous complaints made by the victim had not been actioned or taken seriously by the agency.

The victim had documented incidents of poor practice in a diary which was missing. A multi-agency investigation commenced. A joint visit to the victim was completed with police, scenes of crime officer and Adult Social Care to listen to the victim's account and to collect evidence of the condition of the property.

No criminal offences were identified but the victim's needs were reviewed. New sheltered accommodation was found with the victim and new carers have been appointed to provide them with additional care and support.

This is another example of how partnership work helped to manage safeguarding risks to vulnerable adults.

2015/16 Annual Plan

The following pages set out how the CHSAB progressed with its strategic objectives for this year.

All of our learning will be shared learning

We said that:

By the end of the year systems for feeding back issues to the CHSAB would be established and that the CHSAB would become a forum for real debate about current and emerging safeguarding issues

What we did:

- Delivered Safeguard Leads training for the VCS sector
- Piloted a Self Neglect Protocol and Community MARAC
- Commissioned SARs in line with cases met the statutory criteria
- Developed SAR Referral Guidance for partners and the community
- Fire prevention workshops delivered by LFB
- Linked training & development to Domestic Violence work through the LBH's Interim DV Transformation Manager attending the subgroup
- Commissioned multi-agency learning & development opportunities
- Held a CHSAB Development Session, informed by partners' self-audits
- Consulted widely on the CHSAB's strategic aims and principles by engaging with multiple provider, user and community forums, feeding back issues to the CHSAB and development of 2016/17 Plan

We need to:

- Develop a CHSAB website
- Establish a model of user engagement
- Disseminate SAR learning

We will promote a fair and open culture

We said that:

By the end of the year there would be processes whereby the content of complaints about organisational practice can be safely shared are agreed, and that all partner agencies have escalation procedures in place and the SAB has a visible role within these issues

What we did:

- Ensured that partners signed up to new London Multi-Agency policy & procedures
- Supported the work of the LBH Grant Funding Team in readying funding requirements in line with the new multi-agency policy & procedures
- CHSAB chair now chairs the CoL Adult Safeguarding Sub-Committee
- Established the Quality Assurance subgroup
- CHSAB Chair met regularly with LBH Chief Executive and CoL Town Clerk to discuss the CHSAB's work
- Began developing adult safeguard activity/data reporting processes
- Monitored the application of the Deprivation of Liberty Safeguards (DoLS) by CoL and LBH
- Reported on DoLS activity to LBH Scrutiny Committee
- Delivered a comprehensive community consultation on the CHSAB's strategic aims and principles, with an easy read questionnaire as well as attending service user groups, the Big Do for people with learning disabilities and attending a POHWER session

We need to:

- Develop a CHSAB Escalation Protocol
- Create an easy read Strategic Plan

We will understand the complexity of local safeguard needs

We said that:

By the end of the year hold a partnership workshop to agree any priority areas for focus and how trend data should be captured, agree membership and Chair of regularly meeting QA subgroup, establish process of communication between QA subgroup, the CHSAB and back to front line practice

What we did:

- Established the CHSAB's Quality Assurance subgroup and Chair, as a separate entity to the LBH Quality Assurance Safeguard Board monitoring commissioned services
- The subgroup has piloted data collection requests from CHSAB partners
- Began developing adult safeguard activity/data reporting processes
- Required partners to submit interim adult safeguard data to inform and provide assurance of local safeguarding arrangements
- Held a CHSAB Development Session that helped to measure progress on strategic plan and identify strategic priorities for 2016/17

We need to:

- Establish a CHSAB adult safeguarding dataset
- Establish regular adult safeguarding data and intelligence reporting to the CHSAB

The skill-base of our staff will be continuously improving

We said that:

By the end of the year the CHSAB will have agreed minimum standards for supervision that can be applied across the partnership, involving managers & practitioners are involved in their development; establish practitioners groups, which have a key role in relation to debate and dissemination of the learning from SARs

What we did:

- Established the Training & Development subgroup
- LBH hosted a Making Safeguard Personal (MSP) event, with keynote speakers including the CHSAB Chair and Lyn Romeo, Chief Social Worker for Adults
- CHSAB partners completed adult safeguard self-audits which identified common learning & development needs, e.g. on PREVENT
- Commissioned multi-agency learning & development opportunities on issues such as Self-Neglect & Hoarding, Coercion & Emotional Abuse, Domestic Violence, Adult Safeguarding, Modern Slavery, Domestic Violence
- Commissioned Train the Trainer and Safeguard Leads training for the VCS sector
- CoL and LBH developed systems for capturing adult safeguard and MSP outcomes
- CHSAB strategic consultation to highlighted learning & development needs of the VCS sector
- Developed an online training needs analysis with Hackney CVS for VCS services

We need to:

- Establish minimum supervision standards regarding adult safeguarding
- Develop a Training & Development programme

The outstanding issues from this year's work have informed the development of our priorities and work plan for 2016/17 (see below).

2016 – 2017: What we will do



2016/17 Annual Plan

The following pages set out the annual strategic objectives that we have devised for 2016/17. These objectives have been reviewed against the six statutory principles of adult safeguarding with an emphasis on Making Safeguarding Personal. You can find a more detailed version of the annual plan on the CHSAB website.

Page 67

We will raise awareness of adult safeguarding and together will learn from experience

What we plan to do:

- CHSAB members engage with local communities and the community and voluntary sector (CVS)
- Develop a model for ongoing user engagement with the CHSAB
- Promote learning from everyday practice.
- Inform the work of the CHSAB with service user feedback about the safeguarding service
- Implement Safeguarding Adults Reviews action plans, and the CHSAB monitor the impact of SAR learning
- Influence services with learning from Serious Case Reviews (SCRs) and Domestic Homicide Reviews (DVHRs)
- Establish an effective CHSAB Communications Strategy

We will promote a fair and open culture

What we plan to do:

- Embed safeguarding into contracts to ensure that quality and safeguarding issues are monitored
- Safeguarding audits provide assurance to the CHSAB of improvements in practice
- Ensure safe and transparent processes for sharing concerns about safeguarding practice are in place

We will understand how effective adult safeguarding is across the communities we work with

What we plan to do:

- Agree, test and review regularly a framework for adult safeguarding activity and trend data, so that emerging risks are identified and local responses influenced accordingly
- Improve understanding of local communities and needs – to be developed with better information
- Work with other Boards to address cross cutting issues, including the 'Think Family' approach

Improve the competency of all those involved in adult safeguarding

What we plan to do:

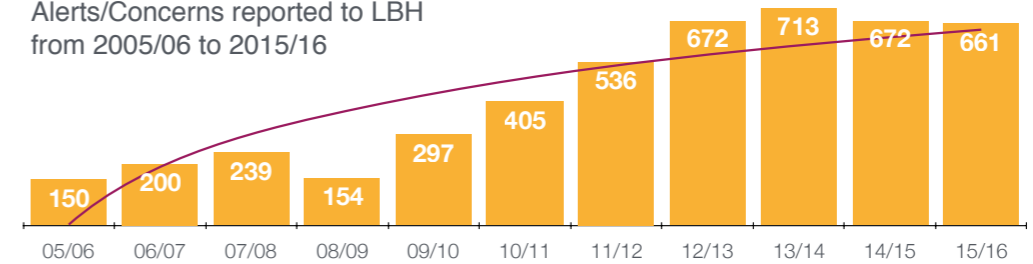
- Establish a multi-agency training programme informed by the CHSAB priorities
- Embed the *Making Safeguarding Personal* approach in practice across the partnership
- Establish agreed minimum standards for supervision of safeguarding practice across the partnership

Adult Safeguarding Activity 2015/16



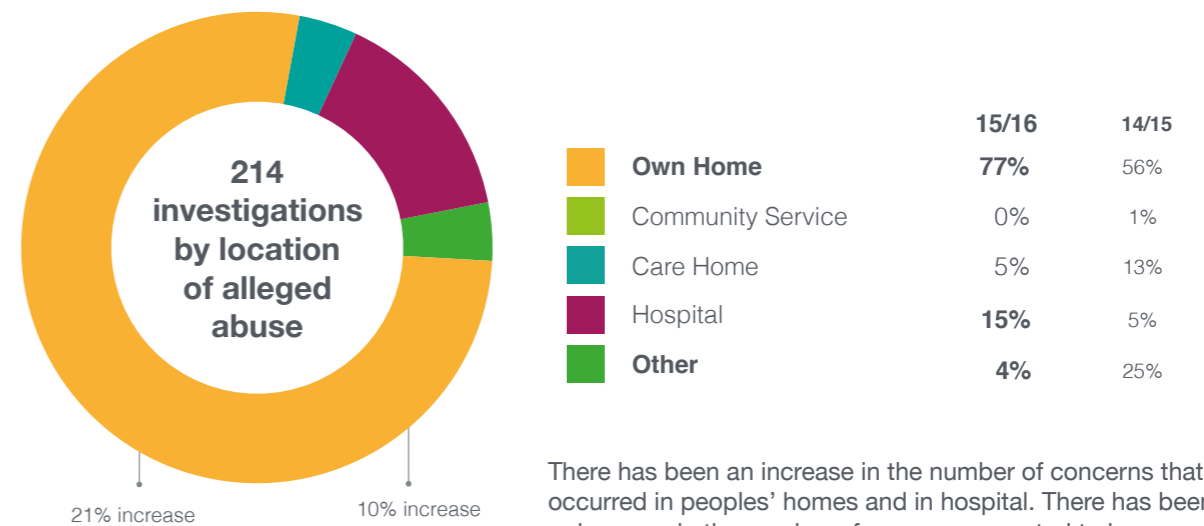
London Borough of Hackney safeguarding data

Alerts/Concerns reported to LBH from 2005/06 to 2015/16

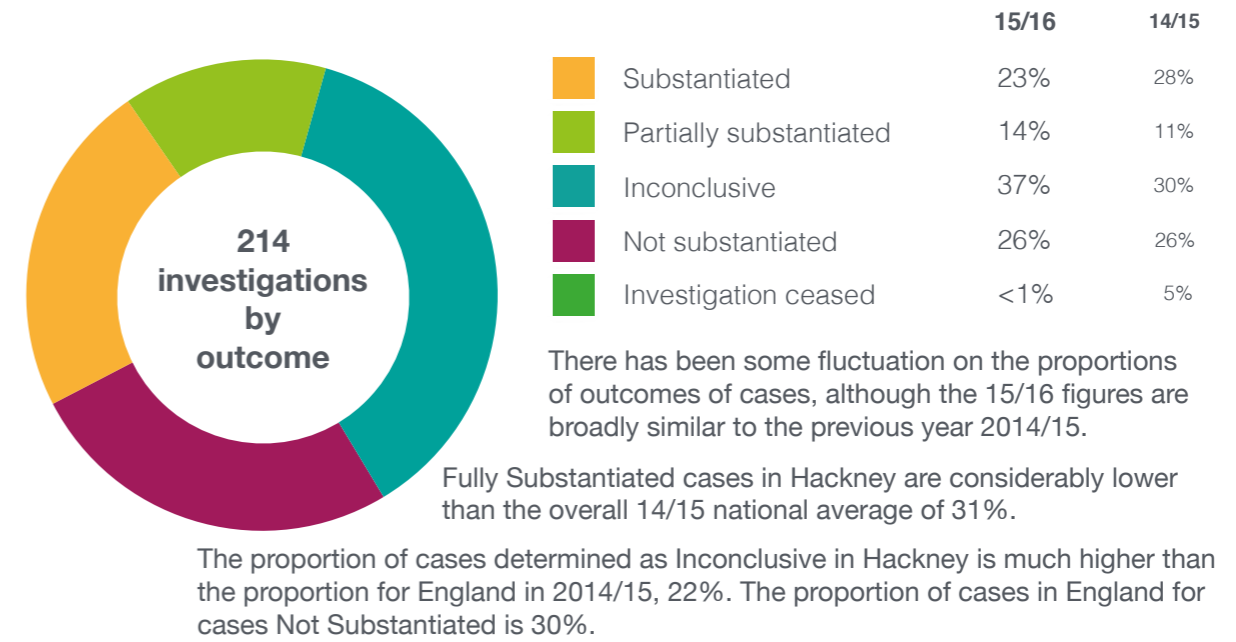
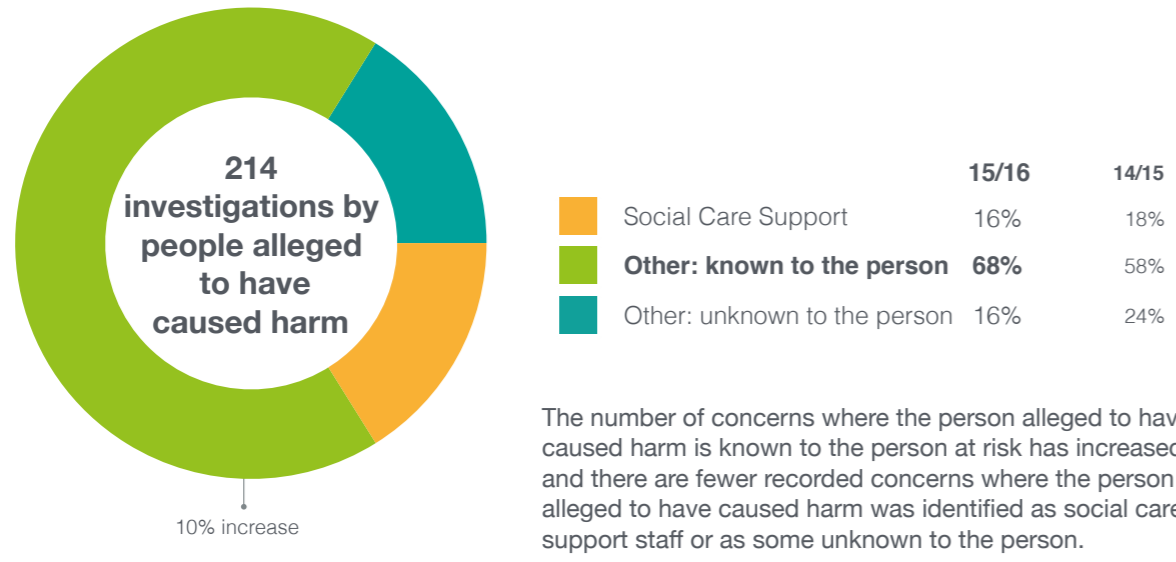


LBH received **661** safeguarding concerns (formerly known as 'alerts'), slightly fewer than in 14/15. Concerns remain at a high level compared to five years ago, although the trend of increasing in number year-on-year has stabilised.

Overall, there is a broad consistency in the number safeguarding concerns over the last 4 years. The implementation of the Care Act and the safeguarding publicity campaign held in 2015 have not resulted in an increase in safeguarding referrals across Hackney.

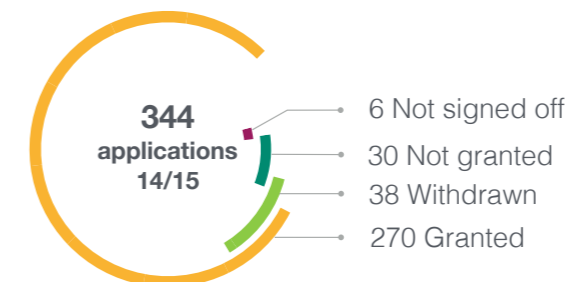
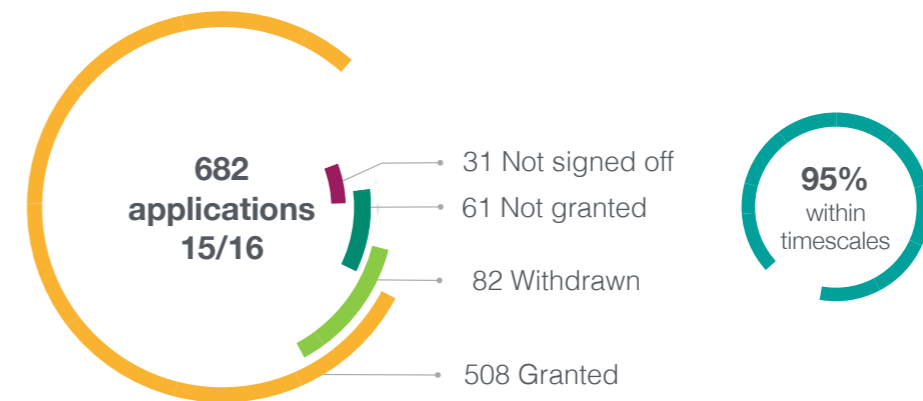


There has been an increase in the number of concerns that occurred in peoples' homes and in hospital. There has been a decrease in the number of concerns reported to have occurred in care homes and in the "other" locations.

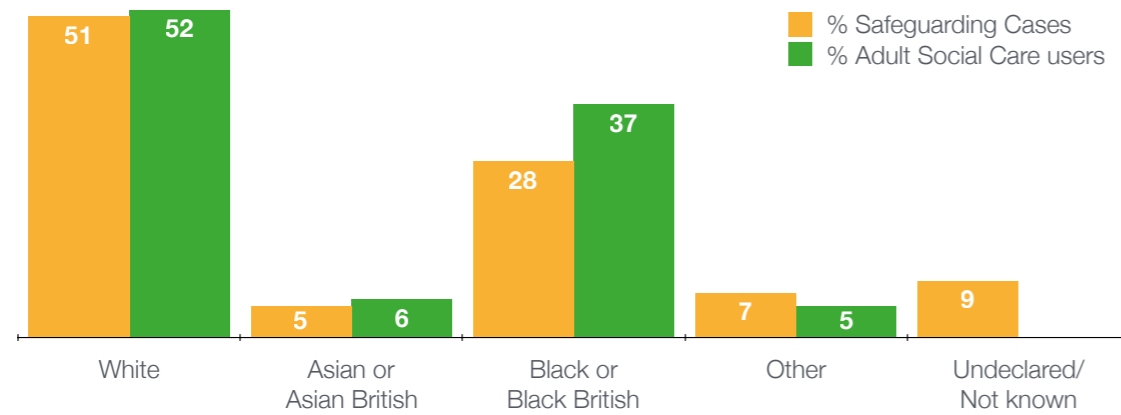


London Borough of Hackney Deprivations of Liberty applications data

In 2015/16 there were 682 applications for deprivations of liberty, up from 344 applications in 2014/15. This continues the pattern of a radically increased DoLS workload each year since the Supreme Court’s judgment in the “Cheshire West” case in March 2014. By comparison, there were only 23 applications for deprivations of liberty 2013/14, of which 13 were approved.



Percentage of ethnic profiles of accepted Safeguarding Cases compared with ethnic profile of people using Adult Social Care service in 15/16



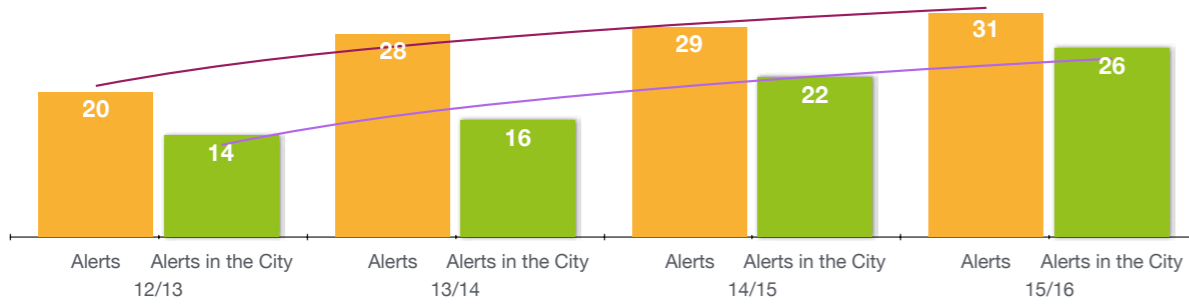
As with last year, there is a notably greater proportion of members of the black community who are using social care services compared to the proportion of the same community who are the subject of safeguarding investigations.

Adult Social Care Services now work with a higher proportion of White clients compared to last year, meaning that the proportion of people in White group who are the subject of safeguarding investigation is more in line with the proportion of people using social care services.

Adult Safeguarding Activity 2015/16

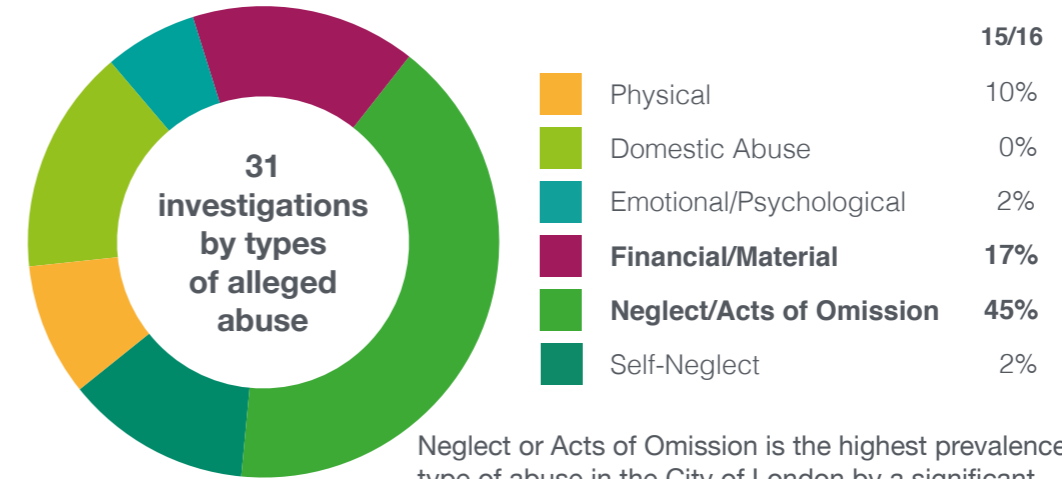
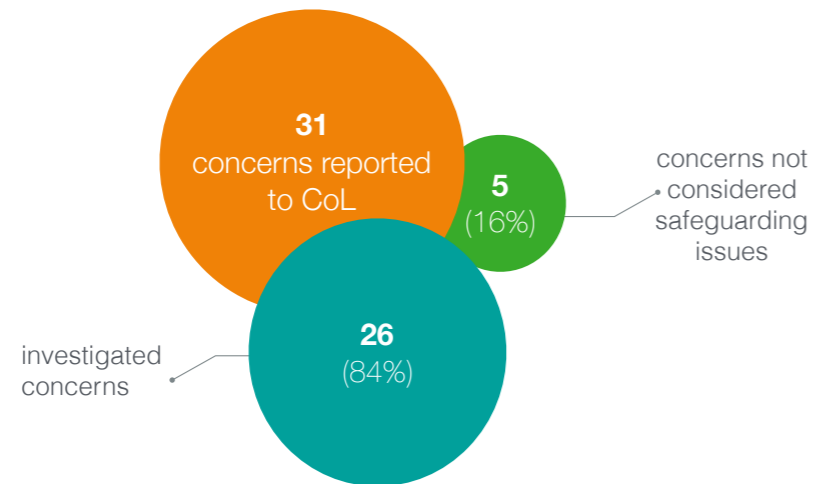
City of London safeguarding data

Alerts/Concerns reported to CoL, from within and beyond the City (2012/13 to 2015/16)

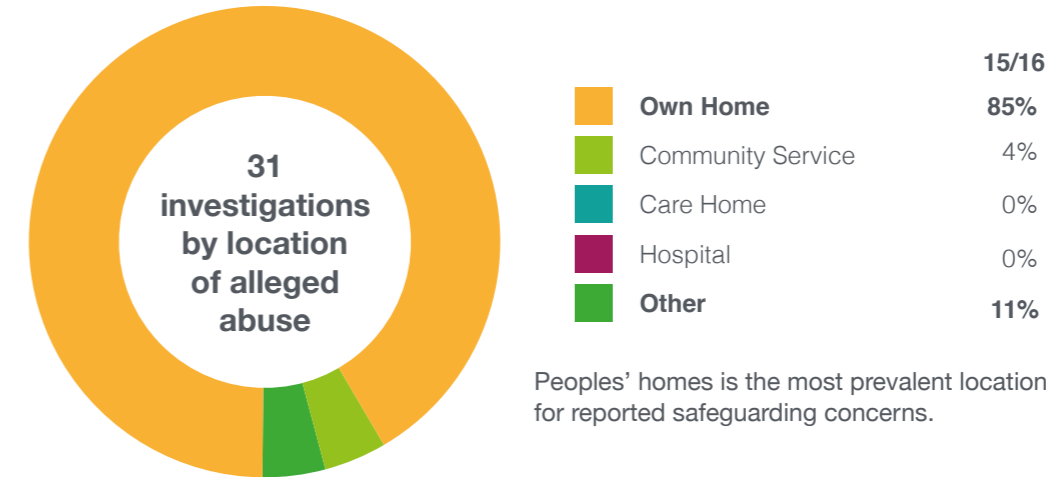


The City of London received 31 safeguarding concerns (formerly known as 'alerts') in 15/16, 26 of these within the City. A gradual increase in concerns has continued since 12/13. This is a positive outcome of professionals' and residents' increased awareness and understanding of adults at risk.

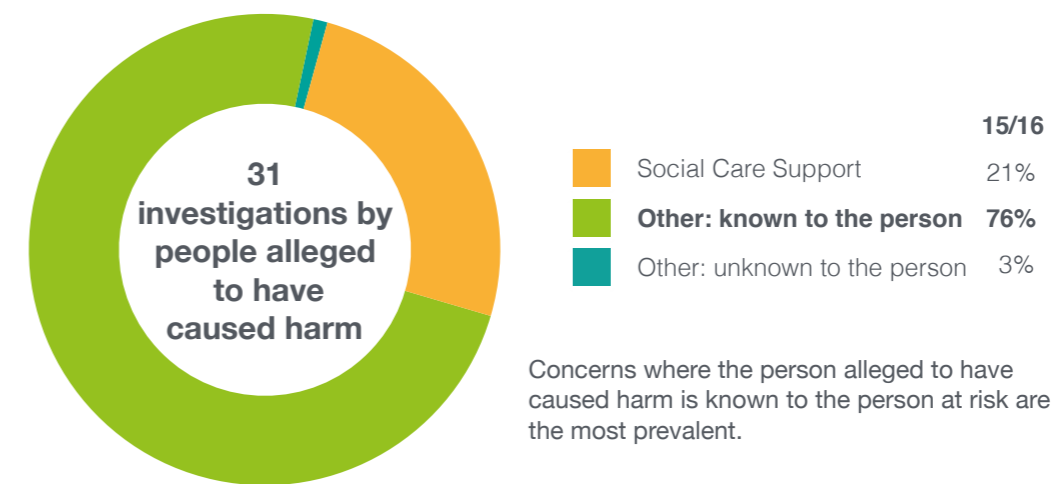
LBH received 661 safeguarding concerns, slightly fewer than in 14/15 (672). Just over a third, 257, were progressed as a safeguarding matter, again slightly fewer than in 14/15 (270).



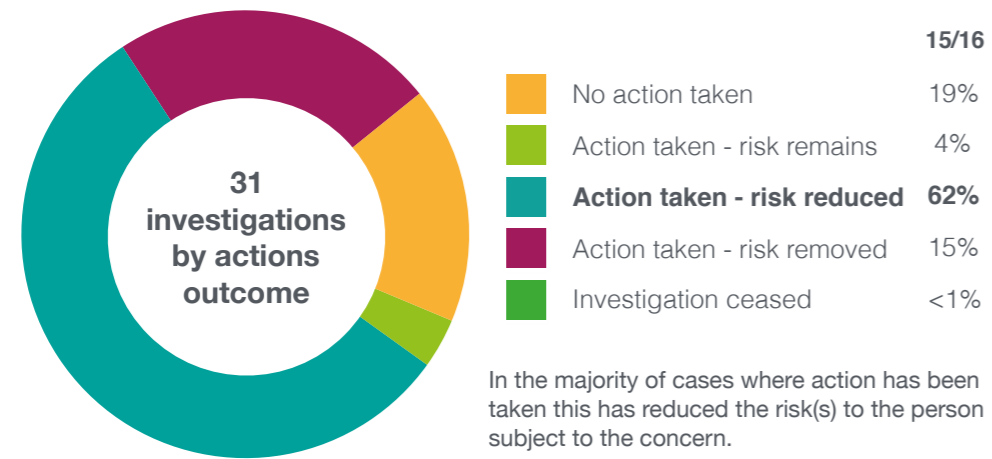
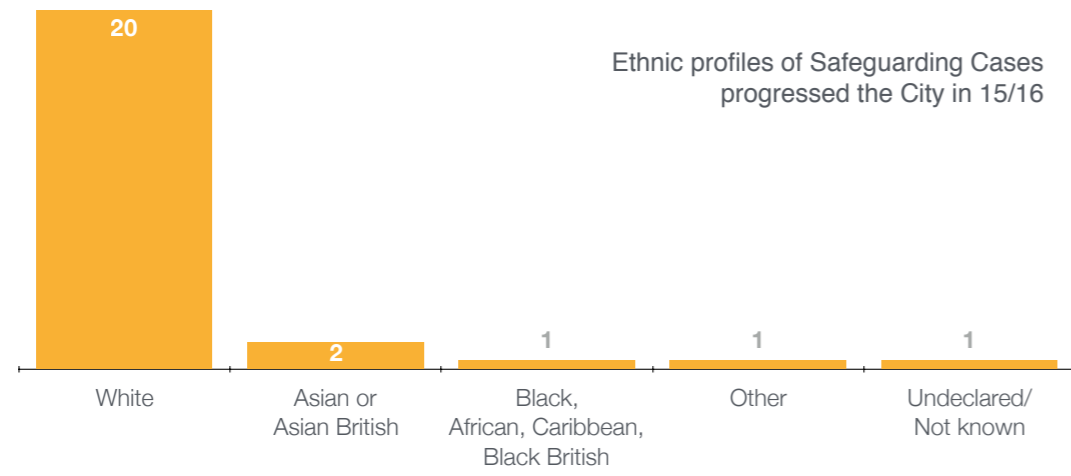
Neglect or Acts of Omission is the highest prevalence type of abuse in the City of London by a significant margin. Financial or Material cases are the second most reported type of abuse concern.



Peoples' homes is the most prevalent location for reported safeguarding concerns.



Concerns where the person alleged to have caused harm is known to the person at risk are the most prevalent.



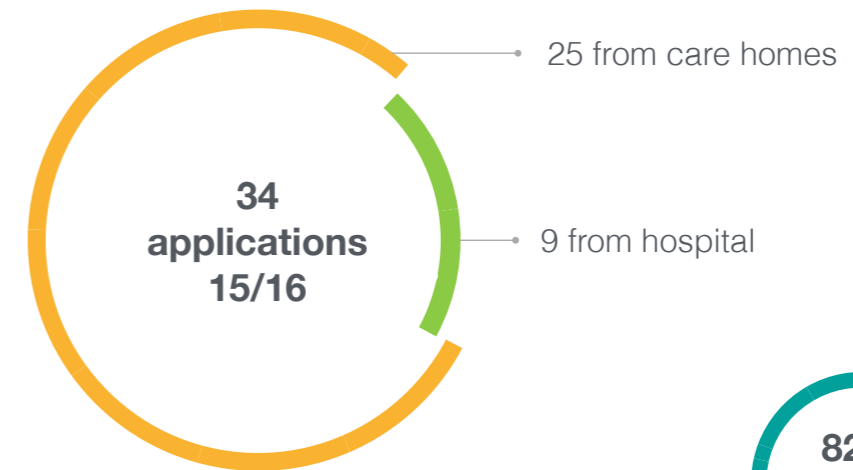
City of London Deprivations of Liberty applications data

34

Deprivations of Liberty authorised for people living in residential care

2

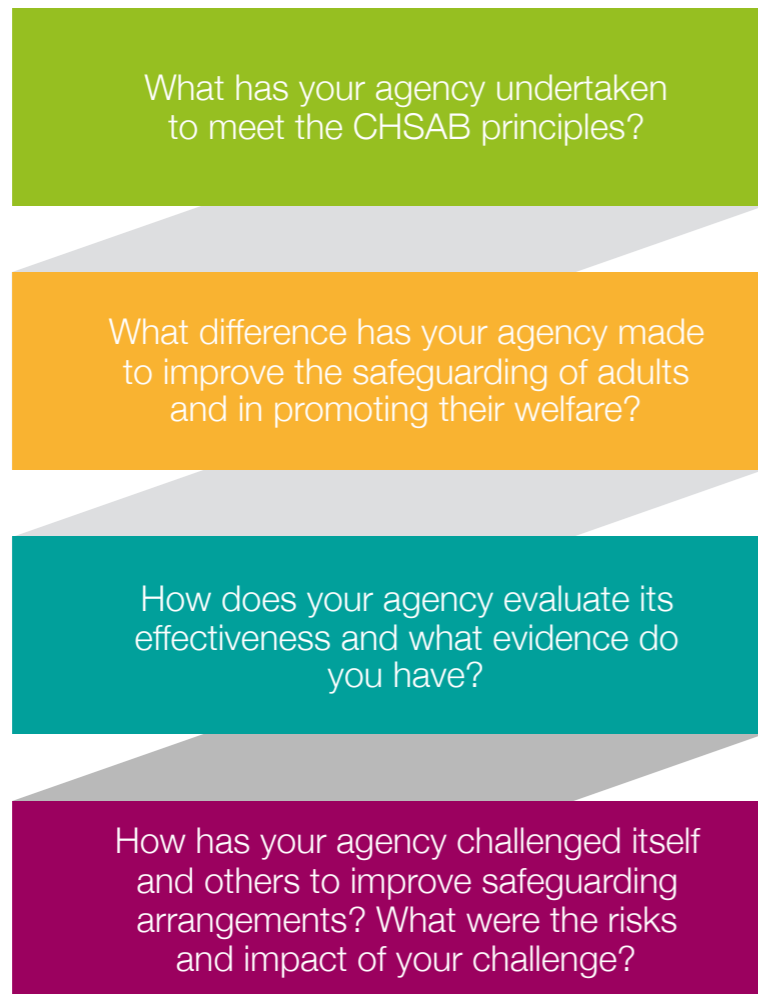
Applications to the Court of Protection for deprivations of Liberty for people living in supported living: 1 authorised, 1 pending



82%
(28) within timescales

Partner Contributions

In the next section CHSAB partners set out how they have contributed to the work of the CHSAB and to the ongoing improvement of local safeguarding adults arrangements. Each key partner was asked to frame their contribution in response to the following key questions:



City of London Corporation and partners

Marion Willicome Lang
Adult Social Care Service Manager



1. What has your agency undertaken to meet the CHSAB Principles?

All our learning will be shared learning

The Department of Community and Children’s Services (DCCS) Business Plan 2015-17 has as its first strategic priority, ‘Safeguarding: Ensuring effective arrangements are in place for responding to safeguarding risks, promoting early identification and support to prevent escalation of issues and keeping children and adults at risk safe.’

The City of London Adult Social Care (CoLASC) team has primary safeguarding responsibility for adult residents of the Square Mile. As a generic adult social care service, safeguarding responsibilities apply to anyone over 18 who has an additional need, including the needs of their carers.

The CoLASC service is accountable to the Community and Children’s Services Grand Committee and reports directly on adult safeguarding matters to the member-led Safeguarding Sub-Committee. This fulfils the type of scrutiny function associated with other local authority scrutiny governance structures. A member of the Safeguarding Sub-Committee is also a member of the CHSAB. Another member is the Rough Sleeper Champion and chairs the Adult Advisory Group.

The City of London Adult Safeguarding Sub-Committee, now chaired by Dr Adi Cooper, provides greater understanding and accountability on the part of officers and partners as to their responsibility to safeguard adults in the City of London (CoL). This is an important conduit for cascading messages from the CHSAB and a means of developing a City-specific work plan in line with the Board’s priorities. CoLASC representatives sit on this Sub-Committee and provide regular practice updates and performance data which are open to challenge, scrutiny and learning. The Director of DCCS and Assistant Director for People sit on the CHSAB. The AD sits on the CHSAB Executive Board and chairs the SAR sub-group. The CoLASC Service Manager and Team Manager sits on the SAR and Training & Development sub-groups.

The City of London held training sessions and briefings regarding adult safeguarding for members sitting on the Safeguarding Sub-Committee. These aimed to provide greater clarity on adult safeguarding to members who in turn can provide challenge and scrutiny on the performance and practice of the CoLASC team.

Following from an independent audit of the CoLASC service in 2014/15, an Improvement Plan was developed and implemented over 2015/16. The plan was RAG-rated and reported on at Safeguarding Sub-Committee and through the Adults Senior Management Team meeting forum.

Through case supervision the CoLASC team has worked on learning alongside individual case audit templates. Learning from the Improvement Plan has also been shared with practitioners at service team meetings.

The draft recommendations of Mrs A & Mr B SAR have been presented to the CoLASC team in an extended team development session with the compilation of a localised Improvement Plan. Five key learning points from the SAR were developed by and for the CoLASC service:

1. Reviewing CoL supported living contracts with Commissioning colleagues
2. Reviewing CoLASC risk assessment processes
3. Reviewing CoLASC working practices with clients out of borough on the Care Programme Approach
4. Training standards of staff in contracted supported living service in the CoL
5. Fire risk training standards across CoLASC and LFB jointly - to be raised at Safeguarding Adults Sub-Committee

The CoL has adopted the revised London Multi-Agency Adult Safeguarding Policy & Procedures, which have been fully disseminated in CoLASC the team in electronic and individual hard copy pack formats. Development sessions held at each fortnightly team meeting since January 2016 embed safeguarding awareness and understanding.

Each CoLASC team member's individual learning objectives will highlight safeguarding practice and include specific mandatory safeguarding learning and development goals. These are tailored to the person's post.

CoLASC attended the following training rolled out to partners of the CHSAB following the publishing of the new Multi-Agency procedures:

- Safeguarding Awareness (Alerter) ½-day session (3 members of CoLASC)
- Coercion & Emotional Abuse ½-day session (5 members of CoLASC)
- Domestic Violence ½-day session (4 members of CoLASC)
- Domestic Violence 1-day session (5 members of CoLASC)
- Modern Slavery ½-day session (5 members of CoLASC)
- Self-Neglect & Hoarding ½-day session (6 members of CoLASC)
- Autism Awareness ½-day sessions (2 members of CoLASC)

The current provider of the CoLASC's community provision, Toynbee Hall, delivered workshops with City residents to raise awareness of adult safeguarding. The workshops allow discussions and learning so that participants become empowered to make decisions, and seek support where necessary. This has been especially effective with participants with learning disabilities as a number did not realise financial abuse was a type of abuse and does not need to be tolerated. The workshops have also enabled Toynbee Hall to be made aware of participants' concerns and raise cases with CoLASC.

We will promote a fair and open culture

The CoLASC team has continued to work with commissioning colleagues to ensure that safeguarding is embedded within the contracting and commissioning process. A current recommissioning process of all CoLASC community provision has seen safeguarding as a key priority in the tendering process, which includes a case study and an explicit safeguarding training & development question. There is currently a Domiciliary Care service specification being devised and CoLASC are working closely with commissioning colleagues to ensure that safeguarding is embedded fully within the tendering and contract process.

The CoLASC service, along with all partners of the CHSAB, completed the London Chairs of Safeguarding Adults Boards and NHS England's Safeguarding Adults at Risk Self-Audit Tool 2015-16. This identified that CoLASC was meeting 22 of the 29 requirements, with six relevant requirements noted as requiring additional action. This assessment provided strong evidence of the priority and commitment shown towards safeguarding adults at risk, from the golden thread of the Corporate Safeguarding Strategy, highlighted within the DCCS Business Plan, through to the core business and professional practice of the Adult Social Care Service. The assessment and CoLASC representatives then contributed to the support & challenge sessions at the SAB Development ½ Day in February 2016.

As a service within the Department for Community and Children's Services, CoLASC has full access to an escalation policy, as well as access to the AD and Director if issues remain unresolved at an operational level.

We will understand the complexity of local safeguarding needs

With the inclusion of Self-Neglect and Hoarding into the London Multi Agency Adult Safeguarding Policy and Procedures, the City of London has adopted the City & Hackney Self Neglect and Hoarding Protocol, and has set up a Self-Neglect and Hoarding Panel, chaired by the Adult Social Care Service Manager. The panel commenced in January 2016 and has partner involvement from London Fire Brigade, City of London Police, Environmental Health, Public Health, a City of London legal advisor, City of London Housing, primary care GP representation on a case by case basis and an independent hoarding specialist organisation MRS (Making Room Service, who are a commissioned member of the One Hackney and City Voluntary Sector Framework).

This panel has been working very effectively with five cases discussed to date, and multi-agency pathway plans developed on each case.

Ongoing work has taken place this year with commissioning colleagues to ensure any safeguarding work that includes our commissioned domiciliary care agencies or residential or supported living placements are followed up contractually and through CQC. CoLASC has also worked with commissioning colleagues to draw up a new specification the retender of Adult Social Care's community provision - the Reach Out Network; a memory group, a carers support group and an adult support group (The Wellbeing and Independence Service (WISE)). This has placed safeguarding practice at the heart of the new contract. We have sought to embed the vital importance of early intervention and prevention within commissioned community provision, as the eyes and ears of the community. An outcomes-based approach to capturing effectiveness is being developed.

An outcomes-based specification in the retendering of domiciliary care provision within the City that seeks to hold services to account for their direct care provision to our most vulnerable service users in the community will also provide an opportunity to embed adult safeguarding processes.

The skill base of our staff will be continuously improving

A City of London Corporation Safeguarding Policy is now in place, which has raised the profile of Safeguarding Adults and Children across the Corporation. Safeguarding is now on the Corporation Risk Register. These high level elements coupled with the *Notice the Signs* safeguarding Campaign conducted throughout 2014/15 has assisted in greater understanding and awareness of Adult Safeguarding for both city staff and residents.

A Corporation Safeguarding Champions meeting takes place quarterly, chaired jointly by the Service Manager for Adult Social Care and Safeguarding and the Quality Assurance Service Manager, which aims to improve knowledge and understanding of safeguarding for non-social care staff.

The CoLASC Service Manager holds the role of Adult Principal Social Worker, is a member of the London Safeguarding Adults Network and is the ASC lead on Modern Slavery. These roles and duties enhance the social work development brief around competent safeguarding practice, alongside the current scrutiny provided by the case audit work of the CoLASC Senior Management Team. The developing peer support between the CoLASC Service Manager and the Hackney Head of Adult Safeguarding has been very constructive in focusing a generic role to consider safeguarding solely from a specialist post's perspective.

Positive results from pooling good practice in safeguarding has meant the sharing of the Hackney Adult Social Care Safeguarding Policy, alongside new safeguarding workflow templates between the two different electronic social care record systems used by Hackney and the City of London (Mosaic

and Framework-I, respectively). A City of London Case Audit template will be trialled in 2016, and will include a key performance indicator focused on capturing the requirement to keep the person who raised the safeguarding concerns updated as to the outcome. This has been worked on collaboratively across the two authorities. There is also a plan to work jointly on a public awareness raising campaign around Making Safeguarding Personal (MSP) in the autumn of 2016. The CoLASC Service Manager is also the named lead to complete the MSP 'Temperature Check' exercise for the Association of Directors of Adult Social Services in the summer 2016.

CoLASC has worked hard this year to embed the principles of Making Safeguarding Personal. Workflows have yet to be built to make it possible to fully report on this qualitative measure, but evidence of MSP safeguarding adults casework was reported on as part of the independent audit conducted in 2015 and this sound social work practice has continued to be evidenced through case audits and supervision notes.

There is clear evidence of MSP through the increased presence of the adults at risk of or experiencing abuse and neglect and their family members being involved and attending meetings throughout the safeguarding process. There is also an increase in the use of safeguarding-specific advocacy.

New safeguarding templates prompt social workers to consider the person's desired outcomes at the beginning of the safeguarding process and again at the end. The social workers have spent time at a recent team away day looking at this and how to be more MSP outcomes-focused in their adult safeguarding work.

The Knowledge Transfer Partnership with City of London and Goldsmiths University has developed a safeguarding agenda around social isolation and loneliness. A learning and development day which was attended by Dr Adi Cooper and the Chief Social Worker for Adults Lynn Romeo was highly effective in raising awareness of the risks of safeguarding in conjunction with the loneliness and isolation of many older people.

The CoL Workforce Development group is about to be developed through the Senior Management Team, and a training matrix around safeguarding will reflect these developments in coming months. It is hoped that level 1 Safeguarding Awareness training will become a mandatory training course across DCCS, departmental Corporate Safeguarding Champions and nominated departmental representatives.

Victim Support safeguards adults by raising awareness about safeguarding and rights with victims and witnesses who use our services. Staff regularly read up on safeguarding policy from both internal as well as external resources. This can be evidenced through quarterly meetings with staff and senior management. This has helped staff in their performance and quality of work as they have a sound knowledge and understanding of the safeguarding policy and procedures.

Victim Support staff also attended external training around safeguarding such as the Multi-Agency Safeguarding Team training. This looked at how partners could identify and appropriately refer safeguarding concerns to the relevant service. Staff were also encouraged to attend the Pan-London conference which enables them to network with other professionals but crucially learn more around appropriate ways to identify and adequately support safeguarding concerns.

2. What difference has your agency made to improve the safeguarding of adults and in promoting their welfare?

Please refer to the earlier section for City of London data adult safeguarding and Deprivations of Liberty. The CoLASC team completed 54 carer's assessments in 2015/16. Safeguarding Carers was focused upon during a London ADASS peer review of our compliance with the Care Act regarding working with carers, and CoLASC's approach was commended by the Peer Review Team in 2015.

CoLASC have worked very successfully in parallel with Multi-Agency Risk Assessment Conferences (MARACs) on four cases of domestic abuse that involved one or more people who have an additional need. Collaborative work has been especially effective alongside housing partners and the City of London Polices Public Protection Unit colleagues and Vulnerable Victims and Domestic Abuse Coordinator.

CoLASC have seen an increase in the number of safeguarding cases where mental capacity is an issue. There has been an increased use of and subsequent pressure to obtain Advocates and Relevant Persons Representatives in line with both the Care Act and The Mental Capacity Act. CoLASC is working with commissioning to remedy this issue.

Toynbee Hall's Dignify awareness raising project aims to reach older people and those with mental health issues. Workshops have been delivered at a variety of settings which include City residents attending Toynbee Hall sessions as well as sessions based through City 50+ coffee mornings.

3. How does your agency evaluate its effectiveness and what evidence do you have?

CoLASC along with all partners of the CHSAB has completed the NHS England Safeguarding Adults at Risk Audit Tool 2015/16, and highlighted areas for improvement.

CoLASC seeks to be open to the scrutiny and challenge of officer and member led safeguarding committees, as well as taking on board the challenges of the CHSAB Quality Assurance sub-group and continuing to develop through peer support and challenge with Hackney. Going forward we will adopt the Hackney case audit tool and continue to utilize the safeguarding tool kit devised for practitioners following the last Safeguarding Adults Review in 2014/15

The resident workshops led by Toynbee Hall evaluated their effectiveness by asking participants to identify types of abuse, symptoms of abuse and also where to go if you are concerned about abuse. After participation in the sessions, generally 80% of participants are able to report this.

At Victim Support the National Safeguarding Lead Officer completes an annual audit of safeguarding referrals, organisational responses, trends and impact across the organisation for the Board of Trustees. Project staff are able to evaluate safeguarding every week as part of their case review meetings. Additional to this staff have monthly team meetings in which they are able to speak about difficult cases and share good practices. Lastly the designated safeguarding officer always follows up on any referral made and looks to speak with the support worker around the case and where applicable better methods to handle future cases.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

CoLASC has sought to ensure that Intake and Duty are staffed by qualified social workers so that all safeguarding concerns are followed up in a timely manner. A business case was made in relation to the Care Act to employ a senior practitioner to further develop the service and offer duty advice and guidance including Safeguarding Adult Manager (SAM) scrutiny on all incoming work.

CoLASC seeks to use the scrutiny of Members as well as the SAB and SAR sub groups to be open to challenge.

CoLASC seeks to analyse specific case work where better outcomes were felt to be achievable for service users and use team meetings and developmental sessions to analyse these findings as lessons learnt for improved practice.

Safeguarding quarterly data reports are published for senior managers and Members and performance is analysed. This is seen as a challenge exercise to provide narrative and ensure we understand our safeguarding processes and timescales.

Through contract monitoring, CoLASC seeks to have a presence to ensure operational safeguarding practice is fully raised and addressed within our commissioned services.

Toynbee Hall recently took part in a safeguarding Challenge & Support panel session with Tower Hamlets SAB. This work will also benefit Toynbee Hall service provided to City of London residents. As a result of this Toynbee Hall have reviewed their Safeguarding Policy, obtained a peer review of the new policy, organised online training for new starter staff and volunteers, included 'safeguarding' as a prompt for team meetings and one to one supervisions and included a 'safeguarding' prompt for Exit Interviews to see how staff felt the organisation manages any concerns or disclosures.

Victim Support challenges itself through regular reviews of its service. Feedback is sought from clients and partners in order to effectively evaluate the service we provide. Where negative or average responses are found, the service looks to find new and innovative ways to improve delivery of services. Furthermore, the internal training team constantly look to improve both the online as well as practical in office content offered to staff and volunteers.

City of London Priorities for 2016/17

- Organising and securing funding for Mandatory Level 1 Safeguarding Awareness training for staff and providers within CoLASC
- Safeguarding training for CoLASC around new safeguarding adults policy and procedures.
- Working with Hackney on MSP public awareness raising campaign
- Developing an MSP outcomes approach that can be reported upon effectively
- Raising awareness in the City to financial abuse
- Addressing safeguarding linked to social isolation
- Addressing domestic abuse (from a *Think Family* perspective through collaborative work with City Safeguarding Children Executive Board)
- Progressing the Carers Action Plan to ensure positive outcomes are maximised and carers are supported to fulfil their caring roles
- Progressing work to support Self-Neglect and Hoarding issues in the City
- Developing the new five adult safeguarding procedural stages under the London Multi-Agency Procedures over 2016/17, putting in place training and new templates and workflows in Framework-i

City of London Police

Angie Rogers

Detective Chief Inspector,



Priority & Volume Crime

1. What has your agency undertaken to meet the CHSAB Principles?

The City of London Police Force (CoLP) has a Public Protection Unit (PPU) that comprises of one detective inspector, two detective sergeants and eight detective constables. The Unit has a large remit including domestic violence, rape and sexual offences of adult and children, child protection, child deaths and management of sex offenders. They also investigate any safeguarding of adults at risk crimes which come under a professional or care setting. The work of the Unit and CoLP has supported the CHSAB principles variously.

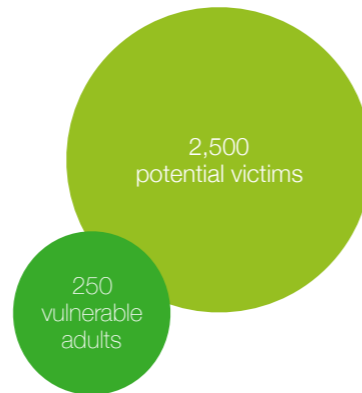
CoLP attended a number of multi-agency meetings that relate to safeguarding adults including the CoL Adult Safeguarding Sub-Committee, MARAC and MAPPA meetings, the CoL domestic abuse forum, the CHSAB Quality Assurance sub-group and other meetings under the Board.

The PPU introduced an internal safeguarding meeting in 2016, merging several existing meetings and taking on additional issues for consideration. This meeting is chaired by DCI Rogers and is represented by the Force as a whole. The meeting covers all areas of public protection work and safeguarding and it examines the way the force responds to safeguarding, any implications these issues may have for the force and continuous improvement. Actions are raised in the meeting and allocated throughout the Force to make sure there is a joined up response to safeguarding and that it is embedded as everyone's responsibility in practice.

The Economic Crime Directorate has created an Economic Crime Victims Care Unit (ECVCU) which comprises six advocates. The advocates contact potential vulnerable victims of fraud based in London, including the City, who have not had their crimes investigated, ascertain their vulnerability and refer them onto the appropriate support services. They also supply advice on crime prevention and how not to become a repeat victim of fraud.

2. What difference has your agency made to improve the safeguarding of adults and in promoting their welfare?

The City of London Police Force's (CoLP) Economic Crime directorate has dealt with over 2,500 potential victims London wide and has identified approximately 250 of them who were vulnerable. The PPU has also built up good working relationships with partner agencies such as Age UK and VSS raising their understanding and awareness of victims of fraud.



The CoLP has been experiencing a recent, significant increase in members of the public entering the water from City of London's bridges. There have been a number of fatalities. The volume of 'near misses' (where powers under Section 136 of the Mental Health Act 1983 have been exercised) has also increased.

The CoLP took part in a multi-agency campaign was involving the Corporation of London, the London Samaritans and the Metropolitan Police in April and May. This initially involved a leaflet handout on London Bridge. Leaflets were given to members of the public pointing out the issue and giving advice on actions to take if concerned with any individuals seen. Some 2,500 leaflets were distributed. The campaign then delivered letters to businesses in and around the bridges inviting people to attend 'Suicide Prevention' training held in a local venue and given by London Samaritans. 250 letters were given out and a total of 25 people attended the two training sessions. There are plans to conduct a similar campaign in the Tower Bridge area in the near future. Additionally, the CoLP are seeking to establish a 'Bridges Working Group' on an interim basis to address this issue. Listed below are the preliminary principles/steps that the CoLP wish to implement:

1. The principal objective is to assess whether we are taking the necessary steps to safeguard vulnerable members of our communities from harm.
2. As this is an issue that impacts on both the City of London and other London Boroughs, the CoLP will be seeking representation from Lambeth, Southwark and Westminster MPS Boroughs in order to share experience, good practice and working solutions.

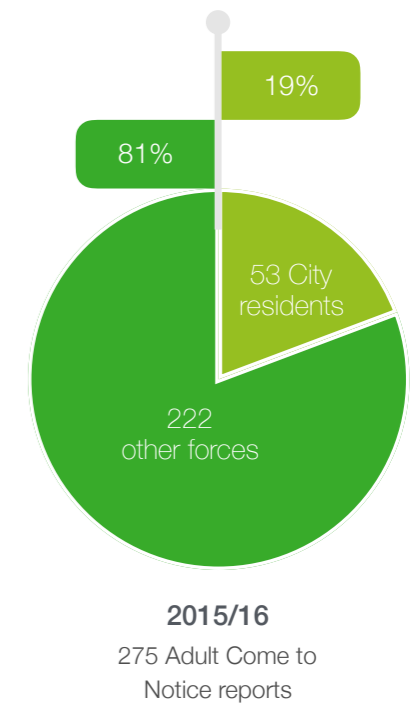
3. How does your agency evaluate its effectiveness and what evidence do you have?

The implications of the Care Act and the Vulnerable Adults Framework were relayed to all the City of London Police Force's uniform response officers last year (see the Metropolitan Police contribution later in this report for more information on the Framework) and there will be refresher training this year provided by the PPU and the Crime Policy Team.

A new process was also added to Police systems to log adults at risk who come to Police attention ('Adult Come to Notices'), which has been hugely successful. In the period 2015-16 we have received 275 ACN's 53 of which are City residents and 222 which were from other force areas.

CoLP also give an extremely quick response to any contact from Adult Social Care and are on hand to complete checks and give advice as necessary.

The ECVCU unit conducts victim satisfactory surveys, finding that 100% of victims said they were provided with practical help and advice, while 83% of victims said they had taken measures to reduce the risk of them becoming victims of fraud again. We also review victim data to ensure that no repeat victims have been identified.



4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

The Police's ECVCU unit has conducted a review of its operating procedures and improved the referral processes. They have identified a new 3 tiered approach to victim support and the Economic Crime directorate is also scoping new processes that will improve the fraud victims' 'journey' through the criminal justice system, catering for all victims of fraud whether there is an investigation or not.

The CoLP Safeguarding meeting is also used as a forum to share information and constantly review internal and joint agency working and to continue to make improvements across all aspects of safeguarding.

London Borough of Hackney Council



Cath Millen

Head of Adult Safeguarding

1. What has your agency undertaken to meet the CHSAB Principles?

Hackney Adult Social Care (HASC) is a partner member of the CHSAB, the CHSAB Executive Group all of the Board's sub-groups with the exception of the City of London Sub-Committee. HASC is therefore actively involved in the majority of aspects of the strategic development of adult safeguarding in the City and Hackney. Examples of this work are:

- Development of the Safeguarding Adults Review (SAR) protocol by the HASC Deprivation of Liberty Safeguards (DoLS) and Mental Capacity Act (MCA) lead
- Formulation and submission of comments on behalf of the CHSAB to the Law Commission in relation to their proposals to revise the DoLS process by the HASC DoLS and MCA lead
- Development of the CHSAB Self-Neglect (including chronic hoarding) protocol by the Head of Adult Safeguarding, which the CHSAB approved in September 2015 and is currently being trialled. This protocol will be reviewed in June 2016. All agencies represented on the CHSAB had the opportunity to contribute to the draft document and will have the opportunity to be a part of the review.

HASC is an active member of multi-agency forums such as Multi Agency Public Protection Arrangements (MAPPA), Multi Agency Risk Assessment Conferences (MARAC), the Anti-Social Behaviour Panel (ASBAP), Prevent Partnership Meetings (PPG) and the Channel Panel. The multi-agency forums mentioned above provide an excellent opportunity for shared learning and increased understanding of local issues. Both the chair of the MARAC and the Domestic Violence & Abuse Team (DVAT) Transformation Manager have fed back that the input into the MARAC by the HASC community safety lead is extremely useful and informative.

In November 2015, HASC set up the Community MARAC panel, which it chairs and provides administrative support for the panel. The panel hears cases, which have been assessed as very high risk. It has been set up to deal with a range of risk issues including self-neglect, unlike the conventional MARAC, which is solely focused on cases of domestic abuse. The Community MARAC membership includes a range of agencies such as the police, housing with care, London Fire Brigade, etc. Representatives are relatively senior managers in their agency in order that they can provide direction and advice on actions that might be taken by their agency. Although still within its pilot phase, the Community MARAC has already facilitated improved outcomes for the adults

at risk whose cases were presented due to the shared expertise of the professionals from the different agencies make up the panel.

The two senior practitioners in the Safeguarding Adults' Team (SAT) have proactively engaged with partners and contributed to shared learning, for example, they have presented at various forums such as the Association of Palliative Care Social Workers, the trainee Learning Disability Psychiatrists for London, and St Joseph's Hospice. One of the senior practitioners continues to produce a widely popular comprehensive bi-monthly safeguarding newsletter, which also covers mental capacity and deprivation of liberty. This newsletter is posted on the intranet and sent to a range of partner organisations. Feedback on the safeguarding newsletter from HASC staff and partner agencies has been very positive.

HASC has adopted the London Multi-Agency Adult Safeguarding Policy & Procedures and written a short local safeguarding document that sits alongside it. It has shared this document with the City of London.

Over the past few months, HASC has developed a new safeguarding case management workflow and new safeguarding forms and which reflect the revised multi-agency procedures. These have also been shared with colleagues in the City of London. The development of both the workflow and forms was undertaken using a co-production process with front line staff and senior practitioners. Their involvement and feedback was vital to ensure that the process and forms would be clear and effective in practice. In the future, a group of people who use services will be involved in the development process - for example, Hackney's User and Carer Reference Group will be asked for their involvement when the process and forms are reviewed in September 2016.

In terms of improving shared learning, a priority for next year is to ensure that referrers of safeguarding concerns receive feedback on their referrals. This current gap has been identified by various partner agencies such as the London Ambulance Service and the police (in relation to MERLIN reports) as well as by the CHSAB Board Manager and through the CHSAB's public strategic consultation. Social workers have been asked and are expected to feedback to referrers and a mandatory question is now being added to the safeguarding workflow to ensure this takes place.

The Head of Adult Safeguarding and the Transformation Manager for DVAT have worked closely together this year and developed a joint protocol for staff with the aim of increasing awareness of each other's services and increasing the number of referrals from HASC to the DVAT. The DVAT manager has presented to the HASC Service Managers meeting and has presented at the domestic abuse training sessions held in early 2016 to provide local context and information about the DVAT. The SAT community safety lead has produced a document on safeguarding for the DVAT and has spoken at their team meeting. The number of HASC referrals to MARAC has increased from zero in the year 2014/2015 to six in the year 2015/16. The Transformation

Manager has reported that number of referrals to the DVAT from HASC has increased by 50% in the last 6 months.

HASC and London Fire Brigade (LFB) have also worked closely together this year to address the issue of the low level of referrals from HASC to LFB for home fire safety checks. This has included LFB providing training to staff in the social work teams and provided services. The LFB have reported an increase in referrals over the last six months but have said that the level of referrals is still lower than expected, suggesting that further work is needed in this area. Thirty-six referrals were made by HASC in 2015/2016. LFB do not have the data for 2014/2015 but have stated that thirty-six is a significant increase on the previous year.

To further improve joint working between Children's and Adults services, the Head of Adult Safeguarding has set up six weekly meetings with the Head of Children's Safeguarding and one of the Children's Service Managers. This is working well in terms of developing understanding of each other's services and how to improve partnership working.

Monthly SAM meetings have been set up in order to provide more support to the Safeguarding Adults Managers (SAMs), who are the HASC decision-makers in safeguarding cases. This provides an opportunity for relevant speakers, such as the Police and advocacy services, to come and present and for the SAMs to feedback on issues affecting them and to discuss complex cases.

Alternate safeguarding and mental capacity monthly surgeries have been set up for front line staff to discuss complex cases/issues with a member of the safeguarding adults team (SAT).

A Positive Risk-Taking & Risk Management Policy was written, distributed to staff and placed onto the intranet to develop day-to-day social work practice. It has subsequently been expanded based on the draft findings of the Mr BC Safeguarding Adults Review (see above), which the CHSAB will report on in more detail next year.

Furthermore, a HASC escalation policy has also been developed so that staff are aware of the process to follow if they encounter inter- or intra-agency disagreement on practice issues.

Following the implementation of the Care Act 2014, a draft Designated Safeguarding Manager (DASM) Policy and Procedure was developed in 2015. This document has been amended as a result of the revised Care Act guidance, which removes the DASM role. The document now outlines the responsibilities of the Heads of Adult Safeguarding and Human Resources in relation to any adult safeguarding allegations made against an employee of Hackney.

Joint work is being undertaken with Children's Services to develop an operational protocol for dealing with Modern Slavery cases. This protocol

will be presented to both the CHSAB and the CHCSB in 2016-2017 for approval. Training on modern slavery has been jointly commissioned with the CHSAB, which all social workers are expected to undertake. The Head of Adult Safeguarding is the HASC lead on modern slavery.

Safeguarding training for this year focused on the 'new' categories of abuse under the Care Act statutory guidance and a series of half day workshops were offered. One-day training on domestic abuse was offered in addition to the half-day training for those who required more in depth knowledge. This training was joint funded by HASC and the CHSAB, commissioned by HASC and was open to all CHSAB partners. Following staff feedback on SAM training, which indicated that it did not focus sufficiently on complex cases and making difficult decisions, a new provider was commissioned by HASC and the SAM training extended from one to two days.

Prevent is one of the government's four elements of CONTEST, the government's counter-terrorism strategy. It aims to stop people becoming terrorists or supporting terrorism. The Head of Adult Safeguarding sits on Hackney Council's Prevent Partnership Group and the community safety lead sits on the Channel panel. A HASC Prevent policy has been developed. The workforce development team has developed an action plan to ensure that current HASC staff and new starters in the future access the Prevent WRAP training in 2016/2017 and that the training is geared to adult social care staff. We are in the process of adding information on Prevent to the social work induction pack and the social work handbook. Referral to Prevent is now an option on the new safeguarding forms.

HASC hosted a Making Safeguarding Personal event for social workers in November 2015. Dr Adi Cooper OBE, the CHSAB independent chair, and Lyn Romeo, Chief Adults' Social Worker for England presented at this event. The feedback received via staff questionnaires was very positive with a desire expressed for similar events to be arranged in the future.

The Head of Adult Safeguarding carried out an internal audit of twenty-five safeguarding cases in early 2016, in order to develop a robust understanding of safeguarding practice and to identify areas for improvement. The audit represented approximately 4% of safeguarding cases in the year 2015/2016. The learning and recommendations from this audit will be shared with HASC senior managers and staff. The audit found that whilst most safeguarding practice was reasonably good there are areas for improvement. For example, recording needs to improve, particularly in relation to recording people's desired outcomes, in line with Making Safeguarding Personal guidance. Use of the care management system Mosaic also needs to improve as lack of understanding of how to use the system has skewed performance figures. Another area for improvement is the recording of risk assessments and risk planning. Whilst the actions that took place on cases show that risks had been considered and mitigated there is little recording of risk analysis. There is strong evidence of multiagency working but also signs that sometimes not all of the right professionals have been involved. The safeguarding audit tool

has been added to the generic HASC audit tool and audits will now occur on a quarterly basis.

As part of the practice improvement work, staff and senior manager questionnaires were sent out in early 2016, which focused on social workers support needs around safeguarding. There was an approximate 20% response rate. Whilst staff identified that they are receiving the support that they need, there was also a clear desire for shadowing and mentoring opportunities, more training and simpler safeguarding forms (this questionnaire sent out prior to the introduction of the new safeguarding adults workflow and forms mentioned earlier).

A benchmarking exercise with several other London boroughs was carried out by the Head of Adult Safeguarding to look at how they manage their safeguarding work and to consider the effectiveness of the current remit of the SAT in HASC. The report (including recommendations) is currently being drafted.

Deprivation of Liberty Safeguards applications increased from 344 in 2014/2015 to 682 in 2015/2016. This is due to the impact of the 'Cheshire West' ruling, which effectively lowered the threshold of what constitutes a deprivation of liberty. (Please also see the Hackney adult safeguarding data and DoLS diagrams and commentary in the previous section of this report.)

HASC has met statutory timescales for 95% of DOLs applications in the year 2015/2016. The projected cost of managing the DOLs process in 2016/2017 is approximately £400,000.

This additional pressure has been included in the Council's medium term financial planning forecast and will be addressed as part of its budget setting process.

The HASC MCA lead has been part of a Task & Finish group at the Homerton hospital, which aims to improve doctors' understanding of the DOLS process. The lead was also involved in the East London foundation Trust's (ELFT) DoLS Task & Finish group.

Finally, the Council's new senior management structure has seen the creation of the Children, Adults and Community Health Directorate, which will bring together children's social care, education, adult social care and public health. This will bring even greater opportunities for joint working, information sharing and economies of scale.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

In order to answer this question both quantitative and qualitative information is required. Please see the Hackney adult safeguarding data diagrams for quantitative data and commentary in the previous section of this report.

The new safeguarding workflow will be able to produce better quantitative data for next year's Annual Report as it asks mandatory questions about the adult at risk's desired outcomes and whether these have been 'fully met, partially met, not met'. However,

for the first time this year HASC has some Making Safeguarding Personal data. While Making Safeguarding Personal questions were not mandatory in the previous case workflow, in 20% of safeguarding cases social workers recorded the adult at risk as having been asked what their desired outcome(s) from a safeguarding intervention or involvement would be. This outcome has then been matched against a dropdown list of options, although no data is available on whether these outcomes were fully met, partially met or not met. The recent safeguarding audit mentioned above showed that in some cases desired outcomes were recorded as free text in the case management system rather than in a reportable format. There should be a far higher level of Making Safeguarding Personal data in 2016/2017 when reporting from the new safeguarding workflow and forms will be available.

Please also see the Hackney adult safeguarding data diagrams and commentary in the previous section of this report.

3. How does your agency evaluate its effectiveness and what evidence do you have?

HASC has evaluated its effectiveness via various mechanisms:

- The complaints and compliments process highlights areas of good practice and areas for improvement.
- HASC has started to measure outcomes of the safeguarding process, including the desired outcomes of the adult at risk.
- HASC uses a safeguarding audit tool. Audits will be carried out on a quarterly basis in 2016/2017.
- HASC completed the NHS England Safeguarding Adults at Risk Audit Tool 2015/16.
- HASC is part of the Safeguarding Adults Review (SAR) process, it is represented in the SAR sub-group and responds to the issues raised within the SARs by action planning to address highlighted issues for the service. For example, the findings of SARs inform training and development of services.

- HASC also seeks feedback from staff via questionnaires, supervision, the safeguarding surgery and safeguarding adults' managers (SAM) meetings and appraisal. For example, the supervision template has a section on safeguarding. As noted earlier, staff feedback has shown that they feel supported in their safeguarding work but would also like access to support such as shadowing and mentoring opportunities.
- HASC receives and welcomes informal feedback from partner agencies. For example, requests for more information for referrers shows a weakness in the current system, whilst the feedback from partner agencies regarding the advice given by the SAT is very positive.
- The Quality Assurance Safeguarding Board, chaired by the Assistant Director for Commissioning, monitors safeguarding concerns raised in relation to commissioned agencies.
- The Head of Adult Safeguarding monitors the number of safeguarding concerns that HASC receives and the time taken to respond to these. The performance team issues weekly reports of outstanding safeguarding episodes and the Head of Adult Safeguarding follows these up with the service.
- HASC also uses its adult safeguarding data to evaluate its effectiveness. Again, please see the diagrams and commentary in the previous section of this report.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

HASC has revised its safeguarding processes in line with the London Adult Safeguarding Multi-Agency Policy and Procedures. As noted above, this included developing safeguarding forms that met all reporting requirements (national and local), are streamlined and are practice-focused. From meeting with safeguarding leads from various other local authorities it appears that not all local authorities are making wholesale changes based on the revised Policy and Procedures. For example, unlike Hackney, some local authorities are retaining the investigation and case conference episodes. One of the main risks of making these changes is that staff do not fully understand or make use of the flexibility/proportionality of the new safeguarding process and the quality of practice dips instead of improves. It is too early to assess the impact of the changes as the new system was only implemented in March 2016. It is clear, though, that the new process will challenge social workers to consider the most appropriate, proportionate and least intrusive approaches to individual safeguarding concerns.

The other main risk of using the new approach is that social workers do not fully understand that adhering to Making Safeguarding Personal principles has to be balanced against the level of assessed risk to the person and to others.

HASC has also challenged itself to provide more safeguarding support to staff although resources are limited. For example, the SAT is a very small team, which also manages the DoLS process. As mentioned under question 1, this support has included SAM meetings, safeguarding surgeries, establishing the Community MARAC, and increased access to national and local guidance. This has put increased pressure on the SAT and the social work teams, but the support offered is that which has been requested in staff questionnaires and the feedback has been positive so far.

By working with the CHSAB Board Manager to access CHSAB funding, HASC has managed to put on more safeguarding training at a time when there is a very limited training budget. This has now identified risks attached to it, other than increased pressure on staff time. Feedback on the training has generally been positive. This training should result in increased social work knowledge of the additional categories of abuse under the Care Act and improved safeguarding practice.

The Head of Adult Safeguarding and the lead for mental capacity provided a briefing session on safeguarding for a range of Orthodox Jewish care providers (arranged by Interlink). As a result of this session, the Head of Safeguarding was asked to review the Misgav (service provider) safeguarding policy, which was completed. The aim of the session was to start to build up better links with the Orthodox Jewish community. The risk of holding this type of sessions was of alienating the community, which was minimised by the Head of Safeguarding passing all the information which was to be presented via the Interlink Coordinator prior to the meeting and discussing any culturally sensitive issues with her. A positive discussion was held about safeguarding and mental capacity. However, a lot more work is required in relation to accessing and working with the more 'hard to reach' communities in Hackney and this is a priority for 2016/2017.

Key priorities for 2016/2017

- Ensure that learning from SARS and safeguarding audits is embedded into practice
- Work with the City of London on a Making Safeguarding Personal public awareness campaign
- Work with hard to reach communities to build up understanding of safeguarding adults
- Ensure that referrers of safeguarding concerns receive feedback on their referrals
- Work with staff on developing their understanding and recording of positive risk taking and risk management
- Develop the safeguarding information available on the internet and intranet

London Fire Brigade

Central Operations Directorate



The London Fire Brigade (LFB) services are here to make London a safer place to live, work and visit. We believe that working with our partner organisations to share knowledge and expertise is integral to enabling us to deliver and improve our services. The LFB is therefore committed to adult safeguarding and contributing to Safeguarding Adults Boards (SABs) so that we can support effective partnership working and local arrangements that can protect local residents most at risk of abuse and neglect.

A key aspect of focusing our resources on preventative community interventions that matter the most is by working with others to help protect those residents in the capital who are most vulnerable to the risks of fire. The LFB cannot identify the more vulnerable members of our society on our own so we need our partners to be a gateway to those we wish to target with our fire safety work. We have worked with statutory agencies to develop this aspect of our partnership work. In this way, the LFB will be able to proactively support more residents in our communities to manage fire risks in their own homes.

This year the LFB has continued to support robust adult safeguarding arrangements under the Care Act by:

- Continuing to work with the London Safeguarding Adults Network and a wide range of other organisations that work with vulnerable or disadvantaged groups to let health and social care professionals know about the advice and guidance we can give to minimise the risk of death or injury from fire
- Demonstrating our commitment to safeguarding by making a voluntary contribution of £1,000 to each London SAB to support Boards with achieving their local strategic objectives
- Through this funding contribution required our local authority partners to enter into a Memorandum of Understanding with the LFB, agreeing to improve the lives of vulnerable persons within their boroughs by:
 - making appropriate safeguarding referrals when a concern is raised by the Brigade in carrying out its fire safety function
 - agreeing to consider arranging and holding case conferences on particular cases when a Brigade representative requests following a fatal fire
 - agreeing to make referrals of vulnerable persons to the Brigade to carry out Home Fire Safety Visits

- Instigating a review of our Safeguarding Adults policy & procedures in line with London ones and the Care Act
- Commissioning a new adult safeguarding training package for all staff – elements such as the Mental Capacity Act and the principles of *Making Safeguarding Personal* will form core parts of this package.
- Ensuring LFB representation and contribution to the SABs meetings
- Conducting thousands of Home Fire Safety Visits throughout the year
- Delivering free Fire Safety Awareness training local services where possible
- Working with statutory services to improve the number of referrals for Home Fire Safety visits to the LFB
- Referring Serious Outstanding Risk or Welfare Concerns to the local authorities
- Contributed significantly to Prevent and other anti-terrorist initiatives

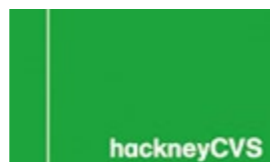
The LFB will continue to support the local adult safeguarding arrangements over the next year. We will do this through:

- Continuing to contribute to SAB meetings
- Carrying out Home Fire Safety Visits, particularly targeting those residents known to be at a greater risk of fire
- Continuing to raise awareness of the availability and provision of domestic fire suppression systems for people at significant risk of fire
- Continue to raise awareness of fire risks, especially in relation to people or household more statistically at risk of fire (such as through hoarding)
- When possible, providing Fire Safety Awareness training to local services
- Supporting applications from local housing providers, the local authorities, charitable organisations, care providers and other relevant stakeholders to the LFB Community Safety Investment Fund to receive funding for fire safety systems or equipment.

Hackney CVS

Kristine Wellington

Head of Safeguarding, Children & Families



Our Top 10 Safeguarding Achievements in 2015 – 2016 were:

- Represented unheard community voices in CHSAB meetings
- Facilitated the CHSAB public consultation and enabled the VCS to directly contribute to the CHSAB's 5 year strategic plan
- Development of the Community Safeguarding Engagement Forum
- Participation in a range of CHSAB sub-groups
- Increased access to safeguarding training
- Supported grassroots organisations to navigate the safeguarding landscape
- Encouraged organisations to include safeguarding on the management committee agenda
- Connected key VCS-led networks so that they collectively understand adult safeguarding
- Enabled Third sector to assess how protocols work on the ground
- Assisted the sector to meet their DBS requirements and funders compliance requirements

Hackney CVS provides both City & Hackney's Safeguarding Adults and Safeguarding Children Boards with the pathways to communicate their key messages to and hear from the diverse voluntary and community sector (VCS). We recognise that the Boards place high value on such multi-agency work.

Over this year Hackney CVS has been active in supporting the work of the CHSAB in its first year of operation under the Care Act. Hackney CVS representatives contributed both to the CHSAB and Executive Group meetings throughout the year and the Safeguarding Adults Review & Case Review sub-group. We also supported the development of and contributed to both the Training & Development and the Communication & Engagement sub-group. The Hackney CVS Head of Safeguarding, Children & Families is the chair of the Communication & Engagement sub-group.

We engaged the VCS significantly to promote the CHSAB's strategic consultation between October 2015 and January 2016, directly supporting the partnership with its statutory duties.

We worked closely with the CHSAB to support the VCS to help to ensure that the sector has a working knowledge of the Care Act 2014, understands and meet its safeguarding compliance requirements, and continues to develop its competence in adult safeguarding. This has encompassed the VCS adult workforce comprised of grant-funded and commissioned organisations that provide a range of services to people aged 18 years and over in Hackney. This has been particularly relevant to frontline organisations working with refugee and migrant communities, faith, tenants' groups, and family support organisations. Overall, Hackney CVS engaged 276 organisations in the adult safeguarding agenda.

VCS Workforce Development

Hackney CVS has continued to work with the London Borough of Hackney's Workforce Development Team to deliver the Safeguarding Adult Awareness courses. The courses were funded by Hackney Council and Hackney CVS hosted the training at our offices in Dalston. Using our offices meant that there was more community-based capacity for people and overall 99 members of the adult workforce benefited from the training.

In January 2016 Hackney's VCS hosted and took part in two specialist courses to advance the sector's knowledge and competency to safeguard adults in Hackney and the City.

1. *Adult Safeguarding - Train the Trainer*

This was a popular two-day event which aimed to create a pool of trainers for VCS organisations so that they can deliver basic and bite-sized Safeguarding Adults awareness training to their frontline staff, volunteers or people using their services – especially at times of the day or week that best enable such people to attend.

2. *City & Hackney Safeguarding Adult Leads (VCS)*

This course helped to equip a service or organisation's named person for adult safeguarding to develop their knowledge and understanding of their role and responsibility.

The CHSAB commissioned the Social Care Institute of Excellence to deliver both these courses.

Additionally, Hackney CVS led a number of funding partnerships and supports partner agencies to understand how to meet their safeguarding and Disclosure & Barring Service requirements, in support of safe recruitment practices.

Grant-funded organisations

Hackney is one of the few boroughs with a community grants programme and over the past few years we have promoted the safeguarding agenda to grant-funded organisations. During this year, Hackney CVS increased our focus on adult safeguarding at the launch of the two year grants programme, ***A Place for Everyone***. Hackney CVS led an interactive session on the Care Act 2014, which was well received. In addition, each ***How to Apply*** funding workshop included an element of adult safeguarding.

In conclusion, Hackney CVS has actively supported the work of the CHSAB over the last year and provided the Board with the pathways to communicate their key messages to and to hear from the diverse voluntary & community sector. This was particularly significant in our extended work in facilitating community engagement in the CHSAB's strategic consultation.

We look forward to extending our work to include our new Safeguarding Community Engagement Forum, which now brings together selected key networks such as Hackney Refugee Forum, Health Watch Hackney, One Hackney, iCare, Connect Hackney, POHWER and the Health and Social Care Forum.

Healthwatch Hackney



Paul Fleming

Chair

Healthwatch Hackney exists to make local health and care services work and improve for the people who use them. We act as the independent champion for residents and people who use services locally by ensuring that the voices of people across the borough are heard in order to influence decision-makers. We do this by valuing diversity, encouraging participation and working together with statutory and non-statutory partners to ensure that treatment and care is provided with respect and dignity.

Hackney Healthwatch welcomed the move to place Safeguarding Adults Boards on a statutory footing under the Care Act this year. As a member of the CHSAB, we have worked to enable the partnership to develop and maintain effective local safeguarding arrangements by:

- Contributing to CHSAB and sub-group meetings, advocating for local people and speaking out on their behalf at a strategic level
- Promoting and commenting on the CHSAB's public consultation on its five-year strategy
- Undertaking six ***Enter & View*** visits in local health and social care services to see how care is provided and speak with people using the services
- For example, the findings from our visit to a local nursing home guided an unannounced CQC inspection and were used as evidence by the Health in Hackney Scrutiny Committee.
- Providing our views on the CHSAB's 2016/17 strategic plan
- Giving people the information they need to be able to identify and report issues to people who can help
- Promoting awareness about adult safeguarding to the communities that we engage with and to our staff
- Ensuring our staff and volunteers are trained in adult safeguarding
- Giving people the information they need to be able to identify and report issues to people who can help

Hackney Healthwatch will continue to support the CHSAB partnership to achieve its aim and objectives over the next year by ensuring that the voices of people across the borough are heard and influence services. Specifically, we will be monitoring the implementation of our Enter & View recommendations, contributing to overview and scrutiny work in the borough, and contributing to the CCG and Hackney Council's work programmes. We will also analyse our data about what people tell us so that we can identify emerging trends in people's experiences of services and raise frequently presenting concerns to the CCG and the Council.

NHS City and Hackney Clinical Commissioning Group

Julie Dalphinis

Adult Safeguarding Manager



1. What has your agency undertaken to meet the CHSAB Principles?

All National Health Service (NHS) bodies including City and Hackney Clinical Commissioning group (CHCCG) have a statutory duty to ensure that they make arrangements to safeguard and promote the welfare of adults and to protect those at risk from abuse.

Safeguarding individuals has remained a very high priority for both commissioners and providers of NHS services during 2015/16. City and Hackney Clinical Commissioning Group (the CCG) operates within the NHS Standard Contract. The wording in the Contract regarding safeguarding arrangements was strengthened in 2015/16. Specific requirements were included to comply with relevant law and updated guidance, along with clearer provisions on staff training and audit. A safeguarding Lead post has been introduced into the CCG structure to give greater capacity to meeting our safeguarding responsibilities.

The CCG's safeguarding, clinical and quality leads are up to date with their safeguarding training and where required have access to appropriate supervision. Safeguarding adults' training is part of the mandatory training programme for all staff employed by the CCG. Additionally, the CCG provided a lot of successful training to GP practice staff over the last year. The CCG provided Safeguarding Adults Training to 56 general practice clinical staff, including general practitioners and nurses. Practice staff also attended a face-to-face update and 112 completed an e-learning module which the CCG had commissioned for non-clinical staff. This was done under the expectation that learning will be cascaded to the other clinical members of staff within the practice following their attendance of the face to face training session. Notes and case studies from the course are available on the CCG website and slides from previous Mental Capacity training are also available there too. The Clinical Lead for Adult Safeguarding also provided training to GPs working in the 'Out of Hours' service at City and Hackney Urgent Healthcare Social Enterprise.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

The CCG is a membership organisation comprised of 43 General Practices arranged in 6 consortia. Its purpose is to commission health services for both the registered and unregistered populations who live in the geographical area.

The CCG operates under the NHS England 2015 Safeguarding Vulnerable

People in the NHS policy which sets out the statutory requirements for the NHS to discharge its accountability for safeguarding adults at risk of harm or abuse. The policy sets out the safeguarding roles, duties and responsibilities of all organisations in the NHS. It has been developed by NHS England in partnership with colleagues from across the health and social care system, the Department of Health (DH) and the Department for Education (DfE).

The CCG has revised its policy for adult and children's safeguarding over the past year in order to ensure that they comply with upgraded national statutory requirements as well the newly published London Multi-Agency Adult Safeguarding Policy & Procedures. They are based on the principles, legislative requirements and contractual expectations of adult safeguarding to safeguard and promote the well-being of adults with needs for care and support. The CCG's responsibility for safeguarding demands that the following aspects of safeguarding governance and commissioning responsibility are in place:

- a) Clear lines of accountability for the safe commissioning and delivery of services
- b) Ensuring that safeguarding expertise is embedded in the clinical decision-making of the CCG
- c) Working to develop safeguarding supervision
- d) Representation at the CHSAB and its sub-groups
- e) Ensuring that contracted services are delivered safely and in line with section 32 of the NHS Standard contract and the law
- f) Working to implement robust governance procedures for contract monitoring and quality assurance
- g) Engaging in peer reviews of safeguarding processes and using the results to improve safeguarding adults practice
- h) Using learning effectively following SARs and Domestic Homicide Reviews

The following roles are in place in order to ensure that the CCG can fulfil its duties.

1. The CCG Chair is the executive Lead for safeguarding adults for the organisation. The Vice Chair is the executive Mental Capacity Act Lead.
2. A Lead for Adult Safeguarding, a GP Clinical Learning Lead for Adult Safeguarding and a Lead for Mental Capacity.
3. The Adult Safeguarding Manager is the Prevent Lead and reports to the Head of Quality.
4. There is effective inter-agency working with the London Borough of

Hackney and the City of London Corporation, with clear membership of the safeguarding boards and associated sub-committee and sub-groups.

5. The CCG complies with the national statutory requirements and London procedures for safeguarding adults in its commissioning. The CCG commissioning policies are being reworked in relation to regional and national safeguarding changes and were submitted for approval to the CCG safeguarding group.
6. Safeguarding adults training is part of the mandatory training programme for all staff employed by the CCG.

3. How does your agency evaluate its effectiveness and what evidence do you have?

1. The CCG has been assured by the NHS England Safeguarding Adults at Risk Audit Tool 2015/16 that its systems of risk assessments and identification to stop concerns escalating are “good”.
2. During the past year the CCG has updated its safeguarding adults policy which will support the CCG in achieving compliance with commissioning under the auspices of the Care Act.
3. The CCG has developed serious incident management processes in relation to safeguarding which have improved safety and governance. The CCG has also developed partnership working around serious incident reviews.
4. The CCG has developed its contractual specifications to include adult safeguarding.
5. Recent Domestic Homicide Reviews in Hackney highlighted poor communication of information between the Multi-Agency Risk Assessment Conference (MARAC) and GPs, which can potentially have a negative impact on the aim to reduce domestic violence and protect those at high risk of domestic violence and abuse. As a result, the CCG has funded a new post to support the Multi Agency Risk Assessment Conference (MARAC). This nurse-led service aims to address this gap and ensure a safer plan for victims of abuse as well as ensuring that the GP is aware of both the risks and the safety plan agreed at the conference. This has been commended by NHS England.
6. The CCG is on track to meet the national Prevent compliance standard of 100% by 2018. The CCG has a Prevent duty to work to prevent people from being drawn into terrorism. This duty requires the CCG, and providers of NHS services, to ensure that their staff are trained to be competent in identifying and responding appropriately to any suspected radicalisation. This is a requirement in the contracts for 2016-17 and NHS Trusts will provide assurance on this to the CCG. These actions are audited by NHS England and ultimately the Home Office on a quarterly basis.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

The CCG has challenged itself and others to improve safeguarding arrangements variously:

- The CCG has endeavoured to ensure that safeguarding training is up to date over the past year. The recent NHS England audit has shown that the CCG is 80% compliant with this. There is a compliance rate of 80% within the provider Trusts.
- The CCG has endeavoured to ensure that it learns from Safeguarding Adults Reviews (SARs). The CCG has engaged in three SARs instigated by the CHSAB over the past year, with the Adult Safeguarding Manager and the GP Clinical Learning Lead acting as SAR panel members. This representation has enabled the CCG to support the Board in its statutory duties and help the CCG to address the challenge of enabling SAR learning to be embedded across the health economy. The learning from the Reviews is shared with the CCG and the learning from each case will also be disseminated to practices where relevant.
- The CCG has also endeavoured to ensure that it supports and learns from Domestic Homicide Reviews and one such Review is currently underway in the City of London. The Adult Safeguarding Manager represented the CCG on this Review panel as well. The learning from this review will be shared with the relevant CCG Committees and Providers and the safeguarding group once the Review is complete.
- The Winterbourne View scandal in 2011 led to a Department of Health pledge to move all people with learning disabilities and/or autism who were placed in institutions to community placements by the end of March 2015. The CCG endeavoured to review safeguarding arrangements and to move people from these institutions and this was achieved in City and Hackney (although it was considered that two people were not appropriately placed because of their complex histories).
- The CCG has adopted the new London Multi-Agency Adult Safeguarding Policy & Procedures and has endeavoured to revise its policies that include adult safeguarding. Most of this work has been completed. Similarly, work to review the CCG Contracts so that they include safeguarding elements as per the NHS Contract section 32 has also been completed. Further work is needed on updating the policies for safe recruitment, whistleblowing and on managing allegations against people who work with the adult public.
- The CCG has updated its website to include information on adult safeguarding.

- The CCG will receive regular monitoring reports from providers on adult safeguarding within their services including evidence of training compliance. There will be joint work on the locality safeguarding dashboard and reporting template. The CCG will ensure attendance and contribution at learning events and a Training Needs Analysis will be undertaken with a view to developing appropriate training and ensuring that training levels are reported quarterly to the CCG.
- The CCG aims to provide Prevent training to GP Practices this coming year and there will be a further Safeguarding Adults training course delivered later in the year for GP staff. We will also be arranging a teaching session for GP Registrars this year to ensure safeguarding adults training is embedded in GP training in the City and Hackney.

Homerton University Hospital NHS Foundation Trust



Lesley Rogers

Head of Healthcare Compliance

1. What has your agency undertaken to meet the CHSAB Principles?

All our learning will be shared learning

The skill base of our staff will be continuously improving

Close working between the Homerton Safeguarding Adults and Safeguarding Children committees continued during 2015/16, via the quarterly joint meetings of the committees. These were chaired by the Trust Chief Nurse who is the Trust's Executive Lead for Safeguarding.

The safeguarding committees work to six shared principles, one of which relates to shared learning: *'Effective and appropriate training for all, underpinned by lifelong learning, learning from incidents and training models that demonstrably improve competence and confidence'*. In line with this principle and the implementation of the Care Act from the 1 April 2015, the content of the safeguarding adults training sessions at level 1 (undertaken by all Trust staff at induction) and level 2 (all clinical staff working with adults) was completely revised and re-shaped. The revisions were informed by the draft Intercollegiate Document on the roles and competencies for health care staff on safeguarding adults. The content and modes for delivery of training have also been informed by feedback both from over 70 staff across the Trust's acute and community based services and from different disciplines who were involved in testing a new module for reporting safeguarding incidents and disclosures.

The average uptake of safeguarding adults level 1 training during 2015/16 remained high, with 96% of staff completing the training. The percentage of staff eligible to be trained at level 2 who completed training increased steadily during the year from 40% to 51.5%, despite the substantial gaps in capacity in the corporate safeguarding adults team due to long term sickness absence and staff vacancy.

A key priority for 2016/17 is the roll out of a safeguarding adults level 2 e-learning course which incorporates test questions to assess competence. This e-learning course will be supplemented with face-to-face training sessions tailored to each service and using safeguarding adults case studies drawn from safeguarding incidents and disclosures, as well as the CHSAB Safeguarding Adults Reviews.

Prevent has been a standing item for discussion and action by the joint meetings of the Safeguarding Committees. Prevent awareness training was

incorporated into both safeguarding adults and children level 1 and 2 training. The challenge of delivering WRAP (Workshop Raising Awareness of Prevent) training in the manner prescribed by the Government remains and will be a focus for action in 2016/17.

Close working between specialist practitioners in dementia and learning disability and the safeguarding adults team with staff in the clinical services continued in 2015/16. For example, in October we held a workshop on the Mental Capacity Act and Deprivation of Liberty Safeguards aimed at medical consultants, chaired by the trust Medical Director. The workshop included contributions from Bevan Brittan solicitors on the Law Commission's consultation on Mental Capacity legislation. Action following the workshop has included designing a better system for recording mental capacity assessments as part of the hospital electronic patient record. This will be further tested and fully implemented during 2016/17.

We will promote a fair and open culture

All staff at Homerton have a duty to **recognise, report** and **act** on safeguarding disclosures to ensure that patients and clients, whether adults or children, are protected. In common with many NHS organisations, the Datix incident reporting system is used to report incidents and disclosures throughout the Trust's acute and community based services. However, safeguarding children and adults practitioners raised concerns about deficiencies in the capture and accuracy of safeguarding incidents reported via Datix. In line with Don Berwick's statement, to make *improvements requires a system of support*, the heads of the safeguarding children and safeguarding adults teams set out to improve the quality of safeguarding by developing a better system for the reporting of safeguarding concerns. It was reasoned that the development of the system on Datix would also foster an open culture in reporting safeguarding concerns in the same way as other incidents.

The safeguarding module comprises a small number of questions which both elicit key information from staff reporting a safeguarding incident or disclosure and prompt staff to take follow-up action. Appropriate action includes referring a safeguarding adult concern to the local authority where necessary. The module was implemented in March 2016 and initial results have been very positive, including:

- **Improved accuracy** of reporting of safeguarding adult incidents and disclosures
- **Improved timeliness of response** to safeguarding adult incidents
- **Datix system** supports thematic analysis of safeguarding adult's incidents
- **Structured review of incidents** with a decision-tree to follow up incidents and feedback to reporters
- **Improved training of Trust staff** with specific details on reporting
- **Bespoke training** session delivered to corporate safety/risk staff to improve their knowledge and awareness of safeguarding

We will understand the complexity of local safeguarding needs

The safeguarding adults team has used the development of the improved system of reporting safeguarding concerns to identify themes and issues to help the organisation and the CHSAB to understand the complexity of the needs of local communities. Analysis of incidents and disclosures in 2014/15 revealed that 'Neglect', including self-neglect, was the harm most often identified in adult safeguarding cases. Homerton staff played an active role in contributing to the development of the CHSAB multi-agency Self-Neglect protocol, bringing expertise and knowledge from across acute and community based services. We have raised awareness of the protocol, including via safeguarding adults level 2 training and case-based update training in specific services, such as the Emergency Department.

2. What difference has your agency made to improve the safeguarding of adults and in promoting their welfare?

A Quality Account is a report about the quality of services by an NHS healthcare provider. These reports are published annually and are publicly available. For the first time the safeguarding adult team set a priority in the Quality Account for 2015/16. We wanted to raise the profile of the 'Empowerment' principle in safeguarding adults and link this to 'Making Safeguarding Personal'.

The objective was: to 'Make Safeguarding Adults Personal' by capturing the views and wishes of patients and clients on the outcome of the safeguarding adults process'. We used the re-design of the safeguarding adults training materials as an opportunity to include a case study to illustrate the concept of 'Making Safeguarding Personal'. Staff were also prompted to find out and record the outcome the adult at risk wanted from the safeguarding process when referring safeguarding concern to the local authority. Our target was to ensure that 25% of all safeguarding adult referrals include 'Making Safeguarding Personal' information. On average, from July 2015 to March 2016, 23% of referrals met the target.

We aim to improve this practice in 2016/17 through the implementation of the improved safeguarding reporting system as well as improved uptake of training.

Homerton has also continued to protect adult patients and clients by providing safe clinical care, particularly through monitoring of 'Harm free care' via the 'National Safety Thermometer' which is a nationally recognised tool. The 'National Safety Thermometer' programme, involves the collection of data on patients in relation to potential harms. It is a 'point prevalence survey' (that is the number of harms seen at a particular point in time) and can be used to show trends in the number of harms suffered as an indicator of the safety of patients over time. Data are collected and entered into the safety thermometer software and uploaded to a national portal. Every patient being cared for is assessed for four specific areas of harm: pressure ulcers, falls

that cause harm, urine infections in patients with a catheter, and venous thromboembolism (the formation of blood clots in the vein). This provides a snapshot of the level of harm-free care. During the time period April 2015 to March 2016, Homerton provided care that was consistently better, that is higher levels of harm free care, than the national average.

3. How does your agency evaluate its effectiveness and what evidence do you have?

The Homerton Safeguarding Adults Committee held quarterly meetings during 2015/16 to monitor the effectiveness of action to safeguard patients and clients using national or regionally developed tools wherever possible. Examples include the continued use of the NHS England Safeguarding Adults at Risk Framework (SAAF) to assess, track and revise the work plans of the safeguarding adults team and associated staff and services. Unfortunately, the absence of a full complement of safeguarding adult team members for over 80% of the time period meant that the maintenance of an effective service to support staff in direct contact with patients and clients was challenging. Maintaining and improving the skills and knowledge of these staff was a key focus in these circumstances. Nevertheless, during 2015/16, 64% of the 14 SAAF elements were scored green, meaning the requirement is met consistently across the organisation. 36% were scored yellow, meaning the requirement is partly met.

The Committee also evaluated how the Trust complies with the revised London Multi-Agency Adult Safeguarding Policy & Procedures 2015. This confirmed that the Trust complies with the policy & procedures and the recommendations for minor action needed to embed the best practice form part of the safeguarding adults team work plan for 2016/17.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

The Trust has been committed to meeting the recommendations in the Lampard Report into NHS investigations into matters relating to Jimmy Savile, published in 2015. This has included working with diverse communities such as the Charedi Orthodox Jewish community to ensure that organisations that provide services and people who volunteer across the Trust comply with the recommendations set out in the Lampard report and the Department of Health response to the report. The Safeguarding Adults and Children teams together with the Head of Patient Experience and the Volunteer Coordinator worked closely with groups across Hackney's communities. A pragmatic and enabling approach was taken which ensured that individuals keen to volunteer their services became part of the official 'Homerton Helpers' scheme. This has ensured that the Trust maintained its commitment to being inclusive whilst acting in line with the Lampard Report. The progress with meeting the Lampard recommendations have been monitored regularly and reported on to the City and Hackney Clinical Commissioning Group safeguarding managers.

Case Study

Making a difference: carer abuse

The victim is a 57 year old female who lives with Alzheimer's and severe communication difficulties. An allegation was made to the police that her care providers had placed her into a hot bath resulting in 20% first degree burns to her legs and arms and causing scolding and burns to her body.

A police investigation commenced with close liaison with care provider, CQC and Adult Social Care in attendance at strategy meetings. The carer was arrested and interviewed. The case has been referred to the CPS and their charging decision is awaited.

East London NHS Foundation Trust



Janet Boorman

Associate Director for Safeguarding Adults & Domestic Violence

1. What has your agency undertaken to meet the SAB Principles?

All our learning will be shared learning

This year the safeguarding adults team have been attending team meetings and group supervision sessions to promote learning from cases. These have been from other local authority areas as well as within Hackney. The most notable has been learning from the draft report of the Mrs A & Mr B Safeguarding Adults Review. This prompted specific training for staff about sexuality and staff responses to risks within the services for older people.

We will promote a fair and open culture

The Associate Directors held a workshop for the Trust's Board members to look at the implications for Trust's services following the implementation of the Care Act. The workshop included both Executive and Non-Executive Directors and emphasised the importance of their role in promoting good safeguarding practice within the organisation from the top-down. Learning Lessons seminars are arranged for significant events and Reflective sessions are held routinely for teams where there has been a local incident for staff to have the opportunity to share their thoughts and promote good team work for the future.

We will understand the complexity of local safeguarding needs

The Trust is aware that safeguarding is a broad umbrella term which incorporates all forms of patient safety from preventative practice to appropriate responses to allegations or incidents. An example is the increasing use by staff of routine enquiry about abuse following training. Support is also arranged when staff disclose when they are at risk of domestic violence in their own personal lives.

The skill base of our staff will be continuously improving

The Trust is very aware of the duty to provide safeguarding training that meets the needs of the various staff in different positions across all services. The training reflects the new definitions of safeguarding or abuse concerns set out in the Care Act's statutory guidance (such as modern day slavery, domestic abuse and self-neglect) using case examples. There has always been an emphasis on encouraging staff within operational services to assist in presenting the training programme and this has ensured that the programme is kept up to date with recent changes in local practice.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

The Trust has a dedicated safeguarding adults team that takes responsibility for ensuring that there is Level 1 & 2 training for all new staff which covers awareness of domestic violence and the Prevent agenda. In addition to speaking to their manager, staff may contact the team for support and advice. Over time contacts have been about how to prevent abuse as well as responding to allegations of abuse and neglect by using the safeguarding procedures.

3. How does your agency evaluate its effectiveness and what evidence do you have?

The Trust has a Safeguarding Adults Committee that meets bi-monthly where a quarterly data and analysis report is shared for Assurance purposes about the process and the outcomes of safeguarding incidents that have occurred.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

Implementing the Prevent agenda was a challenge this year, given its potential for controversy both publicly and within services. The Trust sought and received NHS England funding to develop an innovative WRAP session followed by actor-led scenarios. These were well received giving the staff a chance to ask questions in a safe environment and to develop their skills and confidence in this area. This will also become available in the coming year as an e-learning refresher training for all staff, showing the possible outcomes for referrals to the Channel Panel for two very different concerns about people who use services who are at risk of radicalisation to violent extremism.

Barts Health NHS Trust

Jane Callaghan

Head of Safeguarding Adults



1. What has your agency undertaken to meet the CHSAB Principles?

One of our main objectives this year was to establish sound practice in relation to application of the Mental Capacity Act (MCA) and Deprivation of Liberty Safeguards (DoLS), which encompasses a number of the safeguarding principles.

We established and met the following milestones in respect of leadership, training, awareness raising, completion of capacity assessments and completion of DoLS applications.

1. Provide assurance that there is sufficient safeguarding/MCA DoLS leadership (including the establishment of MCA-DoLS champions) to support MCA and DoLS

Despite some recruitment/retention issues in the Safeguarding team, the completion of a Commissioning for Quality & Innovation scheme demonstrates that the leadership has been in place. MCA-DoLS Champions have been recruited, trained, and have contributed to this work.

2. Raise the profile and understanding by implementing an Awareness Week within the trust

This was held successfully in November 2015, see below.

3. Develop awareness and understanding by training and educating the workforce

Training targets were set as required by the CQUin, and have been exceeded.

4. Evaluate how embedded MCA-DoLS is in clinical practice

A paper summarising progress was presented. CQC data suggests that DoLS is more embedded in Barts Health NHS Trust than any other Trust, by a wide margin.

5. Increase the number of capacity assessments by 30%

This has been achieved. (Baseline audit: 24%. Final audit: 76%.)

6. Ensure that a DoLS application is made for 95% of eligible patients

This has been achieved. (Baseline audit: 73%. Final audit: 97%.)

The MCA Awareness Week took place from 23 November to 1 December 2015. It included the implementation of a Trust-wide screensaver promoting the 5 key principles of the MCA, distribution of mouse mats featuring the key principles of the MCA, canteen-based stalls held over lunch time in each of our hospital sites, and distributing information about DoLS and MCA in various formats, including posters, leaflets and information sheets. Stalls were manned by members of the Safeguarding team, advertised by conspicuous banners and balloons and a range of other media, such as pens, mouse mats, competitions, and sweets, to encourage staff and visitors to come to visit the stall. 307 staff visited the stalls, 500 mouse mats were distributed and 150 posters and 500 leaflets were taken. A high-level open lecture on legal issues relating to DoLS was delivered by a partner from the Trust's external solicitors, which was attended by 91 people. 750 DoLS/MCA-focused prize crosswords in which all the answers could be found by reading a summary article on DoLS were distributed, with 32 completed. There were also additional open teaching sessions on MCA alongside the implementation of an on-line DoLS-MCA competency assessment to complement the training. 28 staff completed the assessment. Study materials relating to the week, including an interview with the Safeguarding Team MCA-DoLS lead, were published on the intranet. Additionally, a "Capacity to Consent to Admission and Treatment" form for all admitted adult patients was distributed to all sites during the week.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

The Trust has unique challenges in meeting the needs of very different and diverse communities. The Care Act 2014 has put safeguarding adults on a statutory footing, where robust governance arrangements and assurance are required for an expanded safeguarding adult agenda. The Cheshire West ruling on Deprivation of Liberties Safeguards (DoLS) has also had a significant impact on our work. The recent CQC inspections at Barts Health NHS Trust identified that safeguarding adult arrangements were in place and were followed in most circumstances. Staff were compassionate and respected patients' dignity. However, there were some areas that needed to be strengthened and we undertook to:

- Ensure that there are robust systems in place to protect adults at risk in all clinical areas
- Embed the principles of the Mental Capacity Act in practice

Recruitment to temporary posts to support improvement work in safeguarding was partially successful. The small safeguarding team has undertaken to attend safety 'huddles', visit wards and support safeguarding strategy meetings and investigations across the Trust. A model for an expanded safeguarding adult's team has been developed in line with both what staff told us was needed through a commissioned external review of safeguarding arrangements (see below) and the operating models in other Trusts. The new

model, which incorporates a safeguarding advisor for each of the hospital sites, requires approximately £300,000 investment and this will be considered with other cost pressures as part of the budget-setting exercise in March 2016.

3. How does your agency evaluate its effectiveness and what evidence do you have?

We commissioned an external review of safeguarding arrangements throughout the Trust in July 2015. The report and recommendations formed the agenda of a summit where staff and partners worked together to agree the safeguarding model for Barts Health NHS Trust. An integrated strategy for safeguarding adults and children that will describe that model is in development and this will be circulated for consultation during March 2016. The strategy will outline the governance, assurance and leadership expectations for both safeguarding adults and children.

A set of metrics have been developed and agreed with the Local Authorities to monitor safeguarding activity. Each hospital Director of Nursing receives monthly reports on these metrics, which include training compliance. The terms of reference for hospital-based operational safeguarding meetings have been agreed practice and improve the assurance of safeguarding arrangements.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

One of the key challenges for our staff has been through competency assessments undertaken with registered nurses in inpatient areas in our hospitals. There were gaps in the knowledge of staff about the types of abuse that may happen in hospital and some responded to questions about safeguarding by deferring to either senior nurses or doctors who they expected to take responsibility and tell them what to do. Some staff did not demonstrate knowledge and practice commensurate with statutory training. This gap has been challenged through safety 'huddles' and sister's meetings, face-to-face training on the preceptorship, internationally trained nurse programmes, and a number of face-to-face, bespoke training sessions on site, including as study days for surgical nurses. However, it is clear that a robust competency-based training strategy is needed. Work with the Education Academy is being undertaken to inform a business plan that puts safeguarding adults training, in line with the Care Act, on the same footing as safeguarding children.

This will include face-to-face competency based training for all registered health professionals at band 6 or above on induction, which will be updated every 3 years; enhanced training for senior leaders and those who give advice to others about responding to safeguarding concerns and updated, enhanced content for level 2 training for all staff.

Metropolitan Police



Cath Edgington

Detective Chief Inspector, Hackney Borough
Reactive & Public Protection Unit

1. What has your agency undertaken to meet the SAB Principles?

The London position for Safeguarding Adults within the Metropolitan Police Service (MPS) has changed significantly over the last few years. Historically, different policies, procedures and referring processes were operating across the 32 Boroughs, none of which were recordable or searchable. This has now change as new processes, toolkits and pathways have been implemented and consolidated through increased partnership working across the MPS.

The MPS has a duty to work in partnership to protect the most vulnerable persons in society. Like many other public authorities, the police frequently continue to be the first point of contact for a vulnerable person in crisis. It is recognised that front line officers need to be able to identify vulnerability and risk and seek early intervention opportunities to support and protect the vulnerable within the community. The MPS uses the following definitions:

Vulnerable Adult:

A person aged 18 years or over who is or may be at risk of abuse by reasons of Mental or other disability, age or illness and who is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation.

Vulnerable Adult Abuse:

A single or repeated act or lack of appropriate action occurring within any relationship where there is an expectation of trust (which can include a relative, carer or service provider) which causes harm or distress to a vulnerable adult.

The MPS record encounters with vulnerable adults who come to the attention of police whether as a victim, witness, suspect or member of the public. These are recorded on the Merlin system as Adult Coming to Notice (CAN) events. Merlin records are completed in the following circumstances where:

- a) There is a concern of vulnerability in one or more of the following aspects:
 - i. Physical
 - ii. Emotional/Psychological
 - iii. Sexual
 - iv. Acts of Omission / Neglect
 - v. Financial

and

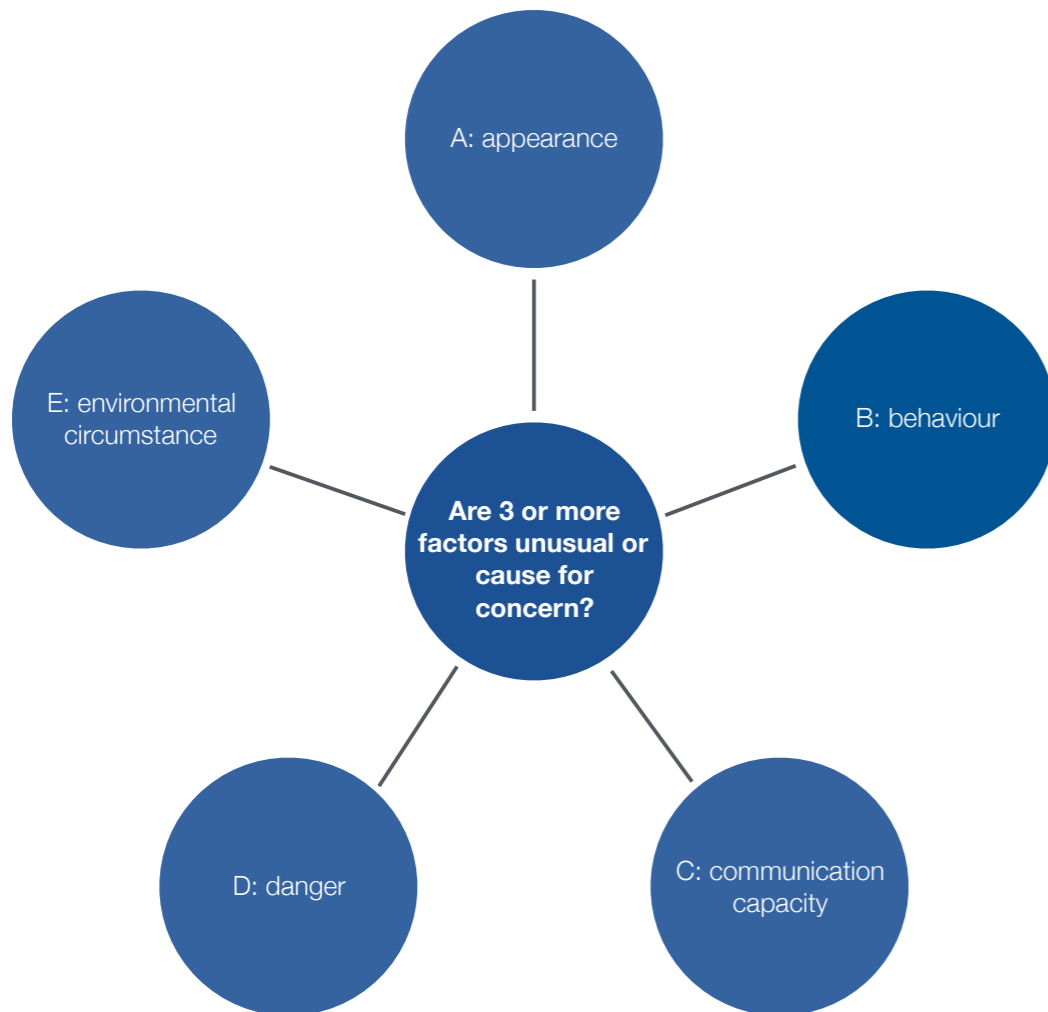
- b) There a risk of harm to that person or another person

Those who come to the notice of the police as vulnerable will require an appropriate response which may include a multi-agency intervention.

MPS Hackney recognises the six statutory principles of Adult Safeguarding and works towards these throughout all stages of our involvement with a Vulnerable Adult or adult at risk - from initial contact and identification of vulnerability, during the investigation and referral process, with intervention opportunities, in seeking the consent of the person, and in information-sharing and record making.

When coming into contact with a member of the public as a victim, witness or suspect, all MPS personnel must carry out a Vulnerability Assessment Framework (VAF) assessment to identify any vulnerability. The use of this assessment at the earliest possible stage maximises early intervention opportunities and helps prevent victimisation.

Vulnerability Assessment Framework (VAF)

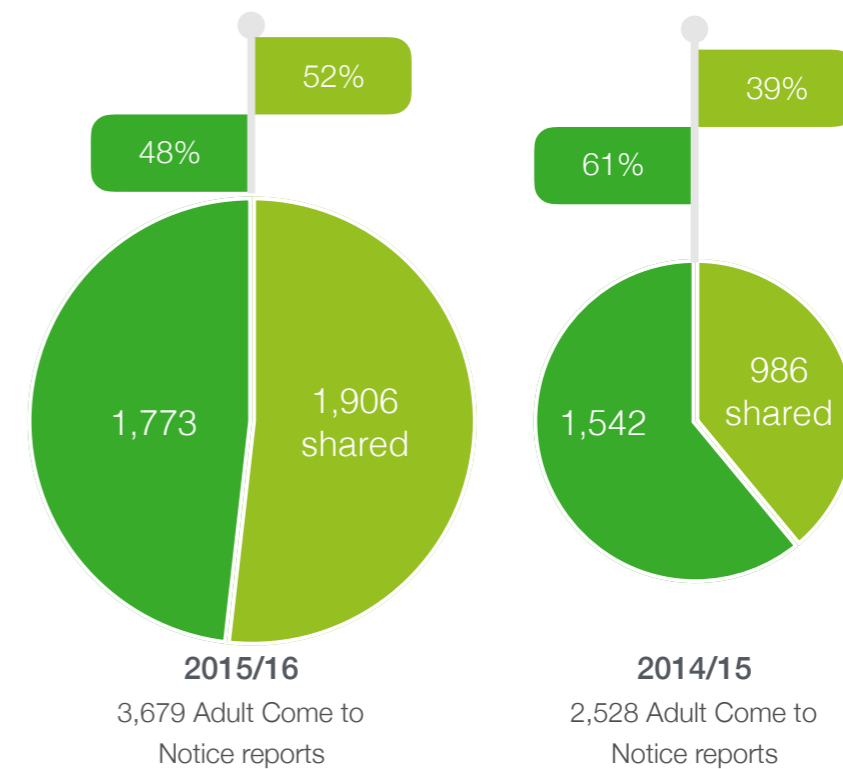


When three or more of the five VAF areas are identified a Merlin report is created (and a Crime Report if a crime is alleged).

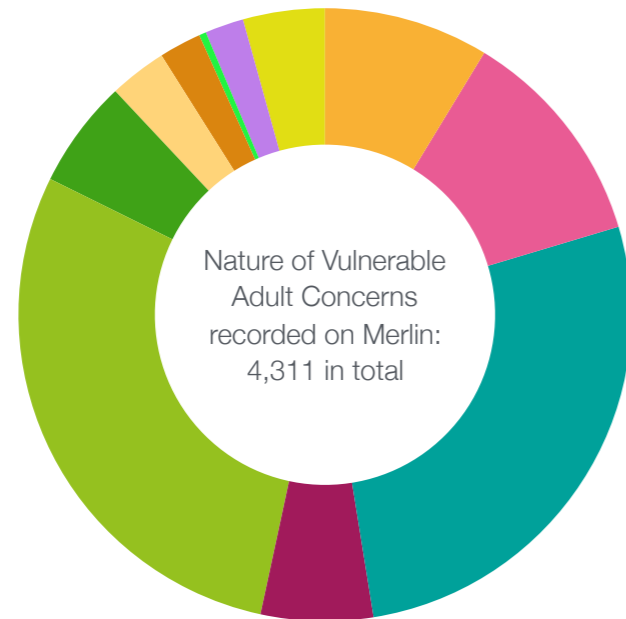
If fewer than three VAF areas are identified while there is a cause for concern for the person then an Adult Come to Notice (ACN) is created.

The officer ensures the reason for the creation of an ACN is recorded in all cases, together with the person's views regarding any consent for any referral issue. All vulnerability reports are reviewed by staff within our Public Protection Unit and any linked crime investigations are investigated by our Safeguarding Adult Detective officers located within the Community Safety Unit at Stoke Newington Police Station.

Between April 2015 to April 2016 there have been 3,679 recorded Adult Come to Notice reports for Hackney residents. 1,906 (52 %) have been shared with partner agencies, an increase on the 39% share rate from April 2014 to April 2015 (986 shared out of 2528 cases).



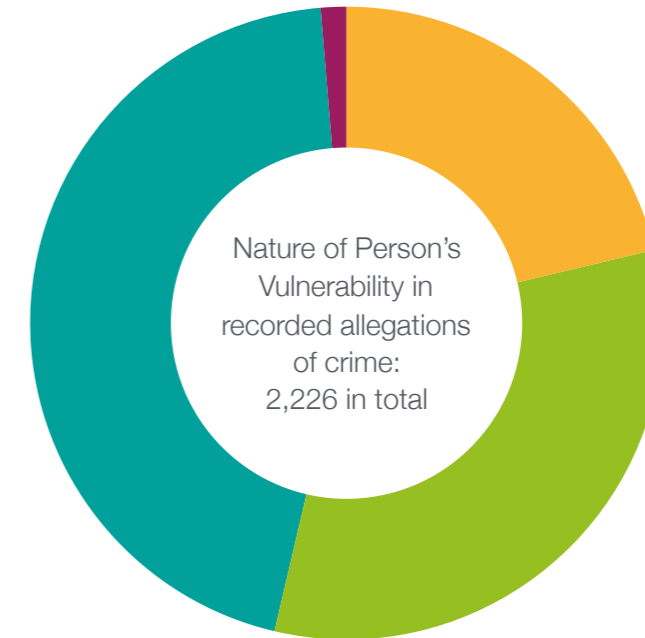
Concerns raised by officers on Vulnerable Adult Merlins can be subjective and many reports will show multiple concerns as shown below.



- Adult Risk of Harm due to Age: 375
- Adult Risk of Harm due to Disability: 503
- Adult Welfare Concerns (non specific) : 1,168
- Alzheimer's / Dementia : 255
- Mental health crises: 1,247
- Mental health – Voluntarily to hospital: 246
- Sec 136 Mental Health Act : 131
- Sec 135 Mental Health Act : 96
- Mental Capacity Act : 16
- Domestic Abuse: 88
- Victim of Crime : 186

Crime Investigation

There are two Adult Safeguarding Detectives within the Community Safety Unit who investigate allegations of crime against Vulnerable Adults by someone who is a family member or in another caring capacity. These are reports, incidents or contacts with police that result in a crime report being raised.



- Mental Health Impairment / vulnerability: 552
- Physical Impairment / vulnerability: 840
- Intimidated Victim: 840
- Vulnerable Adult Abuse Flag

It should be noted that not all Crime reports involve a criminal offence taking place. Some reports are raised when events are unclear or to assist with risk management and supervision, where a non-crime incident takes place within a domestic setting, for example. In such a case a Non-Crime Domestic report is raised, which is reviewed by a Detective from the Community Safety Unit to ensure that risk is managed and support provided and no crimes missed by a reporting officer who does not have the specialist training.

Case Study

Making a difference: a non-domestic crime incident

Concerns were reported by family members that a sibling had been taking advantage of their elderly mother who was living with dementia. There was a concern that the sibling had dishonestly taken over management of the mother's finances for their own gain. The elderly mother was clear that she did not want the alleged perpetrator arrested. Officers undertook a full investigation, obtained statements, attended strategy meeting with the Safeguarding Adults Team and worked with partner agencies and an Independent Domestic Violence Advisor to support the victim at court for an Occupation Order against the perpetrator.

The police will, where appropriate, be the lead agency in criminal cases, but it is essential that we work closely with the local authority and other partner agencies to ensure that evidence is gathered, relevant information is shared, risk is identified and managed and a safeguarding plan is agreed at an early stage.

Where necessary the police will interview the alleged victim (who may well need support and/or communication aids or special support measures), the alleged perpetrator and witnesses.

In cases where criminal proceedings are not pursued following a decision by the Crown Prosecution Service, the police will agree with partners a course of action with partnership agencies to protect the adult(s) concerned.

Local training ensures that officers, particularly those dealing directly with Vulnerable Adult investigations, are kept up to date with their legal powers and duties, including their responsibilities in relation to the Mental Capacity Act and Mental Health Act.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

Working with Partner Agencies

The MPS has a statutory duty to safeguard Vulnerable Adults and those at risk and a statutory duty to co-operate with our partners. We do this through:

Safeguarding Adult Board membership and engagement:

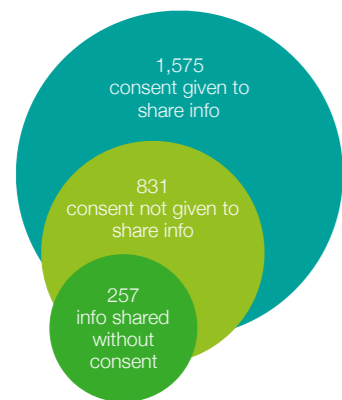
DCI lead for Public Protection is a core member of the CHSAB, attending full, Executive Group and sub-group meetings.

The police Designated Adult Safeguarding Manager (DASM):

This is an officer with sound knowledge of multi-agency working and adults at risk investigations. This role is currently held by the Borough CSU DI as they have the remit for most safeguarding adult investigations and responsible for the management and oversight of individual, complex cases where allegations are made or concerns raised about a person in a position of trust whether an employee, volunteer or student, paid or unpaid acting for the partner agency. The police DASM provides expertise, advice and guidance and liaises with partner agencies as necessary. This involves ensuring the progression of cases to ensure they are conducted in timely manner.

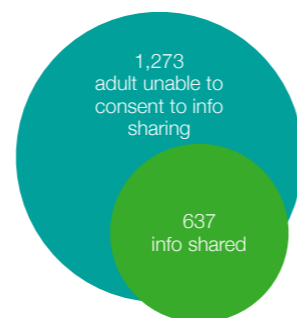
Information Sharing:

This is a key role for MPS Hackney and the Public Protection Unit. Information-Sharing Agreements enable police to comply with their duty to protect adults from abuse and neglect, bring perpetrators to justice and provide relevant information with and without consent.



MPS officers seek the adult's consent to share:
 Consent to share was given in 1,575 cases (64%) with Consent Not Given in 31% of cases (831) and in 31% of cases where consent not given the concern was shared with the consent refusal being overridden.

In 1,273 cases, the Adult was unable to give consent of which 50% shared without recorded consent.



Hackney Community MARAC

The Community MARAC is a recent addition to Hackney's multi-agency response to the management of High Risk Vulnerable Adults. Hackney MPS have played an active role in the working group and are core members on the MARAC panel, where information is shared on complex/high risk cases between various stakeholders. The primary focus of the panel is to put a plan into place to safeguard victims, witnesses, and suspects where appropriate, to prevent further victimisation or criminal activity.

Where legislation and information sharing protocols allow, all relevant information is shared about victims, witnesses and perpetrators, the representatives then discuss options for increasing the safety and or wellbeing of the victims, suspects and/or witnesses and, if relevant, addressing the perpetrator's behaviour, turning these into a co-coordinated action plan. In some cases, while there is no criminal aspect, the person may have come to police notice as there are concerns that the individual is becoming increasingly vulnerable and would benefit from partnership support or intervention.

Safeguarding Adults Reviews & Individual Management Reports:

MPS Hackney engage as a member of the CHSAB's SAR & Case Review sub-group and were a contributing agency to one of the SARs instigated by the Board this year.

3. How does your agency evaluate its effectiveness and what evidence do you have?

Assessing effectiveness of MPS work in this area requires further work.

There has been an additional 1,151 Merlins created for the period April 2015 to April 2016, compared to the previous year with an increase of 13% in Information sharing amongst Partner Agencies. The year-on-year increase in ACN Merlin reports indicates that front line officers are better able to recognise, record and refer Vulnerable Adults and Adults at risk.

This year has seen the introduction of two dedicated Vulnerable Adult Crime Investigators with specific focus on Vulnerable Adult Abuse and Carer Abuse. Their development of specialist skills and partner relationships with professionals in Adult Safeguarding has had a positive impact for victims of crime.

However, specialist data research needs to be commissioned as there is no corporate data with sufficient levels of detail to evaluate the effectiveness of the MPS and MPS Hackney in respect of our involvement with Vulnerable Adults or adults at risk.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

The current MPS policy for Safeguarding Vulnerable Adults seeks to professionalise and improve the quality of service delivery to adults at risk who are or suspected of being the victims of abuse and crime. It has provided a standardised approach across the MPS to the identification and management of Vulnerability and the Protection of Adults at Risk incidents by issuing clear instructions to staff ensuring that everyone understands their roles and responsibilities.

The policy also seeks to develop good practice relating to the prevention and detection of crime. It will ensure that the MPS is legally compliant and is intended to increase the level of reporting, prosecution and monitoring of vulnerability and adult at risk cases.

Furthermore, the policy's aim is to improve the response to Vulnerability adult at risk incidents, risk assessment and management of cases, leading to the improved safety of victims.

The MPS recognises that there are complexities to the police role in upholding the CHSAB principles. For example, positive action may require the arrest of a perpetrator against the expressed wishes of the adult at risk.

The MPS also recognises that people can experience other barriers to reporting and investigation:

- **Fear of detrimental outcomes:** Of being placed in institutional care setting rather than at home, for example. There may also be a reluctance to report safeguarding concerns to police out of a fear of bringing shame to the family's honour.
- **Lack of mental capacity:** Vulnerable Adults may be unable to make a decision about how to keep themselves safe at a time when it is needed.

In situations where adults at risk choose to live in risky situations there remains a duty of care by all agencies involved with the adult to take appropriate and proportionate action to minimise the risks involved. The views of the adult at risk should be sought and should form the basis of the risk assessment. Many professional, doctors and social workers, for example, cannot take decisions affecting adults with capacity, without their consent. Police officers are not similarly limited. When acting in the public interest or applying the criminal law, the police may make decisions about a person without their consent. This includes making referrals to Adult Social Care and necessarily sharing restricted information with our statutory partners.

- **Failing to obtain an account directly from the adult at risk:** Police need to speak to the adult at risk and secure other evidence and information from as many sources as possible. This will maximise opportunities for a successful outcome.
- **Failing to assess risk:** Police must make a determination of the risk of harm to the person or to another. The views of the adult at risk are sought and they form the basis of the risk assessment. We ensure all views and decisions are documented on the Merlin and CRIS.
- **Failing to obtain access to the adult at risk:** There is no basis in law for removing an adult to a place of safety unless section 136 Mental Health Act (MHA) 1983 applies. This action, therefore, can only be carried out with the person's consent, or where the adult lacks capacity in accordance with the Mental Capacity Act 2005 best interest principles.
- **Assumptions/prejudices towards adults at risk:** Training assists our officers to break down this barrier and not to make judgments as to whether a witness is likely to be accepted as competent by the courts. Officers should not make assumptions based on the vulnerability of the victim. For example, repeated calls received from an adult placed in a mental health setting who is alleging they have been assaulted by other service users or staff should be visited, despite possible doubts about their credibility.

Historically, adults at risk or with care and support needs have been treated as second class citizens, either as active citizens within society or through discrimination by criminal justice services. This prejudicial treatment is

based on false perceptions as to how people's needs or conditions make them vulnerable, rather than the actions of others. The purpose of current government and MPS policy is to confer the balance of belief and credibility back to adults at risk through ensuring that those in the position to listen and assist do so, without prejudice. It is important that the MPS does not use someone's perceived vulnerability - which may make them appear less capable - inadvertently against them.

Empowering Vulnerable Adults

MPS Officers seek to empower competent Vulnerable Adults within the court system through the use of a range of Special Measures that can be used to facilitate the gathering and giving of evidence by vulnerable and intimidated witnesses.

Vulnerable witnesses are eligible for Special Measures support, to enable them to understand questions and be able to respond in a way that the court can understand. Some examples are:

- Communication aids – such as sign or symbol boards, which may help someone with understanding and answering questions. Communication aids can be used in conjunction with an Intermediary.
- Communication through an Intermediary – a specialist in assessing a person's communication needs and facilitating their communication, they may enable a witness to understand questions being put to them and to give answers that can be understood.

National Probation Service

Stuart Webber

Head of City of London, Hackney and Tower Hamlets



1. What has your agency undertaken to meet the SAB Principles?

All our learning will be shared learning

Safeguarding Adults is included in the NPS London Business Plan for 2015-16. There are a number of policy documents and processes, including some in development, which reflect the organisations commitment to safeguarding adults. These include: a NPS National Partnerships Framework for Safeguarding Adults Board, June 2015. Probation Instruction (PI)11/2015 Adult Social Care and PI 2/14 – Safeguarding of children and vulnerable adults.

NPS London has adopted the new London Multi-Agency Adult Safeguarding Policy & Procedures. In terms of applying the Procedures locally, staff will know the contact details in the Local Authority for feedback on referrals. Indicative timescales have been communicated regarding concerns, enquiries, safeguarding plan and review, and closing the enquiry. We are aware of the expected responses timeframe given in the procedures.

We will understand the complexity of local safeguarding needs

NPS makes referrals to the Safeguarding and Mental Capacity Team in Hackney when Probation officers consider offenders under their supervision, or adults linked to them, may fall under the remit of the Care Act. These referrals are not always necessarily deemed to meet the specific criteria. A recent MAPPA level 3 case being managed by NPS between two boroughs (within the LDU Cluster) required the involvement of the Safeguarding and Mental Capacity Lead. As a result of NPS's request for the attendance of this professional a referral to a neighbouring borough's Community Mental Health Team was facilitated via the offender's GP for an assessment for Asperger's/ Autism to ease access to support services and assessment resettlement plans.

Like MARAC, some of the actual or potential perpetrators of abuse and neglect may be subject to Multi- Agency Public Protection Arrangements (MAPPA). These are arrangements to manage the risk posed by serious sexual or violent offenders, including those who may also be the subject of a MARAC or an abuser within safeguarding processes. Practitioners and managers involved in safeguarding adults cases in NPS are expected to be familiar with the existing MAPPA strategy as found on our intranet NPS sites.

Providing meaningful statistics in respect of adult safeguarding is being reviewed as part of the nDelius Offender contacts database used by the NPS. Some contacts are being tested, such as contact details, registrations and flags. Moving forward, in the 2016-2017 year I will be discussing the provision of data with the NPS London Performance & Quality Team to see

if we can provide contacts specifically linked to Safeguarding Adults in the local authority areas where we work. Once we have meaningful data we will be holding thematic case audits focusing on Safeguarding Adult cases and will specifically review referrals during the latter half of 2016.

The skill base of our staff will be continuously improving

Safeguarding Adults is included in the NPS London Business Plan for 2016-17. There is a network of Senior Probation Officer and safeguarding adult practitioner Single Points of Contact (SPOCs) within each cluster or business area. There are also quarterly meetings for this group to discuss best practice and developments. There are a number of policy documents and processes, and some in development, which reflect the organisation's commitment to safeguarding adults and staff development. These include:

- *NPS National Partnerships Framework for Safeguarding Adults Boards* (June 2015).
- *Probation Instruction (PI)11/2015 Adult Social Care and PI2/14 – Safeguarding of children and vulnerable adults.*
- *Safeguarding Adults: a quick guide* – this has been issued to all staff, which reminds them of their responsibilities regarding safeguarding adults.
- *Safeguarding Adults at Risk Offenders in the Community with Care and Support Needs NPS Practice guidance* (Jan 2016) – this encourages staff to Think Safeguarding Adults at all stages of involvement with an offender. Safeguarding Adults from PSR stage at Court through to community supervision, APs, Prisons. Links between Safeguarding Adults and domestic abuse, extremism, hate crime.

Additionally, NPS London has produced a guide for probation staff working with suicide and Intentional Self-Injury. It gives guidance for frontline probation staff on effective ways of working with individuals who are suicidal or intentionally injuring themselves.

We will promote a fair and open culture

There is a nominated lead for Safeguarding Adults in the NPS London. A strong commitment to engaging in issues of abuse and neglect. This includes having senior managers' as portfolio leads across a range of public protection areas – safeguarding children, adults, domestic abuse, Serious Group Offending (Gangs), Central Extremism Unit. Senior managers are involved in a number of multi-agency forums regarding public protection, including MAPPA, MARAC, LSCB, SABs, YOS, CSPs etc. Additionally, Carina Heckroodt, Head of the Serious Crimes Advisory Unit is the London NPS lead on modern slavery.

The NPS's organisational culture supports reflective practice, case auditing, ensuring that lessons are learnt and that best practice shared internally and externally. Findings from Serious Further Offences, MAPPA, Safeguarding Adults Reviews and Serious Case Reviews are shared internally and where appropriate with external partners.

2. What difference has your agency made to improve the safeguarding of adults and promote their welfare?

The National Probation Service (NPS) is committed to reducing re-offending, preventing victims and protecting the public. The NPS engages in partnership working to safeguard adults with the aim of preventing abuse and harm to adults and preventing victims. The NPS has acted to safeguard adults by engaging in several forms of partnership working including:

- **Operational:** Making a referral to the local authority where NPS staff have concerns that an adult is experiencing or is at risk of experiencing abuse or neglect, including financial abuse, and is unable to protect oneself from that abuse or neglect.
- **Strategic:** Attending and engaging in local Safeguarding Adults Boards (SABs) and relevant sub-groups of the SAB. Through attendance, take advantage of training opportunities and share lessons learnt from Safeguarding Adult Reviews and other serious case reviews.

National training has been developed for staff. There is an e-learning module for all staff and in February 2016 a one-day face-to-face training course for staff who work directly with offenders which was rolled out. The training makes links to Prevent, safeguarding children, domestic violence and equality and diversity issues.

3. How does your agency evaluate its effectiveness and what evidence do you have?

NPS currently undertakes monthly case audits which involve all grades of operational staff reviewing specifically picked cases for auditing. Each audit deals with a number of specific Her Majesty's Inspectorate of Probation areas of review and incorporates assessments of staff adhering to safeguarding practices. It is desirable, as noted, that Safeguarding Adult data will assist the Hackney Head of Service to identify specific cases to review over 2016-2017 to specifically target practice in relation to offenders who may meet the relevant criteria for referral, and to follow the pathway and interventions being applied.

4. How has your agency challenged itself and others to improve safeguarding arrangements? What were the risks and impact of your challenge?

Safeguarding Adults at Risk NPS Policy Statement (Jan 2016)

Senior Manager lead within each Division. Promoting the duty to co-operate as a relevant partner under section 6 of the Care Act 2014. Making sure all staff are aware of their responsibilities. How to raise concerns? Practice Guidance is disseminated

EQUIP – a tool to quick reference policies and procedures – process maps.

Middle managers/senior probation officers are challenged to ensure that staff are aware of their role and responsibilities in relation to adult safeguarding and are familiar with local policy & procedures, including how to make appropriate referrals where necessary. They are aware of and review adult safeguarding cases being managed by their teams.

Our Safeguarding Adults at Risk Offenders in the Community with Care and Support Needs NPS Practice guidance (January 2016)

encourages staff are to Think Safeguarding Adults at all stages of involvement with an offender - from Pre-Sentence Report stage at Court through to community supervision, Approved Premises, and Prisons.

London Ambulance Service NHS Trust

Alan Taylor

Head of Safeguarding



The London Ambulance Service NHS Trust (LAS) has a duty to ensure the safeguarding of vulnerable persons remains a focal point within the organization.

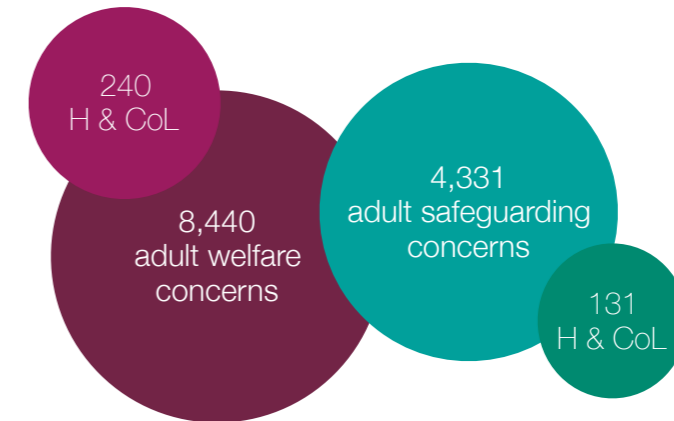
This report provides evidence of the LAS commitment to effective safeguarding measures during 2015/16. A full report along with assurance documents can be found on the Trusts website.

To address safeguarding our responsibilities we have:

- a safe recruitment process that includes the vetting and barring scheme and procedure with reference to the Independent Safeguarding Authority
- processes for dealing with allegations against staff with clear links to police and local authority designated officers
- a named executive director with responsibility for safeguarding
- heads of safeguarding for adults and children who are also the named professionals
- a safeguarding officer who is first point of contact for local safeguarding boards and local authorities
- internal and external reporting mechanisms to capture safeguarding issues
- a head of adult safeguarding acting as the LAS lead on Modern Slavery

The LAS is committed to ensuring that information is shared to prevent and reduce the risk of harm to adults at risk and has adopted the new London Multi-Agency Adult Safeguarding Policy & Procedures.

During the year 2015/16, the LAS raised 8,440 adult welfare concerns and 4,331 adult safeguarding referrals and to local authorities.



Across Hackney and the City of London there were 240 adult welfare concerns 131 adult safeguarding concerns referred.

The LAS is also committed to ensuring that all staff are compliant with safeguarding training requirements. This includes directly employed staff, voluntary responders and private providers who we contract to work on our behalf. Training includes safeguarding awareness, Prevent and Modern Slavery.

Locally, the LAS has supported the work of the CHSAB by contributing to Board and sub-group meetings and the CHSAB Development half-day, as well as supporting a Safeguarding Adults Review as both a cooperative partner and a Review panel representative.

Appendix 1: CHSAB partner attendance

Partner	Exec Group April 2015	Exec Group June 2015	CHSAB June 2015	Exec Group Sept 2015	CHSAB Sept 2015	Exec Group Dec 2015	Dev. 1/2 Day Feb 2016	Exec Group Feb 2016	CHSAB March 2016
Chair	P	P	P	P	P	P	P	P	P
City of London	P	N	P	P	P	P	P	P	P
City of London Healthwatch							P		P
City of London Police	N	N	N	N	N	P	A	N	P
ELFT	N	N	N	P	P	P	P	P	A
Hackney Healthwatch			A		A		P		P
HCVS			P		P		P	P	P
HUHFT	A	N	N	P	P	P	P	P	P
Ambulance Ser.							A		P
LB of Hackney	P	P	P	P	P	P	P	P	P
London/City of London Fire Bri.			P		A		A		P
Met. Police	P	P	P	P	P	A	A	N	P
Nat. Probation Service			P		A		N		P
City and Hackney CCG	P	P	P	A	P	P	P	P	P
Older People's Ref. Group			P		P		P		A
Public Health	A	A	A	P	P	P	P	P	P
Barts Health			P		P		A		P

Key

P = Present
 A = Apologies no substitute
 S – Substituted
 N = No apology or substitute recorded

* The London Ambulance Service started attending from February 2016 onwards

* City of London Healthwatch started attending from March 2016 onwards

Glossary

Abbreviation	Meaning	Abbreviation	Meaning
AAR	Adult at Risk	IMR	Individual Management Review
ACN	Adult Coming to Notice (used by Police Services)	IPR	Individual Practice Review
AD	Assistant Director	LAS	London Ambulance Service
ASC	Adult Social Care	LBH	London Borough of Hackney
CHSAB	City & Hackney Safeguarding Adults Board	LFB	London Fire Brigade
CoL	City of London	MARAC	Multi-Agency Risk Assessment Conference
CoLASC	City of London Adult Social Care	MAST	Multi-Agency Safeguarding Team (in City of London)
CoLP	City of London Police	MCA	Mental Capacity Act 2005
CPS	Crown Prosecution Service	MHA	Mental Health Act 1983
CQC	Care Quality Commission	MPS	Metropolitan Police Service
CVS	Council for Voluntary Services	MOSAIC	A case management system used by some local authorities
DASM	Designated Adult Safeguarding Manager	MSP	Making Safeguarding Personal
DCCS	Department of Community & Children's Services (in City of London)	s.42	Section 42 of the Care Act 2014
DCI	Detective Chief Inspector	SAB	Safeguarding Adults Board
DoL	Deprivation of Liberty	SAM	Safeguarding Adults Manager
DoLS	Deprivation of Liberty Safeguards	SAR	Safeguarding Adults Review
ECVCU	Economic Crime Victims Care Unit (used by City of London Police)	SAT	Safeguarding Adults Team (in Hackney)
EOC	Emergency Operations Control (in the London Ambulance Service)	SCIE	Social Care Institute of Excellence
ESCR	Electronic Social Care Record (in the City of London)	VAF	Vulnerability Assessment Framework (used by the Metropolitan Police Service)
HASC	Hackney Adult Social Care	VCS	Voluntary & Community Sector

City & Hackney Safeguarding Adults Board
1 Hillman Street
Hackney
London
E8 1DY

Email: CHSAB@hackney.gov.uk

Tel: 020 8356 6498

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THE ADOPTION OF SECTION 4 AND 5 OF THE LONDON LOCAL AUTHORITIES AND TRANSPORT FOR LONDON ACT 2013

<p>COUNCIL MEETING DATE 30th November 2016</p>	<p>Classification: Open If exempt, the reason will be listed in the main body of this report.</p>
<p>Ward(s) affected All</p>	
<p>Cabinet Member Cllr Feryal Demirci, Cabinet Member for Neighbourhoods, Transport, & Parks</p>	
<p>Group Director Kim Wright, Group Director Neighbourhoods and Housing</p>	

1. CABINET MEMBER'S INTRODUCTION

- 1.1 Installation of signage and lighting is essential for displaying information and for general safety, however the posts and poles on which they are mounted can be obstructive and aesthetically unappealing. Hackney Council should encourage design that reduces street clutter to improve the urban landscape.
- 1.2 The adoption of Section 4 and 5 of the London Local Authorities and Transport for London Act 2013, will enable borough Officers to develop designs that reduce posts and street clutter and will provide confidence that the designs can be achieved.

2. GROUP DIRECTOR'S INTRODUCTION

- 2.1 The London Local Authorities and Transport for London Act 2013 Section 4 and 5, has amended the current legislation by enabling more powers to be able to attach street lights and signs to buildings. This will result in improved public realm schemes by reducing street clutter. The Council now needs to adopt this Act to allow Officers to be able to function more efficiently on service tasks such as affixing light and signage around the borough.

3. RECOMMENDATIONS

3.1 Council is recommended to:

- i) **To adopt sections 4 and 5 of the London Local Authorities and Transport for London Act 2013 ("the Act") so that its provisions enabling the Council to affix traffic signs and street lighting to buildings shall apply to the London Borough of Hackney from the day appointed for this purpose;**
- ii) **To fix the Appointed Day, from which the adopted provisions in paragraph 3.1(i) above take effect, as 15 January 2017 pursuant to section 3 of the Act;**
- iii) **Delegate power to the Group Director, Neighbourhoods and Housing to publish notices of the aforementioned resolutions pursuant to section 3(4) of the Act;**
- iv) **Delegate power to the Group Director, Neighbourhoods and Housing to exercise powers under Section 4 and 5 of the Act for the purpose of affixing traffic signs and street lighting onto buildings.**

4. REASONS FOR DECISION

- 4.1 To reduce street clutter and unnecessary street furniture in the borough.
- 4.2 To provide an alternative to the current process that can see permission difficult to obtain, costly to manage, and take a long time to implement.
- 4.3 To facilitate smart design options (i.e catenary lighting) and streamline installation options relating to lighting and signage.
- 4.4 To enable the powers of Section 4 and 5 of the Act for their use within the London Borough of Hackney.

5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 5.1 An alternative option would be to remain with the status quo. This has been rejected due to the benefits the Act will provide, as explained in this report.

6. BACKGROUND

- 6.1 Authorities in London are continually searching for ways to improve the urban landscape by reducing street clutter and removing unnecessary street furniture. Whilst it is important, and in many cases a legal requirement, for an authority to install traffic signs to provide highway users with essential traffic management and safety information, the posts to which they are attached can be unsightly and a hindrance to pedestrians. Particularly those with visual impairments and highway users with wheelchairs or prams. Similarly whilst street lighting improves safety on London's streets, the required lamp columns can also have a detrimental effect on the streetscape. Growth projections indicate that there will be increasing demand for space as the numbers of highway users grow and use intensifies. One of the ways that London authorities can reduce on-street clutter is by attaching street lighting and signs to existing building infrastructure.
- 6.2 London authorities have previously only been able to install signs and lighting on buildings with permission of the building owner using a Wayleave agreement (which may include a continual annual payment). These are often difficult to obtain, costly to administer, and can take a considerable amount of time to implement.
- 6.3 Sections 4 and 5 of the London Local Authorities and Transport for London Act 2013 ("the Act") have amended the requirements for affixing traffic signs and street lighting to buildings in London so that, if adopted, London authorities can follow a notice procedure rather than obtaining express consent from the building owner. In practice, this

allows the Council to fix street furniture to properties where it considers it in the public interest to do so without the building owners' consent, provided that efforts have been made to notify the building owner in accordance with the Act. Building owners will be given opportunity to make representations, which the Council must have regard to, and shall be entitled to compensation for any damage.

6.4 Subject to Full Council's approval of this report, the Council intends to exercise powers under the Act having regard to the 'Code of Practice for Affixing Traffic Signs and Street Lighting to Buildings in London', published by London Councils. The Code explains the legislation and outlines good practice.

6.5 While many sections of the Act came into operation following it receiving Royal Assent, Sections 4 (except subsection (13)) and 5 will only come into operation on the appointed day by resolution of the Council. This report recommends that the appointed day be 16th January 2017 as this will allow a noticing period of at least one month after that the Act has been adopted at full Council.

7. Conclusions

7.1 The benefits of adopting Section 4 and 5 of the Act include reducing the difficulty to obtain permissions, reducing the cost to administer agreements, and a reduction in time it can take to implement infrastructure.

7.2 The 'Code of Practice for Affixing Traffic Signs and Street Lighting to Buildings in London' outlines good practice and should be used by the Council in conjunction with Section 4 and 5 of the Act.

7.3 Approval granted by the Group Director, Neighbourhoods and Housing (or another officer as set out in the Group Director's Scheme of Delegation) shall be obtained on all individual schemes prior to powers being exercised under the Act.

8. Equality Impact Assessment

8.1 An Equality Impact Assessment (EIA) has been completed in an effort to ensure that the proposal does not disadvantage any group, body, or association.

8.2 The EIA is attached as **Appendix 1**. The results of the EIA have determined that no particular group, body, or association will be disadvantaged due to the adoption Section 4 and 5 of the Act.

9. Sustainability

- 9.1 The adoption of Section 4 and 5 of the Act will enable an ongoing power to installing fixings for lighting and signs with the knowledge that fixing to buildings is a feasible option that will aid in the reduction of street clutter across the borough.
- 9.2 There are no environmental issues associated with the adoption of the Act and any associate works.

10. Consultations

- 10.1 The Council is not required under the Act to consult prior to passing a resolution to adopt section 4 and 5, however, it must publish notice of the resolution in a local newspaper and the London Gazette.
- 10.2 Prior to any individual schemes being implemented, the Council must make efforts to notify any building owners' who may be affected in accordance with the Act. Should a landowner have a material objection, this must be considered and acted on accordingly.

11. Risk Assessment

- 11.1 A risk assessment has been produced as part of the review to adopt Section 4 and 5 of the Act. This has been included as **Appendix 2**.
- 11.2 A site specific risk assessment will be completed by the specialist contractor prior to commencing the direct action works. This includes a structural survey to any properties.

12 COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 12.1 This report makes recommendations at Section 3 to seek approval for the adoption of sections 4 and 5 of the London Local Authorities and Transport for London Act 2013, which permits London Local Authorities to affix signage and lighting to private properties without the need for prior agreement.
- 12.2 Although the Council is not required to adopt this Code, it is considered prudent that the Council exercises its powers in order to ensure consistency of application and to reduce the risk of challenge from building owners. The current arrangements require the authority to enter into wayleave agreements with owners.
- 12.3 Before making a decision as to whether or not to proceed with affixing signage or lighting to a building, officers must have regard to statutory notice procedures in each individual case that it seeks to exercise its

powers. Officers must be satisfied that, in each case, the public interest justifies the interference with the property and robust assessments are carried out to mitigate financial, reputational and health and safety risk as identified in Appendix 2.

- 12.4 There may be notional savings from the reduced administration of these agreements, the reduced cost of any disputes which require magistrate's court decision and any wayleave agreements which entail annual payments. Any compensation costs to owners as a result of the adoption of this Act are unlikely to exceed those made under the current arrangements.

13. COMMENTS OF THE DIRECTOR OF LEGAL

- 13.1 Section 4 of the London Local Authorities and Transport for London Act 2013 (the "Act") amends existing legislation and creates new provisions enabling the Council to affix traffic signs and street lighting to buildings in the borough through a notice procedure rather than obtaining consent from the building owner.
- 13.2 If the Council wishes to use these provisions in the Act, it must pass a resolution fixing the date from which these powers shall take effect (known as the appointed date). In accordance with the Council's Constitution, the adoption of this Act is a function reserved to Full Council.
- 13.3 Prior to any London borough passing a resolution, a code of practice must be published by a joint committee in accordance with the Act. This requirement was discharged by London Councils publishing a 'Code of Practice for Affixing Traffic Signs and Street Lighting to Buildings in London' in June 2015 following approval of its Transport and Environment Committee. Although the Council is not required to adopt this Code, it is considered prudent that the Council exercises its powers having regard to it in order to ensure consistency of application and to reduce the risk of challenge from building owners.
- 13.4 The Council is required to publish notice in a local newspaper and in the London Gazette after it has passed a resolution to adopt sections 4 and 5 of the Act. The notices must advise of the passing of the resolution, the date that the sections shall come into operation and the general effect of the same. There must be a minimum period of at least one month between publication of the notice in the London Gazette and the appointed day on which the powers come into effect.
- 13.5 Once the Act has been fully adopted, the Council must follow statutory notice procedures in each individual case that it seeks to exercise its powers. These notice requirements seek to ensure that any owner is informed prior to any traffic sign or street lighting being affixed to their

property, is provided with sufficient information in respect of the works and is afforded opportunity to make representations.

- 13.6 Before making a decision as whether or not to proceed with affixing signage or lighting to a building, the Council must have regard to relevant representations made by the owner of any building which will be affected. The Council should also be satisfied that, in each case, the public interest justifies the interference with the property owner's right to enjoyment of their land and property.
- 13.7 Under the Act, and other relevant legislation, an owner of a building will be entitled to compensation if their property suffers damage through the affixing to the building of a traffic sign or lighting.
- 13.8 The Act provides for separate procedures in relation to buildings owned by statutory undertakers, where prior consent is required prior to traffic signs or lighting be affixed.

APPENDICES

Appendix 1 – Equality Impact Assessment

Appendix 2 – Risk Assessment

Background Paper

None

Report Author	Josh Wright, Project Engineer joshua.wright@hackney.gov.uk Tel: 020 8356 8995
Comments of the Director of Legal	Robert Walker, Licensing and Planning Lawyer Robert.Walker@Hackney.gov.uk Tel: 020 8356 3578
Comments of the Group Director of Finance and Corporate Resources	James Newman – Head of Finance james.newman@hackney.gov.uk Tel:020 8356 5154



London Borough of Hackney Equality Impact Assessment Form

The Equality Impact Assessment Form is a public document which the Council uses to demonstrate that it has complied with Equalities Duty when making and implementing decisions which affect the way the Council works.

The form collates and summarises information which has been used to inform the planning and decision making process.

All the information needed in this form should have already been considered and should be included in the documentation supporting the decision or initiative, e.g. the delegate powers report, saving template, business case etc.

Equality Impact Assessments are public documents: remember to use at least 12 point Arial font and plain English.

The form must be reviewed and agreed by the relevant Assistant Director, who is responsible for ensuring it is made publicly available and is in line with guidance. Guidance on completing this form is available on the intranet.

<http://staffroom.hackney.gov.uk/equalities-based-planning-and-decision-making>

Title and purpose of this Equality Impact Assessment:

The adoption of Section 4 and 5 of the London Local Authorities and Transport for London Act 2013

Purpose of this Equality Impact Assessment:

To assess equality of the proposal to adopt the London Local Authorities and Transport for London Act 2013
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Officer Responsible: (to be completed by the report author)

Name: Joshua Wright	Ext: 8995
Directorate: Streetscene	Department/Division: Heath & Community Services

Assistant Director: Aled Richards
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Date: 25/8/16

Comment : none

PLEASE ANSWER THE FOLLOWING QUESTIONS:

- 1. Please summarise the service, function, policy, initiative or saving.** Describe the key objectives and outcomes you expect. Make sure you highlight any proposed changes.

<p>Currently a Wayleave Agreement needs to be signed for Council to use external walls to fix lights and signs with private owners. This method can be costly and slow and deter good design should an agreement not be reached. If an agreement cannot be reached it is likely that evidence would need to be prepared and presented at Magistrates Court.</p> <p>The adoption of Section 4 and 5 of the London Local Authorities and Transport for London Act 2013 ('the Act') will enable an ongoing power to install lighting and signage fixings to buildings with the knowledge that it is a feasible and real option that will aid in the reduction of street clutter through design all across the borough.</p>

2. Who are the main people that will be affected? Consider staff, residents, and other external stakeholders.

Private landowners, Council staff, and the general public are affected.

- Adoption of the Act will allow for creative design and streamlined process for Council staff.
- Reduction of street clutter will make areas more accessible.
- Adoption of the Act will see any works requiring Notification rather than agreement. Best efforts will be made to contact land owners and land owners can make material objections during the notification period.

3. What research or consultation(s) have been carried out? Please provide more details, together with a summary of what you learned.

Discussions with Hackney Council's legal team has clarified that the adoption of the Act and the Wayleave Agreement are the two options available to enable fixings for light and signs to be installed on private property. Should a Wayleave Agreement be issued first, Council will not be able to subsequently invoke the powers of the Act should they be adopted.

Way Leave Agreements require a signature, but if the land owner cannot be found or choose not to sign the Agreement, council do not have an power to continue with proposals.

The Act will enable powers while still offering an opportunity to object to any proposals. Should a land owner not respond during the notification period, the Council can continue with proposals identified within the notification.

4. Equality Impacts

This section requires you to set out the positive and negative impacts that this decision or initiative will have on equalities.

Detailed information on how to consider the impacts on equalities is included in 'Guidance on equalities based planning and decision making' which can be downloaded from the intranet [here](#).

4 (a) What positive impact could there be overall, on different equality groups, and on cohesion and good relations?

1. Less street clutter providing greater accessibility.
2. Larger adaptive spaces that could cater for markets, events, parades, etc.
3. Enable greater and more feasible design options.
4. Streamline the ability to deliver good lighting and signage options in all areas.

4 (b) What negative impact could there be overall, on different equality groups, and on cohesion and good relations?

Where you identify potential negative impacts, you must explain how these are justified and/or what actions will be taken to eliminate or mitigate them. These actions should be included in the action plan.

- | |
|--|
| <p>5. Could be seen as Council holding more power over landowners. Mitigation will be achieved within the notification by providing contact details should a land owner need to objection and outlining all the benefits of proposals to the local community</p> |
|--|

5. Equality and Cohesion Action Planning

Please list specific actions which set out how you will address equality and cohesion issues identified by this assessment. For example,

- Steps/ actions you will take to enhance positive impacts identified in section 4 (a)
- Steps/ actions you will take to mitigate against the negative impacts identified in section 4 (b)
- Steps/ actions you will take to improve information and evidence about a specific client group, e.g. at a service level and/or at a Council level by informing the policy team (equality.diversity@hackney.gov.uk)

All actions should have been identified already and should be included in any action plan connected to the supporting documentation, such as the delegate powers report, saving template or business case. You need to identify how they will be monitored. The Assistant Director is responsible for their implementation.

No	Objective	Actions	Outcomes highlighting how these will be monitored	Timescales / Milestones	Lead Officer
Page 114	Greater accessibility in public spaces.	Adopt the Act to allow designers to have greater flexibility and confidence that the design can be implemented.	Adoption of the Act and number of Notifications issued.	Lifespan of the Act.	Josh Wright
2	Larger adaptive spaces.	Adopt the Act to allow designers to have greater flexibility and confidence that the design can be implemented.	Adoption of the Act and number of Notifications issued.	Lifespan of the Act.	Josh Wright
3	Enable greater and more feasible design options.	Adopt the Act to allow designers to have greater flexibility and confidence that the design can be implemented.	Note how more public realm schemes use wall mounted options.	Lifespan of the Act.	Josh Wright
4	Streamlined service procedures for installing lighting and signage fixings on private property.	Adopt the Act to allow designers to have greater flexibility and confidence that the design can be implemented.	Time reductions. No court appearances in Magistrates Court.	Lifespan of the Act.	Josh Wright
5	Make landowners rights known to them.	Ensure landowners understand their objection rights.	If received, landowners will provide material objections.	Lifespan of the Act.	Josh Wright

Remember

- Assistant Directors are responsible for ensuring agreed Equality Impact Assessments are published and for ensuring the actions are implemented.
- Equality Impact Assessments are public documents: remember to use at least 12 point Arial font and plain English.
- Make sure that no individuals (staff or residents) can be identified from the data used.

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Risk Assessment for the use of powers given by the London Local Authorities and Transport for London Act 2013, Section 4 and 5.				Current Risk Rating			Target			Actions required to - mitigate risk - reduce impact and/or probability - reach target risk
Risk ref	Description of risk	Risk Category	Consequence	Impact	Likelihood	Total	Impact	Likelihood	Total	
A0001	Superficial damage to structure due to fixing.	Financial	Council will be liable for costs should a fixing result in damage to owner's structure.	2	2	4	2	1	2	- Commission a visual survey of façades to ensure the most suitable façade is used.
A0002	Structural damage to structure due to fixing.	Financial	Council will be liable for costs should a fixing result in damage to owners structure.	5	2	10	5	1	5	- Commission structural engineer to test fixing locations to ensure design loads can be achieved.
A0003	Damage to reputation should a fixing fail.	Reputation	Failure makes Council appear incompetent. Large scale/ high risk projects could attract media attention.	5	2	10	5	1	5	- Commission a visual survey of facades to ensure the most suitable façade is used. - Commission structural engineer to test fixing locations to ensure design loads can be achieved.
A0004	Installed lighting or signage fixture fails and asset falls.	Health and Safety, Reputation, Financial.	Falling asset could result in injury. Failure could cause damage to structure. Damaged asset would need to be replaced.	5	2	10	5	1	5	- Test and survey as per Risk ref A0001 and A0002. Design loading should be achieved before installation.

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London Local Authorities and Transport for London Act 2013

CHAPTER v

Corrected Reprint - February 2014

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London Local Authorities and Transport for London Act 2013

CHAPTER v

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London Local Authorities and Transport for London Act 2013

CHAPTER v

An Act to confer further powers upon local authorities in London and upon
Transport for London; and for related purposes. [18th December 2013]

WHEREAS—

- (1) It is expedient that the law relating to the attachment of street lamps and signs to buildings in London should be altered:
- (2) It is expedient that provision should be made about damage caused to highways by persons carrying out development in London:
- (3) It is expedient that the London authorities should have further powers to control builders' skips placed on the highway:
- (4) It is expedient that provision be made in London in relation to gates placed in roads by London authorities:
- (5) It is expedient that London authorities have power to provide charging points for electric vehicles on the highway:
- (6) It is expedient that the other provisions contained in this Act should be enacted:
- (7) The objects of this Act cannot be attained without the authority of Parliament:
- (8) In relation to the promotion of the Bill for this Act the Westminster City Council have complied with the requirements of section 239 of the Local Government Act 1972 and the other London borough councils have complied with the requirements of section 87 of the Local Government Act 1985:
- (9) In relation to the promotion of the Bill for this Act Transport for London have

complied with the requirements of section 167 of and Schedule 13 to the Greater London Authority Act 1999:

- (10) In relation to the promotion of the Bill the London borough councils have acted through their representation in London Councils, a statutory joint committee whose membership is made up from members of all the London borough councils:

May it therefore please your Majesty that it may be enacted, and be it enacted, by the Queen's Most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

PART 1

PRELIMINARY

1 Citation and commencement

- (1) This Act may be cited as the London Local Authorities and Transport for London Act 2013.
- (2) This Act, except the provisions mentioned in subsection (3) shall come into operation at the end of the period of two months beginning with the date on which it is passed.
- (3) The following provisions shall come into operation on the appointed day—
- (a) sections 4 (except subsection (13)) and 5;
 - (b) Part 3.

2 Interpretation

- (1) In this Act—
- “the 1980 Act” means the Highways Act 1980;
- “borough council” means London borough council and includes the Common Council of the City of London in its capacity as a local authority;
- “joint committee” means, except in section 4, any joint committee established under section 101(5) of the Local Government Act 1972 and comprising at least one member from each borough council and at least one person appointed by Transport for London;
- “London authority” means a borough council or Transport for London, as the case may be;
- “relevant highway authority” means—
- (a) a borough council, as respects highways for which they are the highway authority;
 - (b) Transport for London, as respects highways for which they are the highway authority.

3 Appointed day

- (1) In section 1(3) “the appointed day” means such day as may be fixed as regards the provisions mentioned in that section—
 - (a) by a decision of Transport for London; or
 - (b) by resolution of a borough council,as the case may be, subject to and in accordance with the provisions of this section.
- (2) Different days may be fixed under this section for the purpose of the application of the provisions mentioned in section 1(3) to different areas.
- (3) Different days may be fixed under this section for the purpose of the application of the provisions mentioned in section 1(3) to an area.
- (4) The London authority in question shall cause to be published in a local newspaper circulating in their area and in the London Gazette, notice—
 - (a) of the passing of any such resolution or taking of any such decision under this section and of the day fixed by the resolution or decision; and
 - (b) of the general effect of the provisions coming into operation on that day, and the day so fixed shall not be earlier than the expiration of one month from the publication of the notice in the London Gazette.
- (5) A document certified by the officer appointed for that purpose by the London authority in question to be a true reproduction of a page or part of a page of any such newspaper or London Gazette—
 - (a) bearing the date of its publication; and
 - (b) containing any such notice,shall be evidence of the publication of the notice and of the date of publication.

PART 2

HIGHWAYS: MISCELLANEOUS

4 Attachment of street lamps and signs to buildings

- (1) In its application to the area of any borough council except the Common Council of the City of London (“the Common Council”), section 45 of the Public Health Act 1961 (attachment of street lamps to buildings) shall be modified by the omission of subsections (2), (3) and (8).
- (2) In its application to the areas of the London authorities except the Common Council, section 74 of the Road Traffic Regulation Act 1984 (affixing of traffic signs to walls) shall be modified by—
 - (a) the omission of subsections (3) and (4);
 - (b) the substitution for subsection (6) of—
 - “(6) If the owner of a building suffers damage by, or in consequence of, the affixing to the building of a traffic sign by a council, or by or in consequence of the exercise of the rights conferred by subsection (5)(a) of this section, he shall be entitled to be paid by the council compensation to be determined in case of dispute by the Upper Tribunal, and, so far as the compensation is properly

to be calculated by reference to the depreciation of the value of his interest in the building, Rules 2 to 4 of the Rules set out in section 5 of the Land Compensation Act 1961 (c. 33), shall apply.”;

- (c) the omission of the definition of “appropriate authority” in subsection (9).
- (3) Under the said section 45 or the said section 74 as modified by this section a London authority shall not affix anything to a building that does not form part of the operational land of a statutory undertaker unless they have complied with the requirements of subsections (4) to (8).
- (4) Not less than 56 days before the London authority propose to begin the work to affix an attachment or a traffic sign to a building they shall serve notice in writing on the relevant owner of the building of their proposal to affix it.
- (5) The notice shall—
- (a) state that the authority propose to affix an attachment or a traffic sign to the building;
 - (b) describe the attachment or traffic sign, giving its approximate dimensions;
 - (c) specify where on the building the authority propose to affix it and the means by which it is to be fixed;
 - (d) specify the date, or the earliest date, on which the authority propose to begin the work;
 - (e) specify a period of not less than 42 days from the date of service of the notice during which the relevant owner may make representations to the authority about the proposal;
 - (f) inform the relevant owner of his rights to compensation for damage which might be suffered by or in consequence of the affixing of the attachment or traffic sign;
 - (g) inform the relevant owner that if no representations are made within the period specified in the notice for doing so the authority may proceed with their proposal without further notice.
- (6) If a notice specifies an earliest date under subsection (5)(d), the authority may not begin the work after the expiry of four months beginning with that date (but that does not prevent the authority from serving a fresh notice).
- (7) The London authority shall, having considered any representations made by the relevant owner within the period specified in the notice served under subsection (4), decide—
- (a) to proceed with their proposal;
 - (b) to proceed with their proposal modified to take account of any representations made;
 - (c) not to proceed with their proposal.
- (8) If the relevant owner has made representations the London authority shall serve notice on him of its decision.
- (9) Under the said section 45 or the said section 74 as modified by this section a London authority shall not affix anything to a building that forms part of the operational land of a statutory undertaker without the written consent of the

- statutory undertaker in question.
- (10) Consent may be given subject to reasonable conditions (including the payment of reasonable expenses in dealing with the request for the consent, but no other payment) and shall not be unreasonably withheld.
- (11) Where—
- (a) a London authority serves on a statutory undertaker a notice requesting that undertaker's consent under subsection (9) to the affixing of anything to a building; and
 - (b) the statutory undertaker does not within the period of 56 days beginning with the date upon which the notice is served give their consent unconditionally or give it subject to conditions or refuse it,
- the consent shall be deemed to have been withheld.
- (12) Where, in the opinion of a London authority, a consent required under subsection (9) for the affixing of anything to a building is unreasonably withheld or given subject to unreasonable conditions, the London authority may apply to the magistrates' court, who may either—
- (a) allow the thing in question to be affixed subject to such conditions, if any, as it thinks fit; or
 - (b) disallow the application.
- (13) A London authority may not, under section 3, appoint a day for the purposes of this section until a code of practice dealing with the exercise of the powers of the said section 45 and the said section 74 as modified by this section has been published by a joint committee.
- (14) This section and section 5 shall not apply in respect of a theatre.
- (15) In this section—
- “attachment” has the same meaning as in section 45 of the Public Health Act 1961;
 - “building” includes any structure and a bridge or aqueduct;
 - “joint committee” means any joint committee established under section 101(5) of the Local Government Act 1972 and comprising at least—
 - (a) one person appointed by Transport for London; and
 - (b) one member of each borough council other than the Common Council (and for the purposes of this section, the joint committee may include a member of the Common Council, but that member shall not be entitled to a vote);
 - “operational land” has the same meaning as in the Town and Country Planning Act 1990;
 - “relevant owner”—
 - (a) in relation to a building occupied by a person under a lease or tenancy having an unexpired term of five years or more, means that person; or
 - (b) in relation to any other building, means the person for the time being receiving the rack rent of the building whether on his own account or as agent or trustee for any other person, or who would so receive it if the building were let at a rack rent;
 - “statutory undertaker” has the same meaning as in section 262(1) of the

Town and Country Planning Act 1990;
“theatre” means any building or part of a building used wholly or mainly for the public performance of plays and “public performance” and “play” have the same meanings as in the Theatres Act 1968, but with the words “dance performance” substituted for “ballet”;
“traffic sign” has the same meaning as in section 74 of the Road Traffic Regulation Act 1984.

5 Service of notices under section 4

- (1) A notice under section 4(4), (8) or (11)(a) may be served by post.
- (2) Where the person on whom a notice to be served is a body corporate, the notice or document is duly served if it is served on the secretary or clerk of that body.
- (3) For the purposes of section 7 of the Interpretation Act 1978 as it applies for the purposes of this section, the proper address of any person in relation to the service on him of a notice under subsection (1) is, if he has given an address for service, that address, and otherwise—
 - (a) in the case of the secretary or clerk of a body corporate, the registered or principal office of that body; and
 - (b) in any other case, his last known address at the time of service.
- (4) If, for the purposes of serving a notice under section 4(4) the name or address of the relevant owner cannot be ascertained after reasonable enquiry, the notice may be served by—
 - (a) addressing it to him by name or by the description of “owner” of the land (describing it); and
 - (b) either leaving it in the hands of a person who is or appears to be resident or employed on the land or leaving it conspicuously affixed to some building or object on or near the land.
- (5) This section shall not be taken to exclude the employment of any method of service not expressly provided for by it.

6 Damage to highways in consequence of adjacent works

The 1980 Act shall apply in Greater London as though for section 133 (damage to footways of streets by excavations) and its heading there were substituted—

“133 Damage to highway by carrying out of works

If a highway maintainable at the public expense is damaged by or in consequence of any works on land adjacent to the highway, the highway authority for the highway may make good the damage and recover the expenses reasonably incurred by them in doing so from—

- (a) the owner of the land in question; or
- (b) the person carrying out the works; or
- (c) the person on whose behalf the works were carried out.”.

PART 3

BUILDERS' SKIPS

7 Interpretation of Part 3

In this Part—

“the 2007 Act” means the London Local Authorities Act 2007;

“builder’s skip” has the same meaning as in section 139(11) of the 1980 Act;

“immobilisation device” means any device or appliance designed or adapted to be fixed to a builder’s skip for the purpose of preventing it from being moved;

“owner” in relation to a builder’s skip, is to be construed in accordance with section 139(11) of the 1980 Act.

8 Identifying the “owner” of a builder’s skip

- (1) A relevant highway authority may, for the purposes of identifying who is responsible for paying a penalty charge for the purposes of section 61 of the 2007 Act as applied by virtue of section 9, require the relevant person to provide them with the name and address of the owner of the builder’s skip.
- (2) In subsection (1), the “relevant person” is—
 - (a) if a permission was given to a person in respect of the skip in question under section 139(1) of the 1980 Act and the penalty charge became payable during the period of the permission, that person;
 - (b) if different from the person mentioned in paragraph (a) (if there is such a person), the person who the relevant highway authority have reason to believe—
 - (i) in the case of a builder’s skip that is the subject of a hiring agreement for a hire of not less than one month, the person from whom the skip was hired; and
 - (ii) in the case of a builder’s skip that is the subject of a hire purchase agreement, the bailor under that agreement.
- (3) The person identified by the relevant person shall be an individual, a body corporate, an unincorporated association or other body that is capable of being sued.
- (4) A requirement under this section shall specify the period within which it must be complied with, which must be a period no shorter than 14 working days beginning with the date on which the request was made.
- (5) A person on whom a requirement is imposed under this section commits an offence if—
 - (a) without reasonable excuse he fails to comply within the period specified in accordance with subsection (4);
 - (b) in responding to the requirement he gives information that he knows is false in a material particular.
- (6) A person convicted of an offence under subsection (5) is liable on summary conviction—

- (a) in the case of an offence under paragraph (a) to a fine not exceeding level 3 on the standard scale;
- (b) in the case of an offence under paragraph (b) to a fine not exceeding level 5 on the standard scale.

9 Builders' skips: penalty charge provisions

- (1) This section is a penalty charge provision for the purposes of section 61 of the 2007 Act (penalty charges).
- (2) Part 4 of the 2007 Act shall have effect so far as that Part applies by virtue of this section being designated as a penalty charge provision as mentioned in subsection (1) as if for references to a borough council there were substituted references to a relevant highway authority within the meaning of this Act.
- (3) A penalty charge is payable to a relevant highway authority for the purposes of the said section 61 if—
 - (a) a builder's skip is deposited on a highway without a permission granted under section 139 of the 1980 Act (control of builders' skips);
 - (b) a builder's skip has been deposited on a highway in accordance with a permission granted under the said section 139 but the owner of the skip does not secure that—
 - (i) the skip is properly lighted during the hours of darkness;
 - (ii) the skip is marked or lighted in accordance with regulations made under the said section 139 requiring builders' skips to be so marked or lighted;
 - (iii) the skip is clearly and indelibly marked with the owner's name and with his telephone number or address;
 - (iv) the skip is removed as soon as practicable after it has been filled;
 - (v) each of the conditions subject to which the permission was granted is complied with;
 - (c) the owner of a builder's skip who, under subsection (2) of section 140 of the 1980 Act (removal of builders' skips), is required to remove or reposition the skip or cause it to be removed or repositioned has failed to comply with the requirement as soon as is practicable.
- (4) For the purposes of the said section 61 of the 2007 Act as it applies in respect of penalty charges payable under that section by virtue of subsection (3), a penalty charge is payable to a relevant highway authority by the owner of the builder's skip in respect of which the contravention of the relevant provision in question is alleged to have occurred.
- (5) The owner of the builder's skip is the appropriate recipient for the purposes of the said section 61.
- (6) For the purposes of section 62(1) of the 2007 Act (representations and appeals) the grounds on which representations may be made against a penalty charge notice arising from a penalty charge payable by virtue of this section are—
 - (a) that the recipient—
 - (i) never was the owner of the builder's skip in question;
 - (ii) had ceased to be the owner before the date on which the penalty charge was alleged to have become payable;

- (iii) became the owner after that date;
 - (b) that there was no contravention of the relevant provision in question and in respect of which the penalty charge notice was issued;
 - (c) that the penalty charge exceeded the amount applicable in the circumstances of the case;
 - (d) that the contravention of the relevant provision in question was due to the act or default of another person and that he took all precautions and exercised all due diligence to avoid the contravention by himself or another person under his control.
- (7) Where any of the grounds mentioned in subsection (6)(a) is relied on in any representations made under the said section 62(1), those representations must include a statement of the name and address of the owner (if that information is in the recipient’s possession).
- (8) Where the ground mentioned in subsection (6)(d) is relied on in any representations made under the said section 62(1), the relevant highway authority may disregard the representations unless, before the representations are considered, the person making the representations has served on the relevant highway authority a notice in writing giving such information identifying or assisting in the identification of that other person as was then in his possession.
- (9) Subsections (3) to (7) of section 139 and subsection (3) of section 140 of the 1980 Act (offences related to builders’ skips) cease to have effect in Greater London.
- (10) Section 140(9) of the 1980 Act in its application to Greater London, is amended by the substitution for “guilty of an offence under section 139(4) above of failing” of the words “liable to pay a penalty charge under section 9 of the London Local Authorities and Transport for London Act 2013 in relation to the failure”.
- (11) The entries numbered 4 to 9 in the table contained in Schedule 4 to the London Local Authorities and Transport for London Act 2003 are repealed.

10 Builders’ skips: requirements as to lighting and guarding

Conditions of the type referred to in section 139(2)(e) of the 1980 Act to which a permission under section 139 of the 1980 Act may be made subject, may include conditions that builders’ skips have a light or lights or a guard or system of guarding that is or are an integral part of the skip.

11 Builders’ skips: provision of lighting and covering by highway authority

- (1) Subsection (2) applies if a builder’s skip is found by a relevant highway authority to be deposited on a highway in Greater London and the skip—
 - (a) is not lighted or covered in accordance with the conditions of a permission under section 139 of the 1980 Act;
 - (b) was deposited without a permission under that section having been obtained; or
 - (c) is not properly lighted during the hours of darkness (or is not marked in accordance with regulations made under section 139(4)(a) of the 1980 Act).

- (2) Where this section applies, the relevant highway authority in question may themselves light, cover or mark the skip or cause it to be lighted, covered or marked.
- (3) Any expenses reasonably incurred by a relevant highway authority in the lighting, covering or marking of a skip under subsection (2) may be recovered from the owner of the skip in any court of competent jurisdiction or summarily as a civil debt.
- (4) The owner of a skip is not liable to pay a penalty charge under section 9 in relation to a failure to secure that a condition or requirement relating to the lighting, covering or marking of the skip was complied with if the failure resulted from the lighting, covering or marking of the skip under subsection (2).

12 Builders' skips: immobilisation devices

- (1) Where a penalty charge notice has been served in accordance with section 61 of the 2007 Act in relation to a penalty charge payable under section 9(3), an authorised officer of the relevant highway authority or a person acting under his direction may fix an immobilisation device to the builder's skip concerned while it remains in the place where it was found.
- (2) On any occasion when an immobilisation device is fixed to a skip in accordance with this section, the person fixing the device shall also fix to the skip a notice—
 - (a) indicating that such a device has been fixed to the skip and warning that no attempt should be made to move it until it has been released from that device;
 - (b) specifying the steps to be taken in order to secure its release; and
 - (c) warning that unlawful removal of an immobilisation device is an offence.
- (3) A notice fixed to a skip in accordance with this section shall not be removed or interfered with except by or under the authority of—
 - (a) the owner of the skip; or
 - (b) the relevant highway authority.
- (4) A person contravening subsection (3) shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.
- (5) Any person who, without being authorised to do so in accordance with this section, removes or attempts to remove an immobilisation device fixed to a skip in accordance with this section shall be guilty of an offence and shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

13 Release of immobilised skips

- (1) A skip to which an immobilisation device has been fixed in accordance with section 12 may only be released from that device by or under the direction of a person authorised by the relevant highway authority to give such a direction.
- (2) Subject to subsection (1), such a skip shall be released from the device on payment in any manner specified in the notice fixed to the skip under section 12(2) of—
 - (a) the penalty charge payable in respect of the contravention in

- question; and
- (b) such charge in respect of the release as may be prescribed by a joint committee.
- (3) Section 66(2), (4) and (5) (levels of penalty charge) and section 67 (penalty charges: reserve powers of Secretary of State) of the 2007 Act shall apply in relation to the levels of charge prescribed by a joint committee under subsection (2) as they apply in relation to the levels of penalty charges set by borough councils under section 66(1) of that Act.

14 Appeals in relation to immobilisation

- (1) If the owner of a skip makes representations under section 62(1) of the 2007 Act to a relevant highway authority in an immobilisation case, and the relevant highway authority accepts that a ground specified in section 9(6) applies, it shall, when it serves notice that it accepts that ground, refund (in addition to a sum representing the penalty charge paid) a sum representing the amount of any charge paid under section 13(2)(b).
- (2) If the owner of a skip appeals to an adjudicator under section 62 of the 2007 Act (or regulations made under that section) in an immobilisation case, and the adjudicator accepts that a ground specified in section 9(6) applies the adjudicator shall direct the relevant highway authority to refund (in addition to a sum representing the penalty charge paid) a sum representing the amount of any charge paid under section 13(2)(b).
- (3) It shall be the duty of a relevant highway authority to which a direction is given under subsection (2) to comply with it forthwith.
- (4) In this section an “immobilisation case” means a case where a penalty charge notice has been served in accordance with section 61 of the 2007 Act in relation to a penalty charge payable under section 9(3) and an immobilisation device has been fixed to the skip under section 12.

PART 4

ROAD TRAFFIC

15 Gated roads

- (1) Any person who opens, closes or otherwise operates or interferes with a relevant barrier without lawful excuse shall be guilty of an offence and liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.
- (2) In subsection (1) a “relevant barrier” means any barrier lawfully placed in, on or over a highway by or on behalf of a traffic authority in London for the purpose of preventing or restricting the passage of vehicles or any class of vehicles into, out of or along a highway.

PART 5

CHARGING POINTS FOR ELECTRIC VEHICLES

16 Charging points for electric vehicles

- (1) A London authority may provide and operate charging apparatus for electrically powered motor vehicles—
 - (a) in any public off-street car park under the management and control of the authority;
 - (b) on any highway for which they are responsible as highway authority.
- (2) A London authority may grant a person permission to provide or operate charging apparatus for electrically powered motor vehicles—
 - (a) in any public off-street car park under the management and control of the authority;
 - (b) on any highway for which they are responsible as highway authority.
- (3) For the purposes of this Part, a person to whom permission is granted under subsection (2) is referred to as an “authorised person”.
- (4) Section 115D of the 1980 Act (limit on powers to provide amenities on the highway) shall apply in relation to the exercise of the powers under this section by a London authority as it applies in relation to the exercise of powers under sections 115B and 115C of that Act by a council.
- (5) No charging apparatus may be provided on a local Act walkway unless walkway consent has been obtained first.
- (6) Subject to subsection (7), a London authority may grant a permission under subsection (2) upon such conditions as they think fit, including conditions requiring the payment to the authority of such reasonable charges as they may determine.
- (7) Nothing in this section—
 - (a) is to be taken as authorising the creation of a nuisance or of a danger to users of a highway or a public off-street car park; or
 - (b) (in relation to permissions granted under subsection (2)) is to be taken as imposing on a London authority by whom a permission has been granted any liability for injury, damage or loss resulting from the presence on a highway or public off-street car park of the charging apparatus to which the permission relates; or
 - (c) is to be taken as imposing on a London authority any liability for injury, damage or loss resulting from the presence on a highway or public off-street car park of a connecting cable; or
 - (d) shall prejudice the right of a London authority to require an indemnity against any claim in respect of injury, damage or loss arising out of the grant of a permission granted under subsection (2),but paragraph (d) is not to be taken as requiring any person to indemnify a London authority against any claim in respect of injury, damage or loss which is attributable to the negligence of the London authority.
- (8) For the purposes of determining, in any proceedings in a court of civil

jurisdiction, who is liable for injury, damage or loss resulting from the presence on a highway or public off-street car park of a connecting cable at or near charging apparatus provided under this section, it shall be presumed that the person in charge of the relevant vehicle at the relevant time had responsibility for and control of the cable.

- (9) In subsection (8)—
- “the relevant vehicle” means the vehicle in respect of which the connecting cable was about to be, was being or had been used for charging;
 - “the relevant time” means the time when the liability arose.
- (10) This section is without prejudice to section 162 of the 1980 Act (penalty for placing rope, etc. across highway).
- (11) In this section—
- “charging apparatus” includes any fixed equipment but excludes any connecting cable or wire which is not provided by the authority;
 - “connecting cable” means any cable or wire, whether provided by the authority or otherwise, used to connect the charging apparatus to a vehicle and that is not permanently attached to the charging apparatus;
 - “local Act walkway” and “walkway consent” have the same meanings as in section 115A of the 1980 Act;
 - “operate” in relation to charging apparatus for electronically powered motor vehicles includes supply or sell electricity by means of such charging apparatus;
 - “public off-street carpark” means a place, whether above or below ground and whether or not consisting of or including buildings, where off-street parking accommodation is made available to the public, whether or not for payment.

17 Notices to be given before exercise of powers under section 16

- (1) Subject to subsection (5), a London authority shall not exercise any power conferred by section 16(1) unless they have first published a notice under this section.
- (2) An authorised person shall not provide or operate charging apparatus in accordance with a permission given under section 16(2) unless the authorised person has first published a notice under this section.
- (3) A London authority or an authorised person, as the case may be, shall publish a notice under this section—
- (a) by affixing it in a conspicuous position at or near the place to which the proposal relates; and
 - (b) by serving a copy of the notice on the owner and occupier of any premises appearing to the London authority or the authorised person to be likely to be materially affected.
- (4) A notice under this section—
- (a) shall give details of the proposal; and
 - (b) shall specify a period (being not less than 28 days after the publication of the notice) during which representations regarding the proposal may be made to the London authority or authorised person.

- (5) Where a London authority have or an authorised person has published a notice under this section, they shall not exercise the power or grant the permission to which the notice relates until they have taken into consideration all representations made to them in connection with the proposal within the period specified in the notice.
- (6) In this section “the proposal” means the proposal to provide or operate charging apparatus.

18 Duties to consult or obtain consent of other authorities

- (1) A London authority shall not exercise any power conferred by section 16(1) unless they have consulted any authority other than themselves who are a local planning authority, as defined in the Town and Country Planning Act 1990 for the area in which they propose to exercise the power.
- (2) An authorised person shall not provide or operate charging apparatus in accordance with a permission given under section 16(2) unless the authorised person has consulted any authority (other than the London authority who gave the permission) who are a local planning authority for the area to which the proposed permission relates.
- (3) Consultation carried out by an authorised person before that person was given a permission under section 16(2) counts as consultation for the purposes of subsection (2).
- (4) Where a highway to which this Part of this Act applies is maintained by a relevant railway undertaker, a London authority shall not exercise any power conferred by section 16(1) or grant a permission in relation to it under section 16(2) except with the consent of the relevant railway undertaker.
- (5) In this section, “relevant railway undertaker” means—
 - (a) Network Rail Infrastructure Limited;
 - (b) London Underground Limited; or
 - (c) any of their subsidiaries (within the meaning given by section 1159 of the Companies Act 2006).

19 Offence of unlawful use of charging point

- (1) A person shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 3 on the standard scale if he uses charging apparatus in contravention of a sign displayed on the apparatus which indicates that—
 - (a) the apparatus is not to be used for any purpose other than charging a vehicle; and
 - (b) it is an offence to so use the apparatus.
- (2) A person is not guilty of an offence under subsection (1) if—
 - (a) he had the permission of the person who operated the charging apparatus at the time to use the charging apparatus for the purpose in question; or
 - (b) he had reasonable cause to believe he had such permission; or
 - (c) at the time there was on the charging apparatus an indication given by the person who operated the charging apparatus that it could be used

for the purpose for which it was used.

PART 6

LONDON LOCAL AUTHORITIES AND TRANSPORT FOR LONDON ACT 2008

20 Repeal of provision in and minor amendment to 2008 Act

- (1) Section 6 of the London Local Authorities and Transport for London Act 2008 (limitation on service of notice to owner: parking) is repealed.
- (2) In section 7(2)(b) of that Act (limitation on service of notice to owner: road traffic contraventions), the word “may” is omitted.

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REPORT OF THE CHIEF EXECUTIVE		
OVERVIEW AND SCRUTINY REPORT OF GOVERNANCE AND RESOURCES SCRUTINY COMMISSION DELIVERING PUBLIC SERVICE WHOLE PLACE, WHOLE SYSTEM APPROACH G&R – 11 th November 2015 Cabinet – 31 st October 2016 Council – 30 th November 2016	Classification Public	Enclosures Appendix 1 Report of review on 'Delivering Public Service – Whole Place, Whole system Approach' Appendix 2 Executive Response
	Ward(s) affected All	

Introduction

The Governance and Resources Scrutiny Commission review - *Delivering Public Services Whole Place, Whole System Approach* – set out to explore the barriers to what has become known as ‘whole place’ thinking. In the face of declining resources and rising demand, councils are facing a set of tough and complex pressures. The most entrenched and costly social problems being faced require a more connected and holistic approach. The view is services will need to be provided in a radically different way across the sector and take an approach that will go beyond the council itself. Councils and all local partners are facing similar financial pressures and the time has now come for a fundamental rethink of service delivery across the sector.

The review highlighted that breaking down silo working will require a fundamental shift in organisation culture and that the culture of the organisation and trust among the various organisations and frontline staff would be key. Service redesign work across the whole place and whole system would require considering how frontline staff across the sector could work holistically with service users, to meet their needs at the first point of contact (early intervention or at the point of need).

The review highlighted that approaches which ignore the complexity of individuals’ lives as well as local community circumstances, which deliver a one size fits all solution will fail to meet local needs. What is required are solutions that are built around people and places rather than around traditional bureaucratic silos. Based on the service redesign principles we outlined in the report.

We recognise addressing the issues raised in the report will require cultural change, budget change and governance change and these issues will not be resolved in a single response. The Commission's recommendations encourage the Council to embark on the journey despite there not being a blueprint of defined outcomes. Urging the Council to work with partners to pilot a new model of employment support based on the service redesigned principles outlined in the report.

RECOMMENDATION

Council is requested to note the Commission's report and the response to it from the Executive.

Report originating officer: Tracey Anderson, Overview and Scrutiny Officer,
Tel: 020 8356 3312.

REPORT OF THE GOVERNANCE AND RESOURCES SCRUTINY COMMISSION

Delivering Public Services - Whole Place, Whole System Approach

Governance and Resources Scrutiny Commission – 11th November 2015
Cabinet – 31st October 2016
Council – 30 November 2016

Classification

Public

Enclosures

Appendices
BDRC Report
Frontline Staff Feedback

1. FOREWORD

This report is intended to help the London Borough of Hackney deal with two fundamental challenges: first, a radically reduced resource base, and second complex social challenges that require a very different approach from the council, other public agencies and the wider community.

It is a report of two halves. The first half focuses on the broad question of how we in Hackney can manage huge reductions in public expenditure imposed by the government, while also trying to improve the lives of our local residents. During the course of this review we spoke to a range of experts about how we can rise to this challenge. Our conclusions are that the council and its partners need to take a 'whole place' approach to dealing with complex (and therefore costly) areas of social need. This should be characterised by:


- Looking at problems holistically and breaking down organisational silos in order to tackle them, which in practice can mean common outcomes and accountability, much greater information sharing and if appropriate organisational integration;
- Starting from the citizen's point of view: understanding their concerns and designing the mix of service provision around their goals and aspirations;
- A bias towards early intervention to prevent need becoming severe and acute;
- Co-production: services should work with people rather than simply delivering interventions to them.

The Commission wants Hackney Council to embrace this vision for redesigning services as we believe it is the best way to achieve the outcomes we want for our residents at a time of radically reduced funding.

The second part of the report takes the form of a 'deep dive' into one complex social problem in the borough that has remained stubbornly persistent over the last thirty years: several thousand residents who have mental health problems and who have been unemployed for more than two years.

We commissioned in depth interviews with a sample of residents to understand the challenges they face. We also spoke to service providers and commissioners to understand their views. Our aim was to see how we could re-design local services to better support our residents in some cases find work, but also lead more fulfilling lives more generally. To achieve this would be a good thing in itself, but it would also reap social and financial benefits as well. We make a range of recommendations as to how the council and other agencies such as JCP and the work programme providers can better support people who have mental health problems and have found themselves unemployed for a long period. Perhaps most importantly we call on these agencies to pilot a new model of support for this group, based around the principles we set out above: integration, personalisation, early intervention and co-production.

Like the rest of the country Hackney faces huge social challenges while at the same time having to deal with them in a context of austerity. However, the message from this report is one of hope: we have found that there are ways to better serve our residents and improve people's lives, while also saving money. We now want to work with all relevant organisations in the borough to grasp this prize.



Cllr Rick Muir

Chair- Governance and Resources Scrutiny Commission

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1. INTRODUCTION

Overview of the review

This report starts with the recognition that Hackney faces two major challenges in the years ahead: we need to tackle complex social challenges that require a new approach to service provision, and we have to do so in a context of radically reduced resource. The Governance and Resources Scrutiny Commission has spent the last year and more considering how these two challenges can be met.

- 1.1 Our review came in two halves: first we explored how in general these challenges can be met, and second, we undertook a 'deep dive' to look at one complex social problem in particular: the large number of our residents who have mental health problems and who have been out of work for more than two years.
- 1.2 The Commission believe that in general the way to meet the challenge of 1) less money and 2) rising and more complex demand on our services, is to take a 'whole place' approach. The most entrenched and costly social problems we face require a more connected and holistic approach than that taken so far. Problems such as mental illness, homelessness, anti-social behaviour and support for an elderly population require public services to be more 'joined up' both in terms of the outcomes they seek to achieve and the forms of provision they deploy. They require solutions that are built around people and places rather than around traditional bureaucratic silos. This means four things: connecting up around the citizen; understanding the citizen's goals and aspirations and designing responses from there; taking action earlier before problems become more severe; and finally achieving what we want to achieve with people rather than simply delivering service *to* them.
- 1.3 The Commission undertook a deep dive into the problem of long term unemployment linked to mental illness. We concluded that a radically new approach is needed to support people facing these challenges. This must be based on the principles set out above: connecting up services around the person, properly understanding what they want to achieve; intervening early; and encouraging the full participation of citizens in achieving the outcomes we want. We call on the council and its partners to pilot a new model of employment support for this group, based on these principles.

2. Key questions and methodology

- 2.1 For the first phase of this review looked at the more general question of reforming services in a context of changing, and in some areas, rising demand and reduced funding. We wanted to answer the following question:
 - How can Hackney's public services continue to improve people's lives with less money around?
 - Are there merits in a 'whole place' approach to achieving the outcomes we want, which works across traditional organisational silos?

- What lessons can we learn from where such approaches have been tried elsewhere?
- 2.2 The Commission spoke to a wide range of experts on public service reform and looked at a range of different examples of ‘whole place’ approaches to change. We spoke to John Atkinson, Sue Goss, (previous leaders of Total Place programme) Early Intervention Foundation, LankellyChase Foundation, London Borough of Lambeth, and went on a site visit to London Borough of Lewisham to view their Community Budget pilot in operation.
- 2.3 For the second phase, the Commission looked at areas of high need and high spend and took advice from senior officers as to where it should focus. The Commission decided to carry out ‘deep dive’ exercise looking at long term unemployment, linked to mental illness.
- 2.4 The core questions phase two of the review set out to answer were:
- Are the principles developed from phase one of our review relevant to the challenge of improving the lives of those unemployed residents with mental health problems?
 - What are the barriers to work and wider social participation for those residents themselves?
 - How could services be redesigned to better help these residents meet their goals and aspirations?
- 2.5 This review drew on evidence from previous scrutiny reviews ‘Tackling worklessness’; ‘Impact of welfare reform and housing benefit’; and more recently Anxiety and Depression in working age adults; and programmes such as Total Place, Troubled Families and Community Budgets. This review will feed into the Council’s cross cutting work programme on Employment and Opportunities.
- 2.6 Initial evidence sessions highlighted the importance of the service user voice to help identify why the system was not working. For this review we carried out qualitative research and conducted 24 in-depth interviews with people who have been: long term unemployed in Hackney for 2 years or more; between the ages of 33-57; with and without a mental health illness. The individuals were recruited through organisations who worked with the long term unemployed in Hackney.

2. SUMMARY, RECOMMENDATIONS AND OUTCOMES

Summary

- 2.1 This report is intended to help the London Borough of Hackney deal with two fundamental challenges: first, big cuts in public expenditure and second more complex social challenges that require a very different approach from the council, other public agencies and the wider community.
- 2.2 It is a report of two halves. The first half focuses on the general question of how we in Hackney can manage huge reductions in public expenditure imposed by the government, while also trying to improve the lives of our local residents. The second half takes an in-depth look at one major challenge we face as a borough: the large number of residents who have mental health problems and who have been out of work for more than two years.
- 2.3 The first phase of the review found that if we are to both deal with the challenges of austerity and the more complex social challenges we face we need to take a radically different approach to commissioning and providing public services. On the basis of the evidence presented to it, the Commission advocates taking a 'whole place' approach to tackling entrenched and costly social problems. This is characterised by four things:
- breaking down silo working and organisational barriers to look holistically at the challenges facing people and places, which means shared outcomes, greater sharing of information and where appropriate organisational integration;
 - designing services around the person: understanding the citizen's aspirations and designing services around them rather than expecting people to fit into pre-defined programmes;
 - focusing upstream on prevention so that problems can be dealt with before they become acute and costly;
 - embracing co-production, so that services are not simply delivered to people but involve them as an empowered participant throughout.
- 2.4 The second phase of the review took an in depth look at the challenge of the large number of Hackney's residents who have been unemployed for more than two years and who have mental health problems. We sought to understand whether the 'whole place' principles set out above could help this group in some cases get into work but also lead more fulfilling lives more generally. After carrying out 24 in depth interviews with unemployed residents who face mental health problems, we concluded that a 'whole place approach' has great potential for this group. We therefore make a number of recommendations aimed at developing a new model of support.

Recommendations

2.5 The Commission makes the following recommendations, the findings for which are presented in Section 5 of the report:

Recommendation One - the whole place approach

Hackney faces the challenge of dealing with more complex and rising areas of demand on its public services, while also facing major cuts in government funding. We need to radically re-think how our public services are provided in this context.

Recommendation 1

The Commission recommends the Council and its partners conduct ‘whole place and whole system’ reviews for service changes adopting the principles in the order outlined in the report.

- a. Identify all service providers in the system and bringing them to the table to discuss changes to the service provision holistically. This should include statutory and commissioned provider so all parties can understand how the service provision currently operates.
- b. Identifying the root cause of demand to be able to shift spending, action and support from late (crisis) to prevention (reducing the demand for specialist and expensive support services).
- c. Identify the point for early intervention to provide access, to support as early as possible in the pathway. Making support available at the point of need (timely and effective support) and not at crisis e.g. for an individual to remain in work to manage their condition and find a resolution.
- d. Starting with the service user not the services themselves: understand the person’s aspiration and their journey through the system
- e. Making all services providers across the system jointly accountable for achieving the outcomes
- f. Commissioning for progression. Having outcomes that enable a person to develop their journey and achieve their goals
- g. Implement co-production and co-design in the organisation’s commissioning cycle and service redesigns, so that services are designed through a partnership between service users and frontline staff
- h. Consider how professional roles and disciplines might be deployed in different ways to achieve better outcomes;
- i. Build trust between organisation and staff and the staff and citizens to enable greater innovation and flexibility at the frontline;
- j. Champion the value of sharing information across public services and beyond;
- k. Develop joint analysis to inform the Council’s policies and enable services to reduce demand. Ensure the data being collected includes information about outputs and the quality of the service and how the service user interact with the service. Build up community insight on the characteristics of the people using the services to identify who uses it more and their specific needs. Capturing service user experience to help the organisation understand demand and where it manifests.

We recommend the Budget Scrutiny Task Groups refer to the ‘whole place, whole system’ approach in their budget scrutiny work for phase 2.

Recommendation Two - pilot a new model of support for unemployed residents with mental health problems

Hackney has a persistently large number of residents who are out of work due to reasons of mental ill health. These numbers have remained unchanged for decades. The current fragmented patchwork of provision has not worked. It is time to try something new.

We found that too often residents' experience of service provision is that it is fragmented, it is insufficiently personalised and support is not provided early enough to avoid problems becoming more and more severe. Therefore, we recommend that the council apply the principles set out in Recommendation One to pilot a new model of support for those who have been unemployed for more than two years and have mental health problems. Once this pilot has been tested it should be evaluated to see if it could be the basis for a different model of employment support for this group.

Recommendation 2

The Commission recommends the service redesign principles outlined in the report are used in service areas of high need and high spend such as mental health, disabled working age adults and homelessness.

Recommendation Three - appoint an information sharing champion

To transform services and outcomes, particularly for those people who present the greatest risks and create the biggest demands, information needs to be shared across agencies to a much greater degree than at present. To do this effectively service providers need to tackle cultural and organisational barriers to sharing information.

The default assumption for local public services should be to bring all existing data together and analyse how they can use the information effectively to cross-check information provided by service users to ensure it is correct, or share information to establish a better understanding of the service users' needs and the underlying causes.

Recommendation 3

The Commission recommends the Council has an information sharing 'champion' to encourage the development of integrated systems/processes and promotes joint analysis across the whole system for service change.

Recommendation Four - encourage employers to give people a chance and lead by example

The long term unemployed often struggle to secure work because employers perceived them to have been out of the labour market too long and to therefore constitute too much of a risk to take on. Helping people into work cannot be just about education and training, but we must also realise demand among employers.

If progress is to be made in this area, public sector employers must be seen to set an example. As one of the largest employers in the Borough the Council has a role in ensuring employers have access to information. The Commission would like the Council to provide support for employers to enable them to employ people who are long term unemployed.

Recommendation 4	
a.	We recommend the Council works with local employers to encourage them to employ people who have been long term unemployed. We recommend the Council provides access to information or support and advice for employers and looks at what incentives could be offered to employers.
b.	The Commission recommends the Council leads by example as an employer with a programme that provides volunteering or employment opportunities for people who are long term unemployed and people who have experienced an episode of mental illness.
c.	The Commission requests information from JCP about how they ensure work programme providers develop employer networks and forge relationships with employers to secure access to a range of job from entry level job to specialist jobs.

Recommendation Five - support progression and reach out to different settings

The review has shown it is not about one destination but the journey for the individual as well as the need for ongoing support for people with mental health. The key to moving people on may be to start with the place where they have a positive experience, where they have built relationships to support their journey. Services also need to understand what appropriate intervention is needed and when; as well as identify the trigger points for prevention services and the appropriate point at which to provide intervention. The Commission believes services need to factor in ongoing support to ensure the person has transitioned into employment.

Recommendation 5

The Commission recommends the Council and JCP work with commissioned organisations to bring moving on support services out to the setting where the individual has a positive experience; to enable discussions about progressing their journey.

Recommendation Six - changes to the way the workforce is deployed and managed

The biggest shift being driven by austerity is developing a different relationship with citizens: *‘we won’t have the money so we will have to focus on the enabling and facilitating, enabling the rest of community to do it.’*

As public sector services become smaller more skills will be needed not just professional skills but facilitators, good questioners and coaches. We need to provide existing and future staff with the opportunities to develop their skills, and work effectively across different organisations, to provide that holistic support at the initial contact.

Public services can only be more responsive to the needs of service users if employees on the front line are trusted to innovate and empowered to act with more autonomy. This requires a fundamental culture change away from traditional command and control models of leadership to one in which leadership is distributed across organisations’. However the need for accountability will be a challenge when changing the culture of how a system and organisation operates.

There is a need for integration not just collaboration. The challenge now is breaking down silos to have integrated services/teams in localities with shared systems and processes. The system needs people with the ability to provide in-depth personal support and build relationships with people. Changing the system requires a shift in mind-set for the professionals and the organisation. This may mean cultural and structural change.

Early intervention is everybody’s business and delivering effective early intervention will require thinking about the role of the wider workforce and having an understanding of the total costs across the system / sector. To make better use of

core public sector workforce through involving them in identifying need and providing basic information to help keep people out of expensive specialist services.

It's recognised that accountability is needed at some level, but a more mature relationship with risk and trust in the system is required. Changing the system and being successful with the change will depend on the skills of the frontline staff and their ability to build relationships, identify need and provide the appropriate support or opportunity at the point of need. Essentially we need to give front line officers the tools to address need at the first point of contact.

Recommendation 6

- a. The Commission recommends the Council (including commissioned organisations) and JCP (including work programme providers) explore how frontline staff can work holistically with service users to address need at the first point of contact.**
- b. The Commission recommends the Council and DWP's Jobcentre Plus to explore conducting a randomised whole system pilot to build up evidence of service delivery models across a whole place that will effect change for the long term unemployed to get back into employment.**
- c. The Commission recommends the Council and its partners identify a place that has many of the profiles that fall into high need and high spend and do a place based pilot. A place based pilot will enable the Council to build an evidence base for whole place, whole system service delivery models.**
- d. The Commission recommends the Council takes an iterative approach to service change, trying out new ideas on a small scale and properly evaluated their impact.**

3. FINANCIAL COMMENTS

- 3.1. As set out in this report, this review was initiated in order that the Commission take a longer term view of the Council's financial position and ways of delivering services across the public sector that would look to ensure that reducing resource could be used more efficiently. This was taken forward via the "deep-dive" into the specific issue of long term unemployed people with mental health issues.
- 3.2. The recommendations in this report look to agencies across the sector to work together to deliver services in a way that will improve the experience of the end user whilst moving to a preventative model dealing with the cause of issue and thereby reducing demand for more expensive reactive support further down the line. This is going to be key as we move forward with significantly less resource.
- 3.3. Whilst the recommendations look to agencies and organisations to work together to deliver more joint up service, we need to recognise the budgetary issues this in itself can cause. It needs to be recognised that changing practice in one organisation and closer working might result in physical savings elsewhere. There needs to be some discussion amongst all parties regarding how these savings could be equitably "shared" in order that all can reap reward of an improved overall service for the end user at ultimately lower cost.
- 3.4. It will be extremely important in moving forward with these recommendations that the financial impact of different working relationships is fully understood and taken account of, particularly if the move to work more co-operatively with other parts of the public sector are successful. It will be vital that in "breaking down the silos", that the financial aspects of this are dealt with in an equitable manner, not putting the Council's own financial stability at risk.
- 3.5. It is clear that there could be real opportunity for the Council to work with other organisations to deliver better outcomes for service users by encompassing this "whole place" approach whilst making more efficient use of the reducing resources available.

4. LEGAL COMMENTS

- 4.1. This report has been drafted following the work done by the Governance and Resources Scrutiny Commission to see how due to the severe reductions to budgets as a result of central government austerity measures the council can review service provision, to explore the merits of taking a 'whole place, whole system' approach to public service redesign, in the face of increasing demand and reduced resources.
- 4.2. A number of specific evidence gathering exercises have been undertaken as well as evidence having been drawn from previous scrutiny reviews in particular: 'Tackling worklessness'; 'Impact of welfare reform and housing

benefit'; and more recently Anxiety and Depression in working age adults; and programmes such as Total Place, Troubled Families and Community Budgets.

- 4.3. The recommendations themselves evolve around the Welfare Reform Act 2012. The Act puts into law what has been one of the governments flagships bills, which ministers have claimed marks the biggest overhaul of the benefits system since the 1940s. It replaces a large number of different types of benefit with a single benefit with the aim of making the system fairer, easier to enforce, and one that encourages people to work. It is being implemented in stages over the next five years. One of the aims of welfare reform is to simplify a complex array of benefits available to people who are unemployed, disabled, unable to work, with childcare responsibilities or who are on low incomes.
- 4.4. The Social Security (Information-sharing in relation to Welfare Services) etc Regulation 2012 sets out the purposes for which the Secretary of State may supply relevant information to a qualifying person in order to determine their eligibility for a particular benefit or grant. The 2012 regulations also set out the purposes for which relevant information can be held (for example, to determine homelessness applications and in relation to involvement in the troubled families programme). The Regulations prescribe the purposes where information can be shared in accordance with section 131 of the Welfare Reform Act. Previously, the Department for Works and Pension (DWP) could share social security data with local authorities for the purpose of administering housing benefit and council tax benefit, but there was no "legal gateway" which meant that information could not normally be shared without the individual's consent. Now data sharing of benefit departments such as the DWP and Housing Benefits sections is extended to include other services that charge for services, such as supporting people, care and residential care services. It will also extend to other welfare services: such as the local schemes that replace the Social Fund and schemes that are linked to receipt of benefit such as the blue badge scheme, discretionary housing payments. Data sharing can also be between the DWP and councils providing support services for young people such as skills and training. This is connected with the "tell us once" scheme where, for example, registrars are able to share birth data with the DWP. People applying for prescribed services will do so knowing that some of their data will be obtained from DWP or shared with the local authority. Data can only be supplied to local authorities where it is in accordance with the provisions in this new legislation. Section 132 of the Welfare Reform Act 2012 Act makes it a criminal offence to unlawfully disclose information supplied under section 131.
- 4.5. The Care Act 2014 introduced a single, national threshold to accessing care and support across England. The Care Act made changes to Section 117 of the Mental Health Act 1983 by Section 75 of the Care Act 2014 and for the first time provided a definition of what comprises "after care services".
- 4.6. Troubled Families are characterised by there being no adult in the family, children not being in school and family members being involved in crime and anti-social behaviour. These families always have other long-standing

problems such as domestic violence, relationship breakdown, mental and physical health problems and isolation which can lead to their children repeating the cycle of disadvantage and makes it incredibly hard for families to start unravelling their problems. As part of the Troubled Families programme, the Government has put in resources to incentivise and encourage local authorities and their partners to grasp the nettle; to develop new ways of working with families, which focus on lasting change, recognising that these approaches are likely to incur costs but that they will result in a shift in the way we work with families in the future – reducing costs and improving outcomes.

4.7. 'Personalisation' is the term used for an approach to personal care and support in relation to adult social care which treats people as autonomous individuals and responds to their personal needs and wishes. Central to this vision is the principle that when people need ongoing support, they do not cease to be citizens or members of their local community. The support they use should therefore help them to retain or regain their roles and the benefits of community membership, including living in their own homes, maintaining or gaining employment and making a positive contribution. Personalisation means addressing the needs and aspirations of whole communities to ensure everyone has access to the right information, advice and advocacy, to enable them to make good decisions about the support they need. The Integrated Personal Commissioning (IPC) programme, starting from April 2015, will bring together health and social care funding around individuals, enabling them to direct how it is used for the first time. This represents a step change in ambition for actively involving people, carers and families as partners in their care.

4.8. Data sharing is a common part of modern governance and the delivery of public services. Public bodies collect large amounts of data from individuals and other organisations in the exercise of their various functions and share these data with other public bodies. Due to reported obstacles to effective data sharing the Law Commission undertook a consultation in order to decide whether there are inappropriate legal or other hurdles to the transfer of information between public bodies and, potentially, between public bodies and private bodies engaged in public service delivery. In July 2014 the Law Commission published its report with an analysis of the responses to the Law Commission's Scoping Consultation Paper, *Data Sharing Between Public Bodies*. The report made 3 principled recommendations: 1) The Law Commission recommended that a full law reform project should be carried out in order to create a principled and clear legal structure for data sharing, which will meet the needs of society. These needs include efficient and effective government, the delivery of public services and the protection of privacy. Data sharing law must also accord with emerging European law and cope with technological advances. The project should include work to map, modernise, simplify and clarify the statutory provisions that permit and control data sharing and review the common law. 2) The scope of the review should extend beyond data sharing between public bodies to the disclosure of information between public bodies and other organisations carrying out public functions. 3) The project should be conducted on a tripartite basis by the Law

Commission of England and Wales, together with the Scottish Law Commission and the Northern Ireland Law Commission.

- 4.9. The Information Commissioner's Code of Practice for Data Sharing is a statutory code issued by the Information Commissioner after being approved by the Secretary of State and laid before Parliament. The code explains how the Data Protection Act applies to the sharing of personal data. It provides practical advice to all organisations, whether public, private or third sector, that share personal data and covers systematic data sharing arrangements as well as ad hoc or one off requests to share personal data. Adopting the good practice recommendations in the code will help organisations to collect and share personal data in a way that complies with the law, is fair, transparent and in line with the rights and expectations of the people whose data is being shared.
- 4.10. The Cities and Local Government Devolution Bill *2015-16* forms part of the Government's policy of devolving the powers and budgets of public bodies to local authorities and combined authorities. The wider policy priorities of both the Government and local areas extend beyond the Bill itself, which is largely technical in nature. A government briefing note accompanying the Queen's speech said the Bill was intended to boost growth and to increase productivity and efficiency in local government. In a speech by Chancellor George Osborne he announced that government would legislate to "pave the way for ... cities ... to take a greater control and responsibility over all the key things that make a city work, from transport and housing to skills, and key public services like health and social care".
- 4.11. There are no immediate legal implications arising out of this report and its recommendations.

5. FINDINGS

5.1 Phase one: why we need a 'whole place' approach

- 5.1.1 Local government is facing unprecedented challenges associated with service delivery; reduced finances; managing staff; engaging citizens; forming new partnerships; changing demand and demographics and rapidly evolving technologies.
- 5.1.2 To set local government expenditure and income in context, local government accounts for 24% of the UK public sector's expenditure. In England, local authorities' total expenditure was £154bn in 2012-13 compared with £162bn in 2011-12 and £172bn in 2010-11.¹ To date it is estimated local authorities in England have lost 27% of their spending power since 2010.
- 5.1.3 Despite this councils have managed to set balanced, legal budgets by delivering the required savings each year. Local Authorities have attempted to shelter front-line services by loading savings onto 'back-office' functions and making other kinds of efficiency saving. They have also embarked on redesigning services in ways that not only makes savings; are forming new collaborations and service models that have the potential to be more efficient and effective.
- 5.1.4 Local government is under pressure to maintain services and cope with increasing demand. Councils deliver a range of services but in the face of funding cuts and expenditure pressures each year, councils have continued to balance their budgets and fulfil their statutory obligations. Most council services are mandatory. This means that the council must do them because they are under a duty to do so by law. Some of the mandatory functions are tightly controlled by central government, other mandatory services (e.g. the library function) have some discretion over the level and type of service provided. There are also some council services and functions which are discretionary. These are services a council can choose to provide but does not have to, they range from large economic regeneration projects - to promote growth and community cohesion - to the removal of wasp nests.
- 5.1.5 Councils work with their communities to determine and deliver local priorities. Council services, are either provided directly or commissioned from outside organisations. Services can be delivered in partnership with local partners, including charities, businesses and other public service providers like the Police and the NHS. The table below provides a summary of the main services and responsibilities of local authorities in London.²

¹ Local Government Financial Statistics England No.24 2014
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/316772/LGFS24_web_edition.pdf

² (Adapted from the Department for Communities and Local Government, 'Local Government Financial Statistics England No. 22 2012', pps.16-17.)

Principal service Includes	
Children's services	<ul style="list-style-type: none"> • schools – nursery, primary, secondary and special (but not academies or free schools) • pre-school education • youth, adult and family and community education • children's and families' services – including welfare, fostering and adoption and child protection <ul style="list-style-type: none"> • children's public health from age five onwards • youth centres
Highways, roads and transport	<ul style="list-style-type: none"> • highways – non-trunk roads and bridges roads and bridges • street lighting transport • traffic management and road safety • public transport – discounted travel schemes and local transport co-ordination • some airports, harbours and toll facilities
Adult Services	<ul style="list-style-type: none"> • services for older people including nursing, home, residential and day care and meals • services for people with a physical disability, learning disability or mental health need • asylum seekers • supported employment
Housing	<ul style="list-style-type: none"> • social housing • housing benefit and welfare services • homelessness • housing strategy
Cultural services	<ul style="list-style-type: none"> • culture and heritage, including museums and galleries services • recreation and sport, including leisure centres and sports facilities • open spaces – parks, playgrounds and allotments • tourism – visitor information, marketing and tourism development • libraries and information services
Environmental services	<ul style="list-style-type: none"> • cemetery, cremation and mortuary services • community safety – including consumer protection, coastal protection and trading standards

	<ul style="list-style-type: none"> • environmental health – including food safety, pollution and pest control, public toilets • licensing – including alcohol, public entertainment, taxis • agricultural and fisheries services • waste collection and disposal, recycling and street cleaning
Planning and development	<ul style="list-style-type: none"> • building and development control development • planning policy – including conservation and listed buildings • economic investment and regeneration • environmental initiatives
Protective services	<ul style="list-style-type: none"> • community safety services • fire and rescue services • court services such as coroners
Public health	<ul style="list-style-type: none"> • a wide range of mandated public health services, including weighing and measuring children, sexual health, drug and alcohol treatment, and NHS health check programme • advice and information to the NHS • other health improvement measures
Central and other services	<ul style="list-style-type: none"> • local tax collection – council tax and business rates other services (business rates set centrally) • registration of births, deaths and marriages • election administration – local and national, including registration of electors • emergency planning • local land charges and property searches

5.2 Whole Place, Whole System Approach

5.2.1 An ageing population, welfare reform and an increasing demand for social care services means local government is facing an uncertain future and funding gaps so large that there will barely be enough resource to provide basic statutory services. There is pressure to reduce high costs, high need and complex dependency cases for public sector services.

5.2.2 No agency by itself can drive the change needed to address this. The traditional approach to public services, in which individual agencies focus on just one element of a complex problem, for which they are accountable to Government departments, is simply not working. Approaches which ignore the complexity of individuals' lives as well as local community circumstances and instead deliver one-size-fits-all solutions are failing to meet local need.

- 5.2.3 A different approach is needed because there is less money, changing demand and demographics and technological advancement.

Less money – following cuts to a large number of public services during the past five years, we note the government is committed to continuing the pace of deficit reduction during this Parliament. Based on existing plans to return the public finances to balance in 2018/19, day-to-day spending on public services as a share of national income is expected to fall to its lowest level since 1948.

Changing demands and demographics – medical and health advances, combined with wider, social change means that people are living much longer and, increasingly spending a smaller proportion of their life in work. We know that health related problems such as diabetes, obesity and mental illness are growing sources of long term pressures. The persistence of more complex social problems entrenched in a relatively small number of people will exacerbate pressures on services.

Technology – digital channels are transforming almost all aspects of life, including everything from banking to how we interact day-to-day with friends and family. These changes have raised public expectations and changed behaviour about the way services are accessed and consumed. People now expect more personalised, joined up and convenient ways to access the services they require.

- 5.2.4 The rising demand, changing demographics and increasingly stretched finances mean that the choice for local authorities and public service providers is stark. Rather than simply salami-slicing budgets or managing decline, councils must fundamentally rethink the way they deliver services and use public money. Public sector services must change the way they work, or face the possibility of service retrenchment, increasing irrelevance and perpetual crisis management.
- 5.2.5 Public service transformation itself cannot deliver the scale of public funding reductions required. But it does have a pivotal role to play and, without transformation, deep cuts in funding will feed directly through to deep cuts in services. This review shows that change needs to go beyond the council and will require the breakdown of silo working.
- 5.2.6 Independent analysis for the Local Government Association has suggested significant net savings are achievable if ‘whole place’ approaches to the integration of public services are adopted nationally.³ More importantly, this approach indicates radically improved outcomes for people – helping to overcome societal challenges that have persisted for many decades.
- 5.2.7 To date public sector service redesign has ended up adding or changing parts of the system. What is needed now is a systematic review of the whole place and whole system. Taking a ‘whole place’ approach will be critical to breaking down organisational barriers and shifting emphasis and funding towards integrated solutions rather than single-agency, costly interventions. Fundamental to this success is being able to bring partners to the table who

³ Ernst and Young for the LGA Whole Place Community Budgets: A review of the potential for aggregation

have the authority in decision making and agreement. Taking this approach will help to look at the changes required for staff, residents, organisation culture and service provision.

- 5.2.8 Where responses are not joined up early enough this can result in costly interventions and ultimately poorer outcomes for people. For some people, contact with multiple public services is a regular part of life or a feature of their lives at a particular stage. LankellyChase Foundation reported 'what people with multiple difficulties need is a multi-agency response that is centred around the individual'.
- 5.2.9 The Government recognises that joining up local services to remove duplication in the system and prevent problems before they happen is vital to the reform of public sector services. There have been several pilots aimed at this such as Total Place, Community Budgets and Troubled Families.
- 5.2.10 Prior to Total Place pilots existing attempts to change public services were incremental and made changes to specific parts of the system. Total Place enabled service providers to start thinking in a different way about collaborative working to make the system better. This new way of thinking led to the development of the Troubled Families model and Community Budgets. The Neighbourhood Community Budget evaluation emphasised the need to work towards breaking down silo-based working, and for services to be designed, around the needs of the community or neighbourhood.
- 5.2.11 Our discussion with experts during the evidence sessions of this review highlighted this process was a journey and should not be an audit. The Commission was advised to be led by the evidence, because this was likely to identify the service area(s) that needed changing. There was also great emphasis placed on hearing the views of service users' to identify how and why the system was not working.
- 5.2.12 We learned the process of system change has not end point but is about changing how things are done. There should be thinking about the different skills and knowledge needed for the journey of change. Learning is critical and the target set at the start may change as the journey of change progresses. The elements of system change are:
- Learning
 - Culture change
 - Using a range of different approaches
 - Not applying one size fits all.
- 5.2.13 Even though the case for change is strong a number of barriers exist to conducting this type of change these are:
- Understanding the total costs across the system to make the case for early intervention
 - The ability to pool local budgets and share information - for local service providers to change the whole system they need to be incentivised to work better through public service reform. Better sharing of information across the system to keep people out of and progressing into expensive specialist services.

- Breaking down silos to have integrated services/teams in localities with shared systems and processes. This is a call for genuine service integration; not partnership working or co-ordination of services across the whole system
- Accountability and a different use of power – evidence suggests a need for shared leadership.
- Shifting the mind-set of professionals and the organisation to view residents as assets to get the changes implemented to meet the needs of the service users
- Being able to involve people in the process of co-designing, co-commissioning and co-delivering to get improved outcomes. Talking to them to identify their desired outcome. The stories of the service user will help to understand the nuances of how they use the service or what they find useful or important
- Taking the approach of learning and understanding there are risks with unknown outcomes but the need to manage those risks.

5.2.14 The Commission believes whole place, whole system thinking will be crucial to managing future demand. This approach is about scaling up isolated service based practice and embedding a culture shift across public organisations. Interviewees in the RSA report *Managing Demand Building Future Public Services* pointed out where public managers are able to look across a 'whole place' and commission service preventively, the biggest gains could be found.

5.2.15 Moreover, the recent report of the *Service Transformation Challenge Panel (2014)* gives prominence to the need to develop new, 'person-centred', holistic approaches to service provision, particularly for people with multiple and complex needs.

5.2.16 Taking this approach means it does not focus on achieving saving for one particular organisation but the key aim is to make the system better, accessible and to meet the needs of service users for improved outcomes. Changing the system by taking a whole place, whole system approach will lead to a change in culture in the system rather than just a change in methodology or delivery of the service.

5.2.17 Austerity has catalysed council's efforts to find more efficient ways of working and encouraged new forms of partnership, particularly with health services. But it has also fragmented services and created barriers to collaboration due to the scarcity of resources and the strain on basic services.

5.2.18 During the review the Commission spoke to a range of stakeholders about their approach to conducting a whole place, whole system redesign and the principles they would recommend when embarking on this type of review. This is what our key witnesses said:

Total Place

The Total Place initiatives set a new direction for local public services and local authorities. These pilots demonstrated that through bold local leadership and better collaborative working, it would be possible to deliver services which meet people's needs, improve outcomes and deliver better value for money. The Total Place approach – putting the citizen at the heart of service design - helped to open the door for local partnerships to discover what could be done to improve the system and to push forward innovative ideas and solutions to change the way services are delivered. It looked at new ways of co-operation, at local level and a new relationship between the local area and Whitehall.

John Atkinson and Sue Goss implementers of Total Place advised political support for change was crucial and it was imperative to be clear from the start the outcome to be achieved.

The Total Place pilots conducted a money mapping exercise in a bid to establish the exact spend of a services in the whole system locally, they found doing a forensic audit of the money flow required significant resources and did not help to achieve the desired change. Nevertheless, it was not a completely useless exercise because it did help to highlight the percentage of the total funding each service providers was in control of, as well as show up if there were parts of the system that were counter intuitive to the desired outcomes for service users.

The biggest lever for change was conducting a deep dive exercise which started with hearing the stories of the service user. This enabled services to understand the nuances of how service users used the service and what they found useful or important. This proved to be most valuable to the pilots than the mapping of total spend.

They explained to take the work of the pilots further would be to implement co-production and service redesign. True co-production would require a cultural shift for an organisation and professionals. The professional would need to give up their expertise and sit in a room with people who have various opinions. Co-design was pushing the boundary further, following this process through would mean all the views were taken seriously and used to design the service.

The purpose of doing this type of work was to understand what changes were required for staff, residents, users and organisations. They pointed out it was important to have the correct staff with the right skills.

The biggest challenge the pilots encountered was implementation of the changes to meet the needs of the service users.

LankellyChase Foundation

LankellyChase Foundation is an organisation that funds projects and uses the findings from the projects to bring about change that will transform the quality of life, of people, who face severe and multiple disadvantage. Their focus is particularly on the persistent clustering of social harms such as homelessness, substance misuse, mental and physical illness, extreme poverty, and violence and abuse.

LankellyChase Foundation take the findings from research projects to influence policy and decision makers to inform system change.

LankellyChase Foundation projects have shown the process of system change is not about reaching an end point but changing how things are done. System change is a journey that requires a learning approach. Learning is critical and when embarking on this journey it should be noted the target identified at the outset may change as the journey of change progresses. There was also indications that the system would require shared leadership resulting in a different use of power.

LankellyChase Foundation expressed the importance of service providers and commissioners building an evidence base which informs them about the problems, the barriers and the needs of the people.

LankellyChase Foundation recognised the importance of achieving some quick wins but disagreed with having a key worker. In their view a key worker was not always the answer because it can prohibit the organisations within the system from changing. They wanted organisations to think about the different skills and knowledge needed for the journey of change. The process of system change is about:

- Learning
- Culture change
- Using a range of different approaches
- Not applying one size fits all.

London Borough of Lambeth

Lambeth Council is one of the pioneers of the co-operative approach to local government. The Council set out its vision for a co-operative way of working in the final report *Co-operative Council Commission*. This report laid out a series of recommendations for rebalancing the relationship between citizens and the Council, putting residents at the heart of council services and giving them a more direct role in influencing, delivering and co-producing public services.

In our discussion with Lambeth (co-author of RSA report *Managing Demand - Building Future Public Services*) they found a small number of council's building collaborative approaches however these were within borough boundaries. There were no examples of councils taking the whole place, whole system approach and building collaborative strategies based on local circumstances to influence behaviour; addressing need outside of the service lens; and reconfiguring service delivery mechanisms through understanding how demand manifests across a whole place and whole system.

The report highlighted a different approach was required between the citizen and state relationship. Therefore system change would mean going beyond partnership working; to start with the people and work backwards. In some cases this may mean new relationships and collaborating across agencies and sectors because the drivers for demand are often the same across the system. Evaluations in Lambeth has shown that citizens are willing and ready to work with the Council however the council has to create the right opportunities to get people engaged.

In order to put co-operative thinking into practice, a number of 'early adopter' projects were implemented so the Council could understand how working more closely with citizens would work in practice. Some were projects were successful and some unsuccessful. These projects helped Lambeth to see that changing the behaviour in the system is a challenge. To change the system requires a shift in mind-set for the professional and the organisation. It required a change to the cultural of the organisation and may even require structural changes to the organisation too.

Lambeth Council decided to embark on this change and has changed their focus to 'cooperative commissioning' as its core operating model. Lambeth Council has put its citizens at the heart of the commissioning cycle and is looking beyond costs and value for money to put greater emphasis on the social costs and benefits of different ways to run services. Changing a big organisation is a big task and the need for accountability when changing the culture of an organisation can bring some tension as the organisation transitions. The key to implementing this change in Lambeth was strong local political support.

Fundamentally services need to start closer to the community to

understand their needs and the drivers for demand because changing behaviour is often critical. People understand their problem and are part of the solution therefore residents should be viewed as assets and supported to get involved in the service redesign. Organisations need to get better at involving people in the process of co-designing, co-commissioning and co-delivering to get improved outcomes.

Early Intervention Foundation

Early Intervention Foundation (EIF) is an independent organisation set up to champion and support the effective use of early intervention to tackle the root causes of social problems for children from conception to early adulthood. The Early Intervention Foundation was established in 2013 and has 3 main functions: to assess the evidence; advise commissioners on how to apply the evidence; advocate for early intervention. The focus of their work has been on children and families.

EIF explained providing effective early intervention in a local area requires commitment across the relevant partners in a place. To change a whole system local public services need to be incentivised to work better together and have the ability to pool local budgets and share information. Integration not collaboration is the requirement and the challenge will be breaking down working silos to achieve integrated services/teams in localities with shared systems and processes.

The call is for genuine service integration; not partnership working or co-ordination of services. Through this way of working early intervention can be used to:

- Tackle the root causes of social problems
- Improve life chances, breaking the intergenerational cycle of disadvantage – persistent societal challenges
- Reduce the cost of failure to the taxpayer.

Early intervention is important to all providers in the system and to deliver effective early Intervention you need to understand total costs across the system / sector, whilst also thinking about the role of the wider workforce.

Early intervention requires careful commissioning, high quality implementation and effective systems to identify individuals with needs.

EIF highlighted an organisation should make better use of the core public sector workforce through involving them in identifying need and providing basic information to help keep people out of expensive specialist services. Essentially giving front line officers the tools to address the need first time.

EIF advised the key elements of an effective early intervention strategy to

reduce demand are:

- Using evidence and data about where the real need is
- Breaking down silos - integrated services/teams in localities with shared systems/processes
- Evidence based interventions that meet local priorities
- A focus on frontline practice – permissive environments in which professionals have the flexibility and scope to deliver what's needed and make real change
- Using the reach and contacts of wider services
- Building community capacity to solve their own problems.

Although a strategy is key being able to evidence the change or impact of change is now imperative to realising improved outcomes.

London Borough of Hackney Chief Executive Projects and Programme Delivery

London Borough of Hackney's corporate Projects, Programmes and Policy teams support the council directorates to deliver service reviews and lead on big change programmes within the Council. They are leading on the Council's Cross Cutting Programmes outlined in the Council's Corporate Plan for 2015-2018.

Projects and Programmes told us from experience they are developing the following principles for service transformation reviews:

- Taking a whole system approach
- Looking from the outside in
- Looking at culture and trust (residents and staff)
- Understanding where demand manifests – root cause
- Prevention and investment
- Experimentation – conducting experimental change e.g. pilots.
- Aiming for a perfect service to 'get it right first time' and if you do not achieve it, make continuous improvements to get there.

In their view the key to change management is approaching the review from the bottom up; hearing the suggestions for change from the frontline staff up to management. They are using this approach to establish where the demand is in the system and identify to what extent there is failure to meet demand in the system.

London Borough of Lewisham

Community budget pilots have been introduced to improve services and outcomes for vulnerable groups, particularly those with complex needs. The Commission went to visit the Tri-Borough Community Budget Pilot of Lambeth, Lewisham and Southwark Council. This pilot is aimed at ensuring residents with complex needs get the right intervention at the right time from Universal Credit (UC) application through to employment.

The Commission visited London Borough of Lewisham to view the pilot set up because their pilot closely resembled the service user cohort we were looking at in our deep dive. The pilot is operational and the Commission wanted to find out about the joint approach they have set up. The pilot works in partnership with JCP and referrals are made once a UC application has been made and the individual meets the service criteria.

The vision for this pilot is to break through the silos residents can get caught in and to provide a service that was flexible to meet the fluctuating needs in an individual's life. A key driver for the Tri-Borough collaboration was the need to work with JCP's national work programme (they believed this could not be achieved on an individual borough basis) and access employment opportunities in neighbouring Boroughs with a growing local economies. This pilot shares the Section 106 opportunities giving residents the opportunity to cross borough boundaries. The changes in the labour skills market has led to this pilot working closely with JCP because the UC front end became their primary referral route into the pilot. Using this front end enabled JCP to be involved but they have implemented a key worker role. The key worker role they feel is hugely important to support the people referred who often have high need (low level mental health) but varying employment skills and ability. Their key focus is on removing the barriers to employment and success is measured on the progress journey of the individual.

5.2.19 The Commission encountered scepticism about the ability to get a large Government department like the Department of Works and Pension (DWP) involved in 'whole place' style approaches to local system changes. It was highlighted achieving changes to local DWP services, in most cases, was reliant on an innovative manager. London Borough of Lewisham explained they managed to get DWP engaged with their Community Budget pilot and they believe this was due to the large geographical area (Tri-borough).

5.2.20 Employment is central to improving the financial resilience of the population and current welfare to work service provision (such as via the Work Programme) is not meeting the needs of the most vulnerable and this cohort is likely to be significantly impacted by the welfare reform changes once fully implemented.

5.2.21 To look at how services can work better together we need to adopt a 'whole place' approach. This means:

- breaking down silo working and organisational barriers to look holistically at the challenges facing people and places;
- sharing information across public service silos and using that data to understand the causes of the biggest social problems we face;
- understanding the citizen and their aspirations rather than looking at them simply as a single service user;
- focusing upstream on prevention so that problems can be dealt with before they become acute and costly;
- putting in place shared outcomes and objectives that all the key players are accountable for achieving together;
- embracing co-production, so that services are not simply delivered to people but involve them as an empowered participant throughout.

Recommendation 1

The Commission recommends the Council and its partners conduct ‘whole place and whole system’ reviews for service changes adopting the principles in the order outlined in the report.

- Identify all service providers in the system and bringing them to the table to discuss changes to the service provision holistically. This should include statutory and commissioned provider so all parties can understand how the service provision currently operates.
- Identifying the root cause of demand to be able to shift spending, action and support from late (crisis) to prevention (reducing the demand for specialist and expensive support services).
- Identify the point for early intervention to provide access, to support as early as possible in the pathway. Making support available at the point of need (timely and effective support) and not at crisis e.g. for an individual to remain in work to manage their condition and find a resolution.
- Starting with the service user not the services themselves: understand the person’s aspiration and their journey through the system
- Making all services providers across the system jointly accountable for achieving the outcomes
- Commissioning for progression. Having outcomes that enable a person to develop their journey and achieve their goals
- Implement co-production and co-design in the organisation’s commissioning cycle and service redesigns, so that services are designed through a partnership between service users and frontline staff
- Consider how professional roles and disciplines might be deployed in different ways to achieve better outcomes;
- Build trust between organisation and staff and the staff and citizens to enable greater innovation and flexibility at the frontline;
- Champion the value of sharing information across public services and beyond;
- Develop joint analysis to inform the Council’s policies and enable services to reduce demand. Ensure the data being collected includes information about outputs and the quality of the service and how the service user interact with the service. Build up community insight on the characteristics of the people using the services to identify who uses it more and their

specific needs. Capturing service user experience to help the organisation understand demand and where it manifests.

We recommend the Budget Scrutiny Task Groups refer to the ‘whole place, whole system’ approach in their budget scrutiny work for phase 2.

5.3 Principles for Service Redesign

- 5.3.1 It has been said that the current approach to service change and redesign by public sector services is not working and will not deliver the scale of savings needed or meet the future needs of service users unless they start to look across the whole system and aim to manage future demand.
- 5.3.2 The Commission embarked on this review to identify a set of principles we believe will result in more efficient and effective services for citizens during a time of increasing demand and diminishing resources.
- 5.3.3 The principles and approach outlined in this report will seem familiar, but for the Commission the steps and order in which these principles are applied will play a key role in successfully implementing whole place change across the system. After reviewing the information the Commission recommends for service redesign locally the principles and order below are followed:

Principle 1 - All Partners to the Table

- 5.3.4 It is well rehearsed that the scale of efficiency and saving required cannot be achieved by a single agency. Certain social needs cannot be met by any one department, service or provider and, service users require the collaborative endeavour of a range of service providers, with a unifying purpose which supports individuals in a way that supports their lives, not existing services. To drive forward the changes will require the collective resources of all partners in the system.
- 5.3.5 After speaking to service providers in Hackney the Commission sensed there was a real desire to work collaboratively to achieve the efficiency and improved outcomes for their local population. However the Commission is of the view critical to this success is bringing key service providers in the system to the table who have the authority in decision making and agreement.
- 5.3.6 Although many of the barriers to effective partnership working –different budget, reporting and accountability systems, ring-fenced funding etc – are well-rehearsed; close collaboration and alignment of the work of different agencies is necessary, to reduce duplication and enable services to be made available at the point of need for the service user not the organisation.
- 5.3.7 If a big part of managing demand involves re-shaping citizen-state relationships, evidence is suggesting the state-to-state relationships should be considered too. This will require breaking down the silo working of organisations and adopting a different approach to shift emphasis and funding towards integrated solutions rather than single-agency, costly interventions.
- 5.3.8 Fundamentally now all parties need to work out what is required to remove duplication of support, secrecy, wasted resources and static and unresponsive

services. We encourage service providers to work out, how they can work collectively to reduce demand in the system. The Commission recommends:

- Identifying all service providers in the system and bringing them to the table to discuss changes to the service provision holistically. This should include statutory and commissioned provider so all parties can understand how the service provision currently operates.

Principle 2 - Demand management - Prevention and Early Intervention

- 5.3.9 There is growing interest in changing the culture of public services from reaction to early intervention, addressing root causes rather than symptoms, with the aim of avoiding poor outcomes and high costs later on. Investing in prevention is fundamental to shifting from a model of reactive to proactive services.
- 5.3.10 Prevention entails using all public resources to prevent harm rather than coping with acute needs and problems that could have been avoided. Prevention services are aimed at preventing harm before it occurs and usually focus on whole populations and systems.
- 5.3.11 Early intervention entails making access to support and services at the point of need or as early as possible. The aim being to mitigate the effects of harm that has already happened and focus on groups and other things considered at risk or vulnerable.
- 5.3.12 The theoretical financial case for savings predicts that the level of savings that are possible increases as interventions move from short to longer term, and from small, bespoke projects towards whole system change.
- 5.3.13 Research shows that future demand for public sector services will not only outstrip current supply, but is likely to overwhelm public agencies with a set of needs that do not correspond to the service models of today. Managing future demand will be about scaling up isolated, service-based practice and embedding a culture shift across public organisations. At the same time as building up high levels of trust between service provider and service user - developing a two way relationship to effect long term behaviour change.
- 5.3.14 EIF highlighted effective early intervention in a local area requires commitment across the relevant partners in a place. LankellyChase Foundation reported their research showed the support provided is time limited and not available as and when a person needs it.
- 5.3.15 Public agencies need to look outwards, creating the methods to generate deeper insight into the needs, wants and aspirations of citizens. Changing behaviour is critical and residents need to be viewed as assets and supported to get involved in the service redesign. Therefore the default assumption for local public services should be for outcome-focused collaboration around the holistic needs of citizens (thus the root causes of demand).
- 5.3.16 The Commission recommends:
- Identifying the root cause of demand to be able to shift spending, action and support from late (crisis) to prevention (reducing the demand for specialist and expensive support services).
 - Move away from reacting and meeting demand to providing support at the point of need.

- Identify the point for early intervention to provide access, to support as early as possible in the pathway. Making support available at the point of need (timely and effective support) and not at crisis e.g. for an individual to remain in work to manage their condition and find a resolution.

Principle 3 - Co-production

- 5.3.17 Repeatedly we heard during our evidence session about the importance of starting with the community to understand their needs and the drivers for demand. It was pointed out, the people who use services are in a unique position to articulate their needs and to help design and deliver appropriate support to meet these needs. Currently the system looks at each need individually rather than seeing the whole person. There is a growing evidence-base that the involvement of citizens and/or service users in the commissioning, design and delivery of services can lead to better, more effective services by creating better alignment between user need and provision.
- 5.3.18 To achieve the desired aim of long term transformative change in public services it will mean truly engaging and enrolling the community in the design and delivery of services. This type of change to the system goes beyond partnership working; it means starting with the people and working backwards. In some cases this may mean new relationships and collaborating across agencies and sectors.
- 5.3.19 True co-production and service redesign requires a cultural shift for an organisation. Professionals would be required to give up their expertise and sit in a room with people who have various opinions. Co-design means following through and taking all the views seriously to design the service.
- 5.3.20 LankellyChase Foundation reported their research showed, a person with multiple disadvantages - depending on where a person sits in the system - could experience an overlay of different factors. Their multiple disadvantages often meant they received the least support and were more likely to be subject to punitive and/or coercive interventions. Their analysis showed that people in contact with more than one system were less likely to have good short term outcomes from the support programmes. Resulting in attempts to address these issues, having failed because the services and systems are so firmly entrenched. Also, as a result of being continually failed, the groups' behaviour can result in further exclusion and being labelled as "hard to help".
- 5.3.21 London Borough of Lambeth talked about how they have invested in co-production. To start this they entered into a dialogue with the community about how they could manage assets and commenced building an evidence base on how they could manage assets with less resources. Lambeth Council believe co-production will bring new solutions and the Council has a role to facilitate and enable that change. When thinking about service design, they believe it is important to start with people, families, communities and relationships, rather than the service and professional silos.
- 5.3.22 The Commission is of the view co-production will be the most effective method to achieving improved outcomes and inform the commissioning of the most appropriate support services. We highlight that this must go beyond engaging people in the traditional ways e.g. consultation after service design. It means

involving local residents / service users from the start of the service redesign to help to articulate the solutions to their problems, aspirations, outcomes and inform the quality characteristics of the service.

5.3.23 The Commission recommends:

- Starting with the service user not the services themselves
- Developing services in partnership with service users and frontline staff
- When dealing with complex needs, start by understanding the service user journey and how they access services
- Acquire an understanding of the service user's aspirations.

Principle 4 Commissioning for outcomes that matter to the individual

5.3.24 It has been stated that outcomes cannot be provided for people; people must be active in achieving outcomes for themselves with the support of others.

5.3.25 Central Government and Local Authorities are recognising that new and more strategic approaches to commissioning are vital for ensuring the long-term sustainability of public services and driving better outcomes for citizens. In the public sector, strategic commissioning is more common place however, a range of commissioning models are starting to emerge.

5.3.26 Councils are exploring new ways of meeting the needs and aspirations of their residents. Although many councils have moved towards the 'strategic commissioning' approach – focusing on commissioning for outcomes (such as improved economic well-being and quality of life) rather than outputs and balancing cost with social value - some councils are exploring alternative approaches such as the co-operative commissioning. Lambeth Council have implemented outcome based commissioning using the co-operative approach. We heard about Lambeth Council's new approach to commissioning, which they see as the way to unlock innovation, whilst meeting local resident needs.

5.3.27 Co-operative commissioning is an approach that puts citizens and outcomes at the centre of commissioning and creates stronger relationships between key stakeholders. It looks beyond cost and 'value for money' to put greater emphasis on the social costs and the benefits of different ways to run services.

5.3.28 Co-operative approaches to commissioning are distinctive and in some cases going a lot further than most councils' using the 'strategic commissioning' approach. The unique features of co-operative commissioning are:

- Prioritising social value, not just cost
- Putting citizens and co-production at the centre of commissioning
- Thinking beyond service structures and investing in outcomes
- Co-operative commissioning offers a solution to reactive mutualisation. Rather than spinning out services as an ad hoc response to fiscal and management objectives, co-operative commissioning can help ensure evidence and input from service users, citizens and staff, drive decisions to consider spinning out a service.
- Managing the mutualisation process is key. Mutualisation can offer real value – but the process needs to be skilfully managed. In the right setting public service mutual can unlock the creative potential of services and generate social and economic benefits for communities. However, the spinning-out process itself can be extremely challenging and difficult.

- 5.3.29 The New Economic Foundation has recommended working collaboratively with local people and providers to maximise the value created by public spending across the social, environmental and economic sector. NEF worked with several authorities to test different ways of commissioning that involved a greater focus on well-being and prevention, and that provide a stronger role for the people intended to benefit from the service in the commissioning process itself. NEF's recommended approach is based on commissioning for outcomes and emphasises the role of co-production in the design and delivery.
- 5.3.30 Despite the many challenges that discourage leaders in the public sector from working together more collaboratively partnership working across the public sector will become even more important as a means of designing services which fit local need and creates efficiencies. To enable successful local partnerships to achieve system change requires putting the user experience of the whole system first, and taking joint accountability for service quality and outcomes.
- 5.3.31 LankellyChase Foundation flagged if organisations want a different dialogue with people they have to find a better way of working with them and having the right commissioners, public values, and principles. Their research showed outputs and outcomes from funders made services focus on the people who seem to be the easiest to help. They recognise that accountability is needed at some level but a more mature relationship with risk and trust in the system was required.
- 5.3.32 The emergence of London devolution discussions are encouraging because devolution would give public service providers the flexibility and freedom in a locality to commission outcomes to meet population needs. The Commission is of the view service providers locally should develop joint outcomes and we endorse the role of co-production in the design and delivery of a service.
- 5.3.33 The Commission recommends local commissioning to involve:
- Making all services providers across the system jointly accountable for achieving the outcomes
 - Working collaboratively with local people and providers to maximise the value created by public spending across the sector
 - Commissioning for progression. Having outcomes that enable a person to develop their journey and achieve their goals.

Principle 5 Culture Change – system and organisations

- 5.3.34 New methods of delivery and infrastructure are required - the current status quo of operation is not sustainable long term – and in the delivery of service the voluntary and private sector will become key to delivering better services through investment and new delivery models.
- 5.3.35 Adopting more flexible, organic structures could challenge traditional professions and services. Organisations need to explore how to marry different traditions and disciplines in a way that respects them but doesn't lead to citizens being pushed from pillar to post. *'Public services can only be more responsive to the needs of service users if employees on the front line are trusted to innovate and empowered to act with more autonomy. This requires a fundamental culture change away from traditional command and control*

models of leadership to one in which leadership is distributed across organisations’.

- 5.3.36 The move towards more commissioning rather than delivery makes serving a place even more important. The 21st Century Public Servant research suggests service to place should be the fundamental role of councils. Although public servants need to have a vision of place this is challenging if they are trained to view the world through the perspective of services rather than the place: *‘We need to get people to look after the place rather than just meet their professional responsibilities. People need to get out of their professional silos and work with voluntary groups, people in the area, do their best for the neighbourhood regardless of their professional role.’*
- 5.3.37 We recognise that quick wins are important to build confidence - Lambeth Council used prototype projects to get things moving in communities, whilst changing the Council’s culture and structure.
- 5.3.38 We learned about Lambeth’s journey of culture change for their organisation. To begin this process Lambeth Council established 40 early adopter projects in 2011. The projects helped the Council to understand how community networks operated. Some projects were successful at embedding the new thinking and some were not. In 2012 the Council embarked on a system change focused on changing their internal operations and thinking to develop co-operative commissioning. The Council split the organisation into two (commissioning and delivery) and abandoned service departments for ‘clusters’ concentrating on outcomes creating a flexible organisation.
- 5.3.39 Changing the culture of the organisation was challenging and has involved changing the mind set of staff, developing new skills and strong political support from local politicians. This process has included changing staff job descriptions in a radical way to challenge the traditional ways of thinking for staff and to change their behaviour. The key driver to progress with change for Lambeth Council has been the strong political support and clear narrative from the local politicians.
- 5.3.40 There is no defined end point and no master plan, but a call for leadership to promote shared endeavour across the whole system. Organisations will need to be receptive to the learning that comes from exposure to other ways of working - it is a learning process and a way of thinking and working. Success as we heard will depend on frontline staff having the skills to identify need and the ability to build relationships, to provide appropriate support or opportunity at the point of need.
- 5.3.41 The Commission recommends:
- Implement co-production and co-design in the organisation’s commissioning cycle and service redesigns
 - Consider how professional roles and disciplines might be deployed in different ways to achieve better outcomes;
 - Build trust between organisation and staff and the staff and citizens to enable greater innovation and flexibility at the frontline;

Principle 6 Information sharing and measuring impact

Information Sharing

- 5.3.42 Sharing information and data across agencies can act as a powerful driver to improve service outcomes. The issue of sharing data is a recognised challenge and we noted in our evidence sessions that some early intervention projects overcome this obstacle and some continue to struggle with this issue.
- 5.3.43 Service providers hold information about the clients they serve. It is often the case that people interacting with a number of services have to repeat their story to different providers. This is often exacerbated by the fact that providers do not cross-check information to ensure it is correct, or share information to establish a better understanding of their client's needs and the underlying causes. This is particularly the case when different agencies provide tailored services to individuals with multiple and complex needs.
- 5.3.44 We are aware that initiatives like the Troubled Families Programme and the integration of Health and Social Care rely on much better sharing of case-level information in order to identify, assess and target the right intervention at the right time. EIF highlighted a pilot in Lancashire that managed to identify the root cause behind frequent callers to emergency services, by bringing all the information (from various service providers) that already exists together. The point is the system may not need to collect new data but use existing data more effectively across the whole system.
- 5.3.45 Much more needs to be done to shift attitudes so that sharing becomes the default position. When we questioned service providers about information sharing they advised there is a legal requirement to state if they share information and why and that the ability to share information is dependent on the individual. During the review the Commission experienced the complexities around information sharing between organisations. Options need to be explored about how the barriers to sharing information can be overcome for example having the information travel with the service user in the form of a 'passport' so it can be transferred from organisation to another.
- 5.3.46 It has been reported some major barriers to this progressing are:
- A lack of leadership about the importance of information sharing;
 - A lack of public awareness about the benefits;
 - Different and often incompatible information management systems;
 - Uncertain interpretation of the Data Protection Act, compounded by conflicting guidance issued to different organisations about what can and cannot be shared; and conflicting approaches about how information can be safely shared.
- 5.3.47 To use existing data more effectively service providers need to tackle cultural and organisational barriers to better information sharing.

Measuring impact

- 5.3.48 It was highlighted that for models, systems and programmes being developed they need to be tested for impact. EIF reported reflection and evaluation are essential components but they are rarely applied consistently to fully evaluate the sustainability of discrete project claim.
- 5.3.49 When embarking on a whole place, whole system change we should remember the journey is experimental - the outcome is unknown. Although there is limited evidence to demonstrate what models work; this is not a

reason to do nothing. Council's still need to move forward and try different options.

5.3.50 EIF suggested mapping in house and commissioned provision to consider the strength of the evidence, to ascertain what is known about its effectiveness and fit with local priorities. EIF confirmed for early intervention projects they were focusing on the evaluation of impact. This work was showing that projects delivering effective early intervention did not always evidence change or impact.

5.3.51 Evaluation of the impact of projects and pilots is essential to understanding if the outcomes are sustainable and addressing local need to ensure the savings and improved outcomes are being delivered.

5.3.52 The Commission recommends:

- Champion the value of sharing information
- Develop joint analysis to inform the Council's policies and enable services to reduce demand. Ensure the data being collected includes information about outputs and the quality of the service and how the service user interact with the service
- Build up community insight on the characteristics of the people using the services to identify who uses it more and their specific needs. Capturing service user experience to help the organisation understand demand and where it manifests.

5.4 **Phase two: deep dive looking at long term unemployment and mental health**

5.4.1 Austerity is part of a wider political and policy agenda, which has bestowed both opportunities and challenges to local government. Negatives in the sense of diminishing resources and positives in the possibility of devolution that could give greater flexibility over spend and the provision of services.

5.4.2 Aspects of the wider agenda include:

Public service reform – a long standing agenda for shared ambition to find ways of working that are smarter, more integrated and collaborative. This includes finding ways to pool budgets and data between agencies. Such ambitions have underpinned a variety of service redesigns as well as driving the continuing search for innovative models of service delivery.

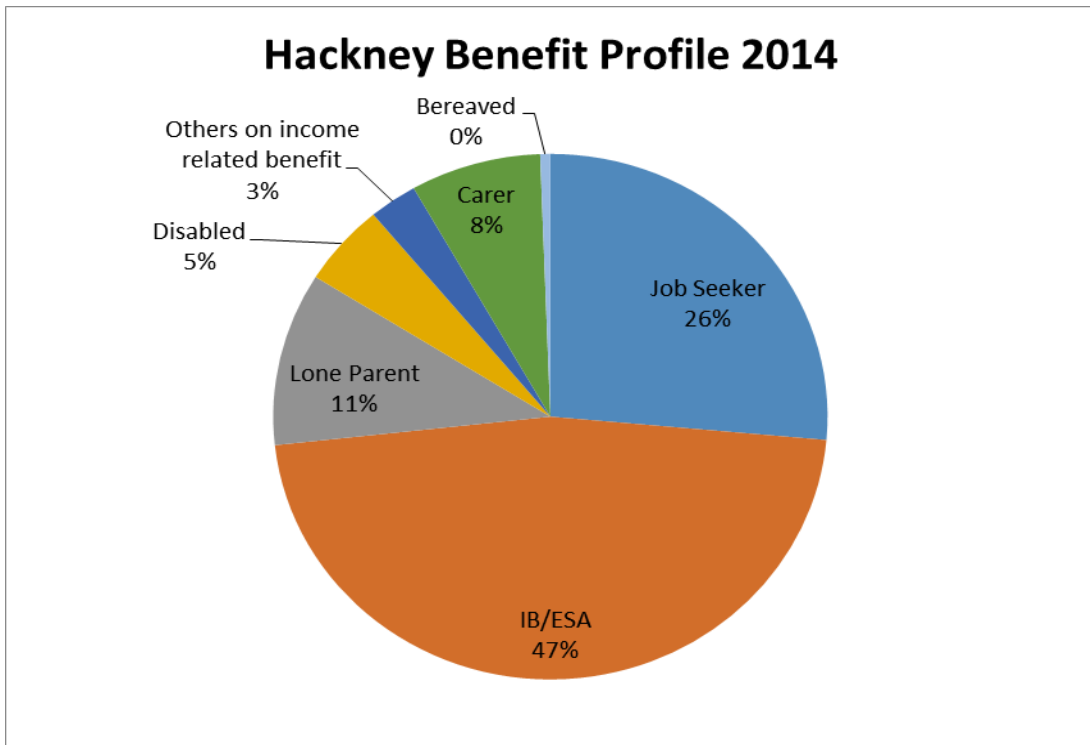
Devolving more powers to local government – currently this is responsibility and flexibility. Local authorities have been given greater financial freedoms through reductions in the ring-fencing of funding streams from central government. Systems of central performance monitoring have been removed or scaled back.

Reform of the welfare system to 'make work pay' as well as reducing the cost of welfare to public spending.

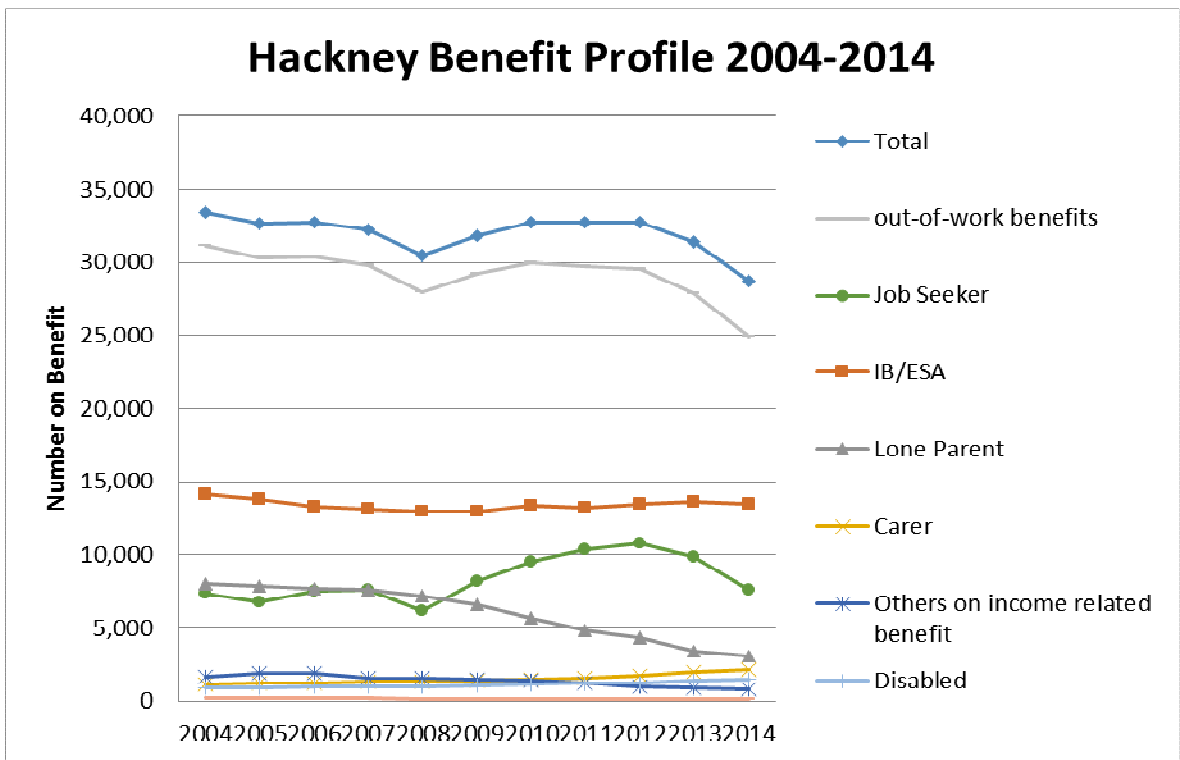
5.4.3 To make a change across the system the Commission was informed a deep dive would provide the information needed to design services that meet service users' needs.

- 5.4.4 The service area selected should be one that would deliver the most impact (although it may be difficult to manage). In addition it was important to identify quick wins to demonstrate the learning and assess the impact of the change and sustainable outcomes during the evaluation stage.
- 5.4.5 The Commission decided to look at areas of high need and spend to conduct a deep dive. In tandem the Commission would consider the principles required to carry out a service redesign across a whole place and whole system. This led to the Commission exploring service areas of high need and high spend. The area chosen was long term unemployment with mental health.
- 5.4.6 In Hackney approximately 27,000 people are in receipt of welfare benefit, of this 13,400 are long term unemployed. This figure is higher than the national and London average. Approximately half of this group experience mental health problems and existing programmes for support into work for this group have not impacted on the local unemployment level in the last decade. The reasons for claiming, falls into the following categories:
- 6,420 48% is for Mental and Behavioural Health
 - 1,820 14% is for Musculoskeletal.
 - The remainder cover a range of conditions including injury, poisoning, nervous system, circulatory and symptoms, signs and abnormal clinical and laboratory findings, not elsewhere classified.
- 5.4.7 The levels have been relatively static over the decade with an average of 13,400 claimants every year. Incapacity Benefit (IB) /Employment Support Allowance (ESA) has reduced by 5% over the decade (or a total of 660 residents). 57% of benefit claimants have been on benefit for 5 years or more (up 6%). The majority of claimants are aged between 45-64 years old. The gender split for this cohort was 60% male and 40% female in 2004 and now the gender split has become more even 54% male and 46% female. The number of women in the IB/ESA cohort began to increase in 2010.⁴

⁴ [London Borough of Hackney Local Economic Assessment](#)



5.4.8 Overall the graph below shows a decreasing trend for the numbers claiming benefit, which has seen a 14% reduction since 2004 or 4,650 less residents claiming benefit than a decade ago.



- 5.4.9 The Government's objective for implementing welfare reform is to promote work and personal responsibility to make work pay; reduce welfare dependency and reduce the cost of the welfare budget. The largest category claiming welfare support is people with mental ill health and behavioural health. Welfare reform is expected to have a significant impact on this group. The changes to date have led to reassessment of claims and it is widely known that the work programme assessment favours physical disability and not mental health.
- 5.4.10 Potentially when the reassessment for incapacity benefit is complete and the changes to disability living allowance are implemented, this is expected to have a significant impact on Hackney's residents. Our research found that 7 of the research participants had completed a work capability assessment. Of these, 3 had been placed into a support group, and 3 had been placed into a work related activity group. Those placed in support groups were receiving Employment and Support Allowance.
- 5.4.11 Evidence suggests that people who experience mental ill health accessing the work programme do so quite chaotically, resulting in some drop out from the programme. The economic downturn in 2008 and changes in the labour market means it is even harder for this group to enter into employment, coupled with employers not always treating them as employable.
- 5.4.12 The Governance and Resources Scrutiny Commission (G&R) was convinced they needed to start with the service users' voice and not with service providers. We noted that Total Place and Community Budget pilots that came up with new service delivery models carried out a deep dive exercise to build their evidence base. G&R commissioned qualitative research to talk to Hackney residents who were long term unemployed.
- 5.4.13 In tandem to the qualitative research the Commission talked to service providers to find out about the current services provision and support available for the long term unemployed with mental health.

5.5 Support Services

- 5.5.1 There is a mixture of statutory and commissioned service provision to support local residents who are long term unemployed with and without a mental ill health.
- 5.5.2 The type and level of support received varies if the individual has a mental illness. In Hackney the main budget holders for support services are:
- London Borough of Hackney Adult Social Care
 - London Borough of Hackney Public Health
 - East London NHS Foundation Trust (ELFT)
 - City and Hackney Clinical Commissioning Group (CCG)
 - Ways into Work (WiW)
 - Jobcentre Plus (JCP).
- 5.5.3 **London Borough of Hackney Adult Social Care** - The ASC service provision is a mixture of in-house and commissioned services. Service providers accessing these support services have reached the threshold for support services from ASC.

Adult Social Care commission two employment support services they are:

- **Lee House** - an employment and training service for people with a mental illness
- **Hackney Recruitment Partnership** (also known as Hackney One Team) - supports people with learning disabilities.

5.5.4 **Public Health** – The Public Health team work to tackle wider health issues like obesity and sedentary lifestyles, to cut the numbers of people smoking and to reduce the burden of long-term conditions. Local Public Health services are also responsible for monitoring and contracting sexual health and substance misuse services and the NHS Health check programme - which identifies risk factors for ill health in those of middle years - and tackling obesity, particularly in children.

PH work closely with ASC and the CCG. PH provide funding support for prevention services too. Organisations providing this support are to fill gaps in service provision.

5.5.5 **East London NHS Foundation Trust - East London NHS Foundation Trust** provide mental health and community mental health services. This covers a wide range of community and inpatient services to children, young people, adults of working age, older adults as well as forensic services to the City of London, Hackney, Newham and Tower Hamlets.

ASC, ELFT and PH commission services jointly and/or in partnership.

5.5.6 **City and Hackney Clinical Commissioning Group (CCG)** - The CCG is responsible for the planning and buying of local NHS healthcare across the borough to meet the needs of the local population; ensuring effective accessible healthcare for all. The CCG is led by local GPs and made up of 43 GP practices who commission local healthcare services in the city and LBH. The CCG has a duty to ensure the pathways for referral from primary care services are sufficient and meet the local population needs. The CCG work closely with statutory service providers in the borough and the Public Health team in the Council to ensure they are referring residents to services available. The CCG refer to 2 mental health employment support services Lee House and Hackney Community College Vocational Co-ordinators.

5.5.7 **Ways into Work** - Ways into Work is an employment programme to support unemployed Hackney residents into jobs, apprenticeships and training. The programme provides intensive, holistic 1-2-1 support for residents and works closely with local businesses to help ring-fence local jobs for local people.

The WiW team provide a non-statutory services which means they apply for funding to support the service provision. This means their funding can come with restrictions such as dictating the client group they must target or work with.

WiW offer employers a single point of contact and deliver training programmes in consultation with businesses. The programme works with a range of partners to deliver training programmes to ensure local people have the relevant skills and qualifications to take advantage of job opportunities in key growth sectors in the Borough.

- 5.5.8 **Jobcentre Plus** – JCP is a government-funded employment agency and social security office. JCP's role is to help people of working age find employment in the UK. It was formed when the Employment Service merged with the Benefits Agency and was renamed Jobcentre Plus in 2002. It is a part of the Department for Work and Pensions (DWP). In the past, JCP would help people who were currently in employment, as well as the unemployed. Now they only provide assistance to those who are unemployed and claiming benefits.
- 5.5.9 There are a number of organisations (by the voluntary sector) in the borough that deliver both targeted and preventive employment support services. Some of these organisations are commissioned by LBH, PH, or CCG and some are not. The pathways of support offered by these organisations are: pre-employment, training, work experience, paid employment and in-employment support for people with mental health issues.
- 5.5.10 A scrutiny review by our colleagues in HiH identified that the support services for people with depression and anxiety was recently transformed. Lower level community-based mental health services were, provided via a number of small contracts with a range of local voluntary sector organisations. LBH Adult Social Care developed a new model of support for working age adults with mental health. The new model is called the *Integrated Mental Health Network* (IMHN). It provides integrated support, signpost services and is designed to ensure that every person who needs help for a mental health problem is given a coordinated plan for their care.
- 5.5.11 The IMHN will be accessed via a 'single entry process' but with multiple access points from the various network members. The IMHN comprises two time-limited service components:
- Mental Wellbeing and Prevention (provision for up to 1 yr.)
- Recovery and Social Inclusion (provision for up to 2 yrs.)
- 5.5.12 The aim of this new network is to bring the voluntary sector organisations together (commissioned and not commissioned) to work in a co-ordinated way to improve mental health and wellbeing. The range of activities provided by this network include job club, work skills, employment and education and building confidence. The key aim of this new service model is to help people recover and move on.

5.6 Budget and performance information

- 5.6.1 Understanding the cost flow of funding for the whole system is useful but if not acquired it is not a show stopper. EIF advised to make the case for early intervention the cost of services should be known. This would enable service providers to look across the whole system and see where the saving would materialize from early intervention or service redesign across the whole system.
- 5.6.2 We asked all the main service providers listed above to provide the cost / budget details for the service and the number of people referred and supported into employment.

5.6.3 The Table below gives some indication of the high level costs/spend associated with local service provision for the long term unemployed with mental health.

Service provider	Number of people accessing/referred	Number of people supported into employment	Cost / budget for service £
Adult Social Care Lee House Hackney One Team (2012/13)	136 141	80 28	£517,185 £296,063
Ways into Work (2010-2014)	8300	700 (439 26 weeks and 261 for 52 weeks)	£1,400,000
Hackney Community College Vocation Co- ordinators			£80,000
Benefit Advisors (based in community Mental Health Team and Inpatient Services)			(FTE in inpatient services) 40,000 CMHT Project cost 45,000

- ASC advised known to LBH there are 760 residents with a learning disability and 2520 residents with a mental health illness.
- WIW advised between April-September 2014, the WiW programme registered and assisted 878 clients, with 449 supported into a job, 132 entering an apprenticeship role and 99 attending accredited training. There are 100 companies signed up to the WIW programme.

5.6.4 Universal services and access to unemployment support services are delivered by DWP. JCP deliver the local services of the national work programme commissioned by DWP. This is the first point of call for people out of work to acquire a source of income. JCP informed us they were unable to provide local information about local spend or budget for the national work programme. Budget information is provided from DWP directly to each work programme provider for the borough.

5.6.5 For this review we were unable to obtain specific local data in relation to the national work programme. The national figures published by DWP relate to large geographical areas in this instances they are presented for East London. It is not unusual to experience challenges when trying to obtain data from partner organisations. Although obtaining specific local data can be a challenge particularly with DWP we were told there may be some ability to effect change in areas of spend within DWP's national work programme but this would be reliant on an innovative local partnership.

- 5.6.6 The London Borough of Lewisham Community Budget pilot works in partnership with JCP to support people with complex needs into work from Universal Credit application to employment. Referrals are made once a UC application has been made and the individual meets the support service criteria. LB Lewisham are convinced JCP have engaged with this pilot because of the large geographical area (Tri-borough).
- 5.6.7 Theoretically financial savings are expected to come from the provision of service, at the point of need (before crisis point). However, being able to demonstrate the financial savings becomes difficult if the full costs or budget for the service(s) are not fully understood.

5.7 Research Findings

- 5.7.1 The cohort we were focusing are a vulnerable group that may have or recently recovered from a mental illness. Therefore it was decided the most sensitive way to carry out this research would be to conduct one to one interviews with participants. Research participants were recruited from various support agencies in the Borough. The views captured in this research may not be reflective of the views held by individuals who are not in contact with support organisations. *(The full report is in appendix 1 of this report)*
- 5.7.2 To understand how local residents' use and access unemployment support services the Commission carried out a deep dive review to look at long term unemployment and mental health.
- 5.7.3 The Governance and Resources Scrutiny Commission (G&R) commissioned qualitative research to engage with people who are long term unemployed, with a mental health disorder. This research was commissioned to understand the triggers, barriers and interaction with services. For this deep dive emphasis was placed on hearing the service user voice to understand the customers' journey. The objective being to give the Commission an understanding of:
- The service user experience of services and their knowledge of where to go to get support and access services
 - The triggers, barriers and interaction with services for the long term unemployed with mental ill health
 - Service user's experience of services and support from statutory and non-statutory service providers. To assess the effectiveness of current service provision
 - The service user journey and to see the point at which they access support services
 - What the cohort sees as successful outcomes for them and what support they may require to achieve these outcomes.
- 5.7.4 BDRC carried out 24 in-depth interviews with people with and without mental ill health that were unemployed for 2 years or more. The reason for selecting 2 years or more was because the individual should have triggered accessing the JCP work programme or other forms of support services locally.
- 5.7.5 The research participants ranged in age from 33-57 years. All the participants were in receipt of either JSA or ESA (with mental health issues) or ESA (with other health issues). For those participants with a mental illness they often

had more than one condition for example depression and schizophrenia. *(Full details of the types of conditions can be found in appendix 1 of this report)*. For those receiving ESA for other health conditions these included Cancer, Ankylosing spondylitis and one person had a combination of conditions.

- 5.7.6 The interview respondents were pretty evenly spread across gender groups with 14 male and 10 female. As indicated in the table below just over half of the respondents lived in Council rented accommodation. This presents an opportunity for the Council to access those individuals through a place based pilot.
- 5.7.7 The table below shows the tenure of the research participant's accommodation.

Council Rented	14
Housing Association	7
Private Landlord	2
Part ownership	1

- 5.7.8 While everyone we spoke to had very unique experiences and reasons for their current unemployment. Many had taken part in short courses in the past year, for most who were not mentally ill, these were short courses that the Job Centre had referred them onto – usually to improve their CV or interview skills. Those taking part in full time courses were all recovering from mental illnesses.
- 5.7.9 We found that the sample did divide into four distinct segments in terms of current needs i.e. the level of support needed to find employment.

Unemployed and feel little more can be done (Segment 4) – highest need

This segment tends to be older and in receipt of JSA. Some of them may be signed off on ESA. They are a bit more jaded with the system and tend to feel their age is a barrier to them finding any work in the future. They are worn out by being unemployed and are close to giving up.

Unemployed and want training and support (Segment 3)

Although not exclusively so, this group tend to be at the younger end of the age range. They are in receipt of JSA. They are more confident and determined to gain employment. They are usually fairly confident in themselves and most likely to ask for help if needed, pushing the JCP to see what is available for them in terms of training courses and other opportunities, but they tend to feel that currently the support or training they need isn't available.

Mental health condition and looking for work (Segment 2)

This segment has suffered a mental illness but are now coming out the other side and starting to get their lives back on track. Although mental health problems persist, there is a desire to get on with their life and try to find employment. This group tend to be getting support in terms of looking and applying for roles as they have good support from current agencies, but may need further support in terms of what to tell employers and finding part time positions to ease themselves back into work.

Mental health condition and not ready for work (Segment 1) – lowest need.

This group is not ready to work yet or not at all. This segment is still in the process of receiving therapy and do not feel they will be ready to start working again for the foreseeable future (or ever). Their goal is to keep busy and active to keep their mental health issues at bay. While this group do need a lot of support to progress them along their recovery journey, they are generally already getting the support they need and tend to feel well looked after by the agencies they are in contact with as part of their health recovery.

- 5.7.10 We asked residents how they accessed support service to understand if they were referred or sign posted to support. Those with mental health issues almost automatically had a support network around them (*'team of people around me'*) to support with rehabilitation through to getting back to work. This seemed to mostly stem from health agencies (hospitals or GP) focused on a health recovery where referrals are made to other agencies. From here individuals have the opportunity to speak to other people about their experiences and referrals to other agencies came by word of mouth.
- 5.7.11 For those without mental health issues, accessing support is part of a formal process. The JCP is their first port of call to apply for benefits. Once individuals have met the criteria for their income from the JCP, they are then required to attend and search for jobs and receive some statutory training as and when required. After being with the JCP for a period, they can then be referred to other agencies, locally this is organisations such as Renaisi or Shaw Trust, for more intensive job searching. There seems little opportunity to find out about other support organisations so this information either comes from word of mouth talking to other unemployed people or from their own searches. Support for these individuals is time limited (usually 2 years) before they are referred back to JCP.
- 5.7.12 Although the cause of unemployment differed the research uncovered the main causes for unemployment were:
- Being made redundant and after being out of work a mental health issue emerged
 - They left a job to pursue another career and again, a mental health issue emerged
 - A mental health issue brought about them losing their jobs.
- 5.7.13 The review highlighted that on average work programme providers were allocate 2 years or less to work with individuals to get them back into employment after being out of employment for at least 12 months (following an episode of illness or long term unemployment). The support time provided to

service users was highlighted by LankellyChase Foundation as not long enough. In our discussions with frontline staff they highlighted the time it takes to support an individual with a mental illness back to full employment can take as long as 6 years.

5.7.14 The Shaw Trust are piloting a new service provision call Health and Wellbeing Hubs. One pilot hub is based in Hackney. This means unofficially clients can still access the service provision they used on the work programme because they are a local resident. Shaw Trust confirmed some clients - who continued to access the Hub's services after they completed the work programme period - did secure employment. A demonstration again that the time period for support service may not be sufficient to see a client through to a sustainable change in their life. This the Commission considers is an area service providers need to review.

5.7.15 We asked our research participants to highlight the barriers to finding employment. The main barriers to employment summarised in the research were:

- **Lower paying roles:** there was a fear of looking for or accepting lower paying roles as individuals perceived they would be worse off than they currently are on the benefits they receive. This was more of an issue for those in private rented accommodation where there was more risk of rents spiralling.
- **Costs associated with looking for work:** The main issue was paying for training courses as opposed to the smaller ticket items such as clothes for an interview and travel expenses. Many respondents mentioned career aspirations that involved training that would come at a cost and they would like to receive financial support for.
- **Perceptions of feeling marginalised:** There were several examples of this:
 - Age issues where some felt they were perceived as 'too old' to be employed. Also that support appeared more available for younger people (18-24 year olds)
 - Observationally, those with mental health issues have a greater support network than those without. Support includes health-related agencies as well as agencies offering other forms of rehabilitation.
 - There is more pressure on those in receipt of JSA (Job Seekers Allowance) compared to IB (Incapacity Benefit) or ESA (Employment and Support Allowance) to look for work. However, those with mental health issues may be better to have a 'halfway house' where they are encouraged to look for work.

5.7.16 We presented this information to frontline staff and asked them about the barriers to employment for this cohort. The frontline staff added a few more barriers to the list above (full details of the discussion with frontline staff is in appendix 2):

- There is insufficient information available to help a person move on from services like Core Arts
- Service users fear benefit sanctioning and instability
- The aspiration of social care services is to secure welfare benefits, housing and get the service user stable on their medication

- The clients care co-ordinator may not encourage the person to progress especially if they have tried and failed at some point. They are reluctant to encourage the person to try again, instead they are encouraged to remain stagnant
- There is a lack of part time and volunteering roles so that people can progress and move on
- Gaps in CVs – How to explain this to employers particularly for people who have had a mental illness
- Having access to support and the right advice. There is limited information on money advice, better off calculation and learning budgeting skills as they transition from benefits to work
- Employers receive funding for an apprentice aged between 18-24, but they do not receive any financial assistance for an apprentices aged 25 years and over
- There is a lack of unpaid opportunities and employment opportunities in the borough or provided by the Council for this cohort
- There is no handover of information about the person or their support needs prior to their arrival to intensive job search support services
- JCP do not provide information about the person after they leave intensive support services. Therefore work programme providers are unable to confirm if a person progressed into employment after accessing their support service.

5.7.17 We heard research participant express frustration with the system, more so those who are long term unemployed without a health condition. Their frustration lied with the support provision being largely generic and being aimed at young people under 25 years old. The biggest frustration was with the national work programme particularly for segment 3 and 4 (no mental health issues) who appeared less supported by agencies involved in helping people into employment.

5.7.18 JCP's support was viewed as a generic approach to job seeking support with assistance provided for CV writing and interview preparation. There was little opportunity to speak to advisers, although there was some praise for individuals working at JCP.

5.7.19 The issue of sanctioning made individuals feel wary of JCP. The main criticism we noted related to access to specific types of training, but often the training offered was too generic, too simple or inappropriate for their skillset. Many commented on being made to apply for jobs they were not qualified to do. Referral to work programme providers did not improve the experience for clients, the computers were perceived as slow and help and support was limited.

5.7.20 The work programme provider Renaisi was perceived as being target driven. In our discussion with work programme provider Renaisi they explained they engaged with a range of long term JSA or ESA claimants. Renaisi highlighted prior to the claimant's arrival there was no handover of information about the person or their support needs. This work programme provider has advisors working with on average 60 clients at any one time and in some locations this ratio could be higher. Although they recognise the need to support a person

holistically their focus for support and key deliverable for the programme related to the client securing employment.

- 5.7.21 The longer people are out of work the harder it becomes for them to get back into employment. Perceived appropriate work opportunities appear limited, with individuals experiencing few and inappropriate jobs for their skill or ability level. When helping unemployed people find work, this would be better achieved if appropriate employers could be found.
- 5.7.22 In relation to the job seeking methods used. Many of those in receipt of JSA mentioned applying for numerous jobs each week. There appeared to be an emphasis on quantity over quality in relation to job applications with applicants applying for jobs they had little chance of getting. This suggests the methods used are a numbers game, where the more CVs sent out and job applications completed will eventually lead to 'striking lucky' with gaining employment. Perhaps a more quality-based approach is needed to focus on appropriate jobs which are more likely to result in a positive outcome.
- 5.7.23 WiW advised they provide a service that supports local residents and employers (in the growth industries) to ensure appropriate job match. WiW deliver their service in connection with a number of RSLs and VCS organisation and reported the clear difference between WiW and JCP was their relationship with employers. The research participants did not indicate they were aware of this service particularly for those without a mental illness.
- 5.7.24 Addressing systematic long term unemployment became more challenging as unemployment rose resulting in the increased competition for jobs, thus favouring those with skills, qualifications and a positive track record of employment. Therefore people who were recently in employment are more likely to be re-employed than those out of work for over a year. The system appears to be organised in a way that is contradictory to how people find employment. Normally people build up their skill sets through volunteering when seeking employment.
- 5.7.25 What appears to be missing in the system is quality jobs and having agencies that provided access to employers to help clients secure employment. Alongside this, there needs to be access to jobs too. For instance, an agency building relationships with employers who are willing (perhaps as part of their corporate social responsibility approaches) to employ people who have been out of work long term or have experienced mental illness. The agencies involved in helping long term unemployed people find employment would ideally have personnel who have employer networks or can forge relationships with employers. There is also needs to be a better range of jobs available from entry to specialist. The Commission sensed that many of the jobs on offer were low paid or low skill which was the one of the key barriers to employment the research participants highlighted. Perhaps a more quality-based approach is needed to focus on appropriate jobs which are more likely to result in a positive outcome.
- 5.7.26 If progress is to be made in this area, public sector employers must be seen to set an example. As one of the largest employers in the Borough the Council has a role in ensuring employers have access to information. The Commission would like the Council to provide support for employers and

incentivise them to employ people who are long term unemployed. E.g. employers to get support to help support an individual who they employ that has been long term unemployed and/or had an episode of mental ill health.

- 5.7.27 Knowing where to go for help and advice appears limited. It is important there is clear signposting and navigation for individuals towards appropriate support. The work programme alone will not solve it.
- 5.7.28 Based on the findings from this research, the Commission is of the view the Council and its partners should test a new model of support for this group, based potentially around a key worker model dedicated to a particular geographical area.

Recommendation 2

The Commission recommends the service redesign principles outlined in the report are used in service areas of high need and high spend such as mental health, disabled working age adults and homelessness.

- 5.7.29 To transform services and outcomes, particularly for those people who present the greatest risks and create the biggest demands, there needs to be changes in the statutory basis for sharing information. To do this effectively service providers need to tackle cultural and organisational barriers to sharing information.
- 5.7.30 The default assumption for local public services should be to bring all existing data together and analyse how they can use the information effectively to cross-check information provided by service users to ensure it is correct, or share information to establish a better understanding of the service users' needs and the underlying causes.
- 5.7.31 To enable successful local partnerships is putting the users' experience of the whole system first, and taking joint accountability for service quality and outcomes. Working out what is needed to bring the different services together to work collectively to reduce demand in the system.

Recommendation 3

The Commission recommends the Council has an information sharing 'champion' to encourage the development of integrated systems/processes and promotes joint analysis across the whole system for service change.

Recommendation 4

- a. We recommend the Council works with local employers to encourage them to employ people who have been long term unemployed. We recommend the Council provides access to information or support and advice for employers and looks at what incentives could be offered to employers.**
- b. The Commission recommends the Council leads by example as an employer with a programme that provides volunteering or employment opportunities for people who are long term unemployed and people who have experienced an episode of mental illness.**
- c. The Commission requests information from JCP about how they ensure work programme providers develop employer networks and forge relationships with employers to secure access to a range of job from entry level job to specialist jobs.**

5.7.32 The research report identifies several cohorts with differing needs according to where they are on the ladder towards gaining employment. Some are very much job ready and others are a long way off of working. For those looking for work, being out of work for too long had had a negative impact and caused self-confidence issues, therefore escaping unemployment becomes even more difficult.

5.7.33 The experience of the long term unemployed with mental or health condition were more positive about the advice, support and information they received from the support organisations they interacted with (Peter Bedford, Core Arts, Mind and Hackney Community College). This group was provided with access to non-generic course or further education and volunteering opportunities. The approach of case worker or individually tailored support and advice worked well and was provided by the organisations listed above. These clients developed a trusting relationship with their support workers and the environment was perceived as providing a positive experience leading clients to be open to making further steps in their recovery.

5.7.34 The challenge frontline staff pointed out for people with mental ill health was insufficient information or services available to help a person move on. For service providers like Core Arts (who worked with people with severe and enduring mental health) and HCC Mental Health Case Workers (who worked with people from low to severe mental health) they reported that the fear of benefit sanctioning and instability curtailed this group's aspirations and journey. They found that clients were not encouraged to move on especially if that individual failed at some point. Their clients had usually been through the DWP process and were at a place where they were stable (housing and medication) and comfortable therefore they too wished to remain at their current place and not continue their journey.

- 5.7.35 The ability to progress and move on was picked up as an issues. Frontline staff in VCS organisations are of the view, health professionals and social workers were reluctant to encourage a person to continue their journey beyond a certain point of stability.
- 5.7.36 Around half of all respondents across all segments had undertaken some form of volunteer work. Volunteer work was also mentioned by many research participants as a desirable goal. It was also recognised as something important to do to feel valued. For those with mental ill health, this tended to be via the agencies they were in touch with as part of their rehabilitation (for example Peter Bedford, Core Arts and Hackney Community College). However there was no progression onto other volunteering roles or job opportunities. The frontline staff cited this was due to the lack of part-time and volunteering roles in the Borough (in the local job market or through the Council). The frontline staff pointed out they need placements and volunteering roles that would support the individual's recovery journey. These should be interesting and most importantly not affect their benefits before they have worked up a plan to transition.
- 5.7.37 Adult Social Care informed their support services were holistic but out of date. A review of ASC employment support services concluded the service should work more with employment services like WiW and, redesign an employment pathway that builds on the success of other services rather than replicate it. It should offer a specialist target service for residents who are long term unemployed regardless of the type of disability. ASC believed their social workers were proactive but the challenge was getting service users into sustainable employment.
- 5.7.38 In addition ASC made changes to lower level community-based mental health support services, this resulted in it being re-commissioned to bring voluntary organisations together to work in a co-ordinated way, to improve mental health and wellbeing; to make more effective use of resources and to support both the Council's own 'Promoting Independence' and its 'Personalisation' agendas.
- 5.7.39 For the majority of unemployed people, getting a job is their end goal. This particularly applied to segment 3 who are continuously searching for jobs. Segment 2 and 4 also wanted to find employment, but appreciated that it might be more difficult because of their skill sets (segment 4) or there were some limitations because of their mental health (segment 2). Segment 1 realistically knew they could not work. For segments 1 and 2, occupying time with activities was very important, as it helped to keep their mental health stable. To this end social interaction was important for the majority.
- 5.7.40 Personalised support appears to be a more successful route forward. Many respondents' experienced a generic type of support to look for and prepare for employment. If personalised support is provided the support should be in the form of helping individuals find appropriate job vacancies, advice and help in getting the right type of training. The success with support workers comes from those that are trusted therefore they would need to be knowledgeable and empathetic towards individuals.

- 5.7.41 The structure of support for people should focus on the place not the person and end to end support is required not just to the point of getting a job. The place where unemployed people can access this support may also need to be considered - a trusting environment. The right approach to continuing a person journey may be to take the moving on support out to the place where the individual has a positive experience to enable those discussions.
- 5.7.42 Appropriate Interventions are necessary too, for example, people who are in receipt of restorative help may eventually be ready to move up to a next stage, perhaps vocational training for work if the intervention is appropriate and well timed. As such, waiting too long to offer appropriate support or intervention can be harder for the individual as well as the agency involved in helping the person into employment.
- 5.7.43 The review has shown it is not about one destination but the journey for the individual as well as the need for ongoing support for people with mental health. The key to moving people on may be to start with the place where they have a positive experience, where they have built relationships to support their journey. Services also need to understand what appropriate intervention is needed and when; as well as identify the trigger points for prevention services and the appropriate point at which to provide intervention.
- 5.7.44 The research showed a need for ongoing support for people with mental health. The Commission believes services need to factor in ongoing support to ensure the person has transitioned to into employment.

Recommendation 5

The Commission recommends the Council and JCP work with commissioned organisations to bring moving on support services out to the setting where the individual has a positive experience; to enable discussions about progressing their journey.

- 5.7.45 A number of comments were made about staff and the skill sets required to support the long term unemployed. We recognise that if staff do not have the tools or flexibility in the system to meet a person's needs they are likely to become desensitised to the person in front of them or their circumstances. Research for the 21st Century Public Servant highlighted officers would prefer to work co-productively or in partnership with citizens. Being able to relate humanly to each other, in the way they deliver services and in the way they assess people for services too. *'Individuals need the power to resolve a resident's problem – We need a mechanism to identify those things they want to change and come together to work on them.'*
- 5.7.46 The biggest shift being driven by austerity is developing a different relationship with citizens: *'we won't have the money so we will have to focus on the enabling and facilitating, enabling the rest of community to do it.'* One clear finding from the research was, the widespread calls for whole person approaches to care and support which necessitates working practices in which staff are also able to be 'whole people'. If workers can crack this more human way of engaging with people it will enable citizens to be treated more holistically – as a whole person rather than a set of conditions or needs.

- 5.7.47 As public sector services become smaller more skills will be needed not just professional skills but facilitators, good questioners and coaches. We need to provide existing and future staff with the opportunities to develop their skills, and work effectively across different organisations, to provide that holistic support at the initial contact.
- 5.7.48 They system may need a key worker so we explored the idea of a 'key worker' role - a key worker who is a person with empathy and knowledge about where to navigate people, a person working inside the system or a trusted professional. This was met with mixed views.
- 5.7.49 EIF confirmed for complex cases key workers were part of the model. It was noted people have key workers because of the different levels of need. The reason for this is to have a person who can build relationships, challenge and navigate the system to help the family. LankellyChase Foundation advised although a key worker may be necessary having a key worker is not the answer because it can prohibit an organisation from changing.
- 5.7.50 Public services can only be more responsive to the needs of service users if employees on the front line are trusted to innovate and empowered to act with more autonomy. This requires a fundamental culture change away from traditional command and control models of leadership to one in which leadership is distributed across organisations'. However the need for accountability will be a challenge when changing the culture of how a system and organisation operates.
- 5.7.51 There is a need for integration not collaboration. The challenge now is breaking down silos to have integrated services/teams in localities with shared systems and processes. The system needs people with the ability to provide in-depth personal support and build relationships with people. Changing the system requires a shift in mind-set for the professionals and the organisation. This may mean cultural and structural change.
- 5.7.52 Early intervention is everybody's business and delivering effective early intervention will require thinking about the role of the wider workforce and having an understanding of the total costs across the system / sector. To make better use of core public sector workforce through involving them in identifying need and providing basic information to help keep people out of expensive specialist services.
- 5.7.53 The default assumption for local public services should be for outcome-focused collaboration around the holistic needs of citizens (thus the root causes of demand).
- 5.7.54 It's recognised that accountability is needed at some level, but a more mature relationship with risk and trust in the system is required. Changing the system and being successful with the change will depend on the skills of the frontline staff and their ability to build relationships, identify need and provide the appropriate support or opportunity at the point of need. Essentially we need to give front line officers the tools to address need at the first point of contact.
- 5.7.55 Many of the challenges experienced by the long term unemployed require a holistic approach from a range of services. Our research has shown the long term unemployed (particularly those with health conditions) need support from a range of service providers alongside the Work Programme. This support

needs to cover soft skill development through to active job seeking. It is unlikely the Work Programme will be able to achieve innovation and local experiments alone. This report makes the case for local innovative service delivery to complement the national Work Programme. We encourage the Council and JCP to draw on national and local experience of what is successful to support the long term unemployed into sustainable employment. We encourage the council and local providers to take an iterative approach to service change, trying out new ideas on a small scale and properly evaluating their impact to avoid perverse incentives and unintended consequences.

Recommendation 6

- a. The Commission recommends the Council (including commissioned organisations) and JCP (including work programme providers) explore how frontline staff can work holistically with service users to address need at the first point of contact.**
- b. The Commission recommends the Council and DWP's Jobcentre Plus to explore conducting a randomised whole system pilot to build up evidence of service delivery models across a whole place that will effect change for the long term unemployed to get back into employment.**
- c. The Commission recommends the Council and its partners identify a place that has many of the profiles that fall into high need and high spend and do a place based pilot. A 'place based pilot' will enable the Council to build an evidence base for whole place, whole system service delivery models.**
- d. The Commission recommends the Council takes an iterative approach to service change, trying out new ideas on a small scale and properly evaluated their impact.**

6. CONCLUSION

- 6.1 There are complex societal challenges that have not been solved for decades. In Hackney some of the persistent issues relate to mental health, disabled working age adults and homelessness.
- 6.2 The National Audit Office published its study, *The impact of funding reductions on local authorities*, in November 2014. This shows an overall picture of real-terms reductions in spending power. Although the main cuts are triggered by grant reduction, the NAO report points out that the semi-frozen state of council tax means a real-term reductions in that source of income, while income from fees and charges have also fallen in real terms over this period too.
- 6.3 Public service reform has been on the agenda for some time, but the scale and pace of change has been slow. The pace is urgent now and the scale of change required needs to go beyond public sector's traditional efficiency based approaches to savings and service reductions.
- 6.4 The Commission is calling for genuine service integration not just partnership working or co-ordination / collaboration of services. The challenge will be breaking down silos and to have integrated services/teams in localities with shared systems and processes. We believe the scale of savings required will not come from traditional collaboration or multi-agency working. As it is recognised that it's not sustainable to keep paying multiple professionals to sit in the same room and talk to each other. A shift to deliver really integrated public service is required.
- 6.5 The Commission believes what is needed now is a system based approach and not repeated cycles of organisational restructures and our evidence suggests this should take the form of a 'whole place, whole system' review. Taking the whole place, whole system approach means building collaborative strategies based in local circumstances to influence behaviour; addressing need outside of the service lens; and reconfiguring service delivery through understanding how demand manifests across a 'whole place' and 'whole system'. This process will be iterative and experimental. We recognise there may not be a defined end point or master plan, but that the process will involve learning and changing the way professionals in their current organisational silos think and work across the system. This means starting with the people and working backwards. In some cases this may mean new relationships and collaborating across agencies and sectors.
- 6.6 The new landscape will include services beyond the Council itself and require fundamentally different organisational cultures and behaviours. In the delivery of services the voluntary and private sector will become key to helping the public sector deliver services. Long term will see success as the development of joint working and budgets across the whole system with public, private and voluntary sector organisations.
- 6.7 Investing in prevention and early intervention will be fundamental to shifting from a model of reactive to proactive services.

- 6.8 Public service leadership will need to promote shared endeavour across the whole system rather than merely enabling others to do things. The need for accountability is a challenge because we recognise that except the Council the majority of public sector providers are accountable to central government department and have limited local accountability. But barriers to this need to be removed and we see devolution as a possible solution. While local devolution and greater reliance on civic responsibility are welcomed by local government, without coherent central support and investment, such efforts can only ever be ad hoc, and risk leaving gaps in services through which the poorest and most disadvantaged in society will fall.
- 6.9 Employment is central to improving the financial resilience of the population and current welfare to work service provision (National Work Programme) is not meeting the needs of the most vulnerable and this cohort is likely to be significantly impacted by the welfare reform changes once fully implemented.
- 6.10 Access to employer networks is key to getting people into employment. We acknowledge the WiW team have a service model that forges networks with employers but this is not consistent and shared across the system to benefit local residents. Therefore could benefit from more joined up working across the system.
- 6.11 Overwhelmingly in all our evidence sessions we heard that local political support was crucial. It is important to be clear from the start of the outcomes to be achieved because transformative change requires political buy-in, and it is vital that local politicians lead a new conversation with citizens that is more collaborative. The commission hopes the Council and all local partners will be willing to come together and work with citizens and make strides to change the whole system for service redesigns.

7. CONTRIBUTORS, MEETINGS AND SITE VISITS

The review's dedicated webpage includes links to the terms of reference, findings, final report and Executive response (once agreed). This can be found at [here](#).

Meetings of the Commission

The following people gave evidence at Commission meetings or attended to contribute to the discussion panels.

- 8th September 2014⁵ **John Atkinson**, Independent Consultant (previously the leader of the Total Place Programme)
Sue Goss, OPM (provided system-leadership for Total Place and Community Budget programmes)
- 10th November 2014⁶ **Shawnee Keck**, Policy Advisor, London Borough of Hackney
Joanna Sumner, Assistant Chief Executive, Programme, Projects and Performance, London Borough of Hackney
- 19th January 2015⁷ **Genette Laws**, Assistant Director Commissioning, London Borough of Hackney
Rob Blackstone, Adult Social Care, London Borough of Hackney
Gareth Wall, Public Health Manager, London Borough of Hackney
Stephen Hanshaw, Borough Relationship Manager (Hackney), Department for Work and Pensions Jobcentre Plus
Amina Begum, DWP Borough Relationship Manager (Tower Hamlets), Department for Work and Pensions Jobcentre Plus
Andrew Munk, Programme Manager Ways into Work, London Borough of Hackney
- 16th March 2015⁸ **Alice Evans**, Director System Change, LankellyChase Foundation
Anna Randle, Head of Strategy, London Borough of Lambeth

⁵ [G&R Meeting September 2014](#)

⁶ [G&R Meeting November 2014](#)

⁷ [G&R Meeting January 2015](#)

⁸ [G&R Meeting March 2015](#)

19th June 2015⁹

Donna Molloy, Head of Implementation, Early Intervention Foundation.

Site Visits

The Commission made the following site visits for this review.

20th January 2015 Site visit to London Borough of Lewisham to see the Tri-Borough 'Pathways to Employment' Community Budget Pilot located at The Green Man.

23rd July 2015 Frontline staff workshop to discuss BDRC research findings.

8. MEMBERS OF THE SCRUTINY COMMISSION

Councillor Rick Muir (Chair)

Councillor Rebecca Rennison (Vice Chair)

Councillor Will Brett

Councillor Laura Bunt

Councillor Deniz Oguzkanli

Councillor Nick Sharman

Overview and Scrutiny Officer: Tracey Anderson ☎ 020 8356 Ext 3312

Legal Comments: Alice Prince ☎ 020 8356 Ext 6584

Financial Comments: Michael Honeysett ☎ 020 8356 Ext 3332

Lead Director: Ian Williams ☎ 020 8356 Ext 3003

Relevant Cabinet Member: Councillor Geoff Taylor

9. BIBLIOGRAPHY

The following documents have been referred to in the preparation of this report or were presented to the Scrutiny Commission as part of the investigation.

- J. Slay and J.Penny. Commissioning for Outcomes and Co-production - A practical guide for local authorities: New Economics Foundation

⁹ [G&R Meeting June 2015](#)

- Service Transformation Challenge Panel (November 2014). Bolder, Braver and Better: why we need local deals to save public services
- [A. Randle and H. Kippin. Managing Demand Building Future Public Services: RSA](#)
- [LankellyChase Foundation \(2015\). Hard Edges – Mapping severe and multiple disadvantage \(summary report\)](#)
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- [London Borough of Hackney Strategic Policy and Research. Sustainable Community Strategy Cross-cutting Review Worklessness](#)
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- R. Rutherford, L Spurling, A. Busby and B. Watts (July 2013). Neighbourhood community Budget Pilot Programme – Research, learning, Evaluation and Lessons: Department for Communities and Local Government
- J. Banerjee and S. Mimmagh (August 2015). Long Term Unemployed People in Hackney – The Customer Journey: BDRC Continental (appendix 1)
- [Health in Hackney Scrutiny Commission \(March 2015\). Preventing depression and anxiety in working age adults: London Borough of Hackney Health in Hackney Scrutiny Commission.](#)

10. GLOSSARY

Below is a list of abbreviations used within this report and their full title.

Abbreviation	Definition
ASC	Adult Social Care
CCG	Clinical Commissioning Group
DWP	Department of Work and Pension
EIF	Early Intervention foundation
ELFT	East London Foundation Trust
ESA	Employment Support Allowance
G&R	Governance and Resources Scrutiny Commission
HCC	Hackney Community College
HiH	Health in Hackney Scrutiny Commission
IB	Incapacity Benefit
IMHN	Integrated Mental Health Network
JCP	Jobcentre Plus
JSA	Job Seekers Allowance
LBH	London Borough of Hackney

LGA	Local Government Association
NEF	New Economic Foundation
NHS	National Health Service
PH	Public Health
RSL	Registered Social Landlord
UC	Universal Credit
VCS	Voluntary Community Sector
WiW	Ways into Work

Cabinet Response to the Governance and Resources Scrutiny Commission review into Delivering Public Services – Whole Place, Whole System Approach

CABINET MEETING DATE

31 October 2016

CLASSIFICATION

Open

WARD(S) AFFECTED

All Wards

CABINET MEMBER

Cllr Geoffrey Taylor
Finance

KEY DECISION

No

CORPORATE DIRECTOR

Ian Williams
Finance and Resources

1. Introduction

- 1.1. Hackney is facing two challenges: there is continuing pressure on the Council's financial resources, and there are some social issues that are proving intractable. At the same time, the scale of growth and change in the borough, together with a growing realisation that the current structure of government locally is less fit for purpose than it once was, offers us the opportunity to think creatively about how those challenges might best be tackled in the future. This report is to be welcomed because it makes a helpful contribution to this process.
- 1.2. Looking at services as a "whole system" and from the perspective of the citizen, as urged by this report, is certainly the right thing to do. However, different publicly-funded services to local people are provided by various government agencies that report to, and are funded by, completely distinct arms of government. For example, the NHS and the DWP are parts of central government though run by different Secretaries of State, while policing is the responsibility of the Mayor of London, and adult social care and housing are run by the Council. When the needs of an individual might best be served by increasing spending by one government agency while reducing the cost to other agencies (now or in the future), this diffuse and poorly co-ordinated structure means that no-one is incentivised, or even in a position, to do what is the right thing both for the individual and for the public purse. The key to the successful implementation of many of the recommendations set out in the report is making the case for a system-wide approach unarguable.
- 1.3. The commission has chosen to investigate these issues by looking in some detail at efforts made to help long-term unemployed people overcome barriers to getting back into employment that involve mental health issues. In relation specifically to employment support, as currently provided, it is right to stress that organisations are trying to do the right thing, but are operating within the constraints of the current contracting frameworks with their centrally set numerical targets. The purpose of the research commissioned for the review was not to take a view on any of the organisations individually, but to look at the system of employment support from the point of view of the individual clients. This is just the starting point from which we can work with organisations to help shape the future of employment support in Hackney and the wider London region.
- 1.4. The commission has made a number of specific recommendations about employment support, and this response sets out what the Council is doing, or proposes to do, in these areas. However, we must not lose sight of the wider thrust of the commission's report. It is not only a more holistic, person-focussed and more efficient system of employment support that the commission is arguing for. In making its recommendations in this area, it is urging us to think hard about how

wider and deeper co-ordination of government agencies could provide services that are both more effective and less costly.

- 1.5. This is not though all about top down co-ordination and re-organisation. It is about culture change among the people who work in Public Service to encourage people to take a broad view of what they can do for the person in front of them, so that people ask “What’s my role here, what can I do that is within my remit, and what can’t I do that I may need to go to my manager to make possible?” It is about understanding that we are not here to protect our own budgets (though that is sometimes important of course!) but we are all, collectively, spending public money, and we have to ensure that we do this in a way that most effectively addresses the needs of that person in front of us.
- 1.6. I commend this report to Cabinet.

2. Recommendation

- 2.1. The Cabinet is asked to approve the content of this response.

3. Executive Response to the Scrutiny Recommendations

Recommendation One	
<p>The Commission recommends the Council and its partners conduct ‘whole place and whole system’ reviews for service changes adopting the principles in the order outlined in the report.</p> <ol style="list-style-type: none"> a. Identify all service providers in the system and bringing them to the table to discuss changes to the service provision holistically. This should include statutory and commissioned provider so all parties can understand how the service provision currently operates. b. Identifying the root cause of demand to be able to shift spending, action and support from late (crisis) to prevention (reducing the demand for specialist and expensive support services). c. Identify the point for early intervention to provide access, to support as early as possible in the pathway. Making support available at the point of need (timely and effective support) and not at crisis e.g. for an individual to remain in work to manage their condition and find a resolution. d. Starting with the service user not the services themselves: understand the person’s aspiration and their journey through the system e. Making all services providers across the system jointly accountable for achieving the outcomes f. Commissioning for progression. Having outcomes that enable a person to develop their journey 	<p>There are a number of existing mechanisms via which we will disseminate the Commission’s thinking and recommendations, and promote a debate among staff and partners.</p> <ul style="list-style-type: none"> - Commission members will be invited to present the principles set out in the report to the next meeting of the senior leadership team, i.e. the top three tiers of the Council’s management structure, in late September / early October 2016 – date tbc. We will invite other partners to join in with this discussion, for example, health and DWP colleagues. - We will make the link between the principles and a new Organisational Development programme, which the Council’s Corporate Strategy team is developing, “Change for Everyone,” that seeks to address the challenges for the workforce, as set out in (h), and draws on what we’ve learnt from talking to residents in the Place for Everyone programme described below. - The Council’s Regeneration Delivery function, including its employment service, is currently under review. Its future direction will be informed by the Council’s Employment and Opportunity cross-cutting programme, and by developments at a sub-regional level. Scenario Planning: future of public services strand. Over the spring and summer we

<p>and achieve their goals</p> <p>g. Implement co-production and co-design in the organisation's commissioning cycle and service redesigns, so that services are designed through a partnership between service users and frontline staff</p> <p>h. Consider how professional roles and disciplines might be deployed in different ways to achieve better outcomes;</p> <p>i. Build trust between organisation and staff and the staff and citizens to enable greater innovation and flexibility at the frontline;</p> <p>j. Champion the value of sharing information across public services and beyond;</p> <p>k. Develop joint analysis to inform the Council's policies and enable services to reduce demand. Ensure the data being collected includes information about outputs and the quality of the service and how the service user interact with the service. Build up community insight on the characteristics of the people using the services to identify who uses it more and their specific needs. Capturing service user experience to help the organisation understand demand and where it manifests.</p> <p>We recommend the Budget Scrutiny Task Groups refer to the 'whole place, whole system' approach in their budget scrutiny work for phase 2.</p>	<p>have developed a scenario planning exercise with colleagues in housing and planning, and health and employment partners, using evidence to set the strategic goals for the place and the organisation for the next 10-15 years. One strand of this work is looking at the future of public services, linked to ideas about how the workforce will need to change, and co-production and co-design as described in (g). The scenario planning session for senior managers and the Mayor and cabinet members has been postponed to early October, to follow the September by-election. We will provide a written briefing for the wider group of Members on the scope of this work and will discuss how to involve members further with the new Mayor</p> <p>- Hackney A Place for Everyone is the Council's evolving approach to community engagement. During the last year we have run a series of events, and conducted a survey, through which we have sought to change the tone of our engagement with residents by asking people to work with us to develop solutions to the challenge of radically reduced funding for the public sector, while we continue to have complex social issues to address. A report that sets out what we've learnt and what we plan to do next will be produced over the next few months.</p> <p>- Our response to devolution, and the development of the</p>
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	<p>Council’s relationships with other London boroughs in sub-regional partnerships, will in the first instance take shape around the Government’s new Work and Health programme. There is an opportunity here to feed in the Commission’s thinking.</p> <p>Some of these principles have already been adopted for particular pieces of work. For example, principle (d) was adopted for a review of the residential parking permit application process. Although this is a relatively straightforward transactional service, there are some lessons to be learned from this, particularly about trust – the point made in (i) that there has been – and continues to be - an issue with lack of trust between managers and staff, and staff and residents, which acts as a barrier to the most effective service delivery.</p> <p>There is currently a proposal with the Governance and Resources Commission setting out the remit for the Budget Scrutiny Task Groups looking at savings proposals for 2017-18 and beyond. One of the suggestions is to look at “whole system” spend on vulnerable adults.</p>
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<p>Recommendation Two</p> <p>The Commission recommends the service redesign principles outlined in the report are used in service areas of high need and high spend such as mental health, disabled working age adults and homelessness.</p>	<p>As above, there is a proposal to carry out a specific piece of work over the next few months looking at spend on vulnerable adults across service areas. The officer group leading on this can work closely with the proposed scrutiny task and finish group to shape this.</p>
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<p>Recommendation Three</p> <p>The Commission recommends the Council has an information sharing 'champion' to encourage the development of integrated systems/processes and promotes joint analysis across the whole system for service change.</p>	<p>There is an Information Governance group, led by the Corporate Information and Knowledge Manager in ICT, which leads on these issues. The corporate Policy and Business Analysis teams are working with ICT on a new Business Intelligence project during 2016-17 that will seek to implement new software to make it easier to analyse data across systems, while also seeking to create a shift in culture around the use of data. This should address principles (j) and (k) in recommendation one.</p>
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<p>Recommendation Four</p> <p>a. We recommend the Council works with local employers to encourage them to employ people who have been long term unemployed. We recommend the Council provides access to information or support and advice for employers and looks at what incentives could be offered to employers.</p> <p>b. The Commission recommends the Council leads by example as an employer with a programme that provides volunteering or employment opportunities for</p>	<p>The Council's Ways into Work team provide a free recruitment service run by the Council for Hackney's employers. Employers can use Ways into Work just as they would a recruitment agency, with the Council's aim to fill vacancies with Hackney residents who have been provided personalised support by the team to access training, and improve their ability to seek and maintain employment. This includes those who have been long term unemployed.</p> <p>The Ways into Work team are constantly seeking to engage with employers in the borough and have been able to provide a high standard of employees in addition to advice and guidance. Recently Ways into Work have been working with companies moving to the new Fashion Hub in Hackney Central.</p> <p>No one is excluded from working at the Council but it is recognised that more can be done to assist those who are long term unemployed or have specific health requirements.</p>
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<p>people who are long term unemployed and people who have experienced an episode of mental illness.</p>	<p>The Council currently makes every effort to respond to volunteering requests made by local residents, particularly those who are long-term unemployed and/or have health conditions. As part of the Council's cross-cutting programme of work on Employment & Opportunity, over the next year the Council will be developing a corporate approach to work placements, alongside the launch of the corporate apprenticeship programme. Voluntary work placements form an important part of the 'menu of opportunities' the Council provides for unemployed residents.</p> <p>All prospective Council employees are assessed on their merits and the Council provides an in-house support structure for all staff. This includes employees requiring support and advice about mental health.</p> <p>In addition all Council employees can use the independent and confidential counselling and advisory service provided by Workplace Options, an independent employee assistance programme, who help with a wide range of work, family, and other personal issues.</p>
<p>c. The Commission requests information from JCP about how they ensure work programme providers develop employer networks and forge relationships with employers to secure access to a range of job from entry level job to specialist jobs.</p>	<p>Jobcentre Plus is working with local businesses, including Tech City businesses, to secure employment opportunities for local residents working, in partnership with the Council's Ways into Work team.</p> <p>This has included work to develop networks of employers to provide a broad portfolio of opportunities throughout the borough. A number of joint recruitments have already been completed.</p>

	<p>In addition local points of contact for Ways into Work have been established in each Jobcentre. This has improved vacancy sharing, local labour market intelligence, and the opportunity to co-ordinate recruitments (i.e. section 106 agreements, pending council apprenticeships) to meet the needs of employers and to maximise opportunities for Hackney residents.</p> <p>Jobcentre Plus is working with a number of voluntary and community organisations to develop bespoke employment pathways.</p>
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<p>Recommendation Five</p> <p>The Commission recommends the Council and JCP work with commissioned organisations to bring moving on support services out to the setting where the individual has a positive experience; to enable discussions about progressing their journey.</p>	<p>Jobcentre Plus advisers are working with the Council's Integrated Gangs unit, Probation, and Youth Justice units to provide employment and skills advice in safe settings.</p> <p>There are three Jobcentre Plus advisers collocated to support the Troubled Families agenda and are located with Ways into Work alongside Council advisers, giving much needed advice and support to individuals who require it.</p> <p>Jobcentre Plus is also delivering quarterly Parent careers and employment advice fairs at children's centres in partnership with Hackney Council, the Hackney Learning Trust and voluntary and community organisations.</p> <p>Effective partnership work has been developed between JCP, the Council, voluntary and community groups, and other key stakeholders to better co-ordinate core actions needed to support unemployed</p>
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	<p>residents, including those that are long term unemployed.</p> <p>All this is with an aim to help sensitively prepare individuals for a return to the workforce and is in conjunction with tailored services for individual service users.</p>
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<p>Recommendation Six</p> <p>a. The Commission recommends the Council (including commissioned organisations) and JCP (including work programme providers) explore how frontline staff can work holistically with service users to address need at the first point of contact.</p> <p>b. The Commission recommends the Council and DWP's Jobcentre Plus to explore conducting a randomised whole system pilot to build up evidence of service delivery models across a whole place that will effect change for the long term unemployed to get back into employment.</p> <p>c. The Commission recommends the</p>	<p>Jobcentre Plus is committed to providing a service that provides solutions to service users, and work closely with the Council and the voluntary and community sector. A single point of contact has been appointed by Jobcentre Plus, the Borough Relationship Manager (BRM).</p> <p>The BRM has sat on welfare reform, Benefit Cap, and HDCSS review group meetings. This has enabled resolution to any issues identified.</p> <p>Regular meetings have been established between the Jobcentre BRM and the Ways into Work manager to analyse claimant count and employment rate data and to plan strategically on recruitment and regeneration matters.</p> <p>All this is to ensure that the Council and JCP are working together to provide a complete service to our users.</p> <p>The response from JCP is that this is something they would consider. Hackney has joined the Central London Forward grouping of boroughs for the purpose of devolution discussions on skills funding and on the Work and Health programme, which replaces the Work Programme and Work Choice. The head of our</p>
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<p>Council and its partners identify a place that has many of the profiles that fall into high need and high spend and do a place based pilot. A place based pilot will enable the Council to build an evidence base for whole place, whole system service delivery models.</p> <p>d. The Commission recommends the Council takes an iterative approach to service change, trying out new ideas on a small scale and properly evaluating their impact.</p>	<p>Employment Service has been invited to join to working group that is designing the new model. Early discussions on the model, and how it will be different to the Work Programme, include a focus on health involvement, deploying expert caseworkers with lower caseloads and ensuring access to wider support e.g. health care.</p> <p>The model is based on the existing Working Capital, which already incorporates randomised control trials to evaluate the effectiveness of different approaches.</p> <p>We have had an initial discussion with colleagues in public health on how to bring in funding from health to integrate with the new model. The proposal is that we develop this thinking as a pilot which could be subject to the Commission's continuing involvement in terms of tracking progress and reviewing the evaluation.</p> <p>Work is already underway on the Pembury Estate, where the Council is part of a Peabody-led project that is seeking to address residents' needs in a holistic way. There is potential to pilot different approaches to employment and health support linked to this project.</p> <p>This is an approach the Council is already taking with the review of the housing repairs service where we have worked with frontline staff to develop ways of working differently to allow them to do their job more effectively.</p> <p>The Council is also working with the Government's Behavioural Insights Team to look at ideas for increasing the recycling rate in the face of a national decline in rates</p>
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	despite the financial penalties that will result. We plan to try out different ideas on a small scale, and will use lessons from the approach to this work to apply to other areas.
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REPORT OF THE CHIEF EXECUTIVE		
OVERVIEW AND SCRUTINY REPORT OF THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMISSION HACKNEY – A PLACE FOR EVERY CHILD AND YOUNG PERSON Children and Young People Scrutiny Commission – 16 th June 2016 Cabinet – 11 th October 2016 Council – 30 th November 2016	Classification Public	Enclosures Appendix 1 Hackney a Place for Every Child and Young Person Scrutiny Review - Report Appendix 2 Executive Response
	Ward(s) affected All	

Introduction

‘Hackney – a place for everyone’ was a major engagement programme by the Council. It involved discussions with residents across the borough around how they felt about the changes in the area over the last five or ten years. The results of this engagement programme will help shape what the Council will do and how it will work to meet the challenges that it faces.

This Commission focuses on services for young people and issues of relevance to them. Reflecting this, we wanted to further ensure that children and young people were able to fully contribute to the findings of the work. We also wanted to hear from a range of services and organisations around how we might all better ensure that young people from all backgrounds benefit from the changes we have seen.

Broadly, we conducted a piece of work exploring the opportunities that exist in Hackney for children and young people, the extent to which these are taken up and utilised by different groups, and the views towards them.

We collected evidence from Council services and heard from a wide range of external organisations. This enabled us to hear about the opportunities available and about work to better enable all community groups to benefit from them. We also heard about the challenges that external partners feel can impact upon the engagement of some young people, and about ways that the Council might be able to better support them.

Finally and most importantly, we heard from young people directly in settings around the borough. The range of views we heard drove the findings of this report.

The report made seven recommendations for change. In addition, we hope that our report and the evidence upon which it is based can be used as a reference document to be considered within the Council's overall response to the findings that it has gathered during the Hackney – a Place for Everyone exercise. This will help further ensure that the views and interests of children and young people continue to put at the centre of the organisation's approach as we move forward.

RECOMMENDATION

Council is requested to note the Commission's report and the response to it from the Executive.

Report originating officer: Tom Thorn, Scrutiny Officer. Telephone - 0208 356 8186.

REPORT OF THE CHILDREN AND YOUNG PEOPLE'S SCRUTINY COMMISSION		
Hackney a Place for Every Child and Young Person Children and Young People's Scrutiny Commission – 16 th June 2016 Cabinet – 11 th October 2016 Council – 30 th November 2016	Classification Public	Enclosures

1. FOREWORD

Developments over recent years have seen transformational change to Hackney's schools and increased opportunities for many children and young people living in our borough. Hackney's rich and diverse community provides a great environment for children. The ever changing nature of our borough means that it is important that we understand both the challenges faced by children, young people and families and also what more needs to be done to ensure that Hackney is a great place to grow up for all children.

This review was set within the context of the Council's wider review, *Hackney A Place for Everyone*, which sought to understand the impact of changes in Hackney on its residents. We wanted to ensure that the views and interests of children and young people played a full part in this response. The review focused on the topic of opportunity for children and young people in Hackney – in education, in leisure and in the transition between childhood and work. We wanted to understand if there is more that could be done to ensure that all children were able to access the opportunities available in Hackney.

Our review has involved a wide range of services inside and outside of the Council. We have heard about approaches to improving outcomes for young people, the extent to which different community groups take up the opportunities available in Hackney, barriers that might exist, and any ways that their work could be better supported. We have also spoken to young people directly.

This report documents many positives. In particular, levels of educational attainment surpass the national picture in many cases. Projects of the Council and community organisations work to address the lower attainment among some groups.

In relation to vocational opportunity, the Council is brokering work experience opportunities for young people. It has its own apprenticeship programme and works with businesses to secure more placements. We heard the commitment of businesses to help further, albeit within a challenging environment.

The Council and external organisations deliver a wide ranging and exciting offer of cultural and leisure activities, and we heard a mutual commitment to enable young

people from all backgrounds to benefit. We heard positive accounts from young people around what is available.

This said, the work has highlighted to me the need for continued focus on the narrowing of inequality for different children across Hackney. This cuts across the areas of attainment, access to services and support and other outcomes more generally.

We heard that tackling this requires a commitment from the council and partners as a whole – not just children’s services. Our ambition should be to make Hackney the best place for children and young people to grow up. This requires all areas of our work to think about the best interests of our children and young people and assess what more they can do.

I hope that the findings and recommendations here will help with this. I feel that further ensuring that all of our services put the needs and circumstances of children and young people and their families at the centre, can make sure that we are fully responsive.

There is more to be done in collaboration with our partners. This includes working with schools to help tackle some of the cultural family factors which young people themselves identified to us as barriers, and with sports and cultural organisations to better ensure that they are able to reach those who would most benefit.

Asking that regular reports to the Commission have a clear focus on closing gaps will help us monitor our progress in the closing of the gaps which are still in evidence.

I would like to thank all of those who have contributed to this review. This is with particular regard to the children and young people who gave up their time to speak to us.

Hackney has made huge strides in improving the experiences of children and young people. Further work would ensure that it remains and becomes even more of a place for all children and young people.

Cllr Tom Rahilly

Chair, Children and Young People’s Scrutiny Commission

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1. INTRODUCTION

- 1.1. 'Hackney – a place for everyone' is a major engagement programme by the Council which, at the time of writing, is reaching its end. It has involved discussions with residents across the borough around how they feel about the changes in the area over the last five or ten years.
- 1.2. The results of this engagement programme will help shape what the Council will do and how it will work to meet the challenges that it faces.
- 1.3. This Commission focuses on services for young people and issues of relevance to them. Reflecting this, we wanted to further ensure that children and young people were able to fully contribute to the findings of the work. We also wanted to hear from a range of services and organisations around how we might all better ensure that young people from all backgrounds benefit from the changes which we have seen.
- 1.4. Broadly, we conducted a piece of work exploring the opportunities that exist in Hackney for children and young people, the extent to which these are taken up and utilised by different groups, and the views towards them.
- 1.5. To give the review focus, we framed our research and evidence gathering around three thematic areas – educational opportunity, vocational opportunity and cultural opportunity.
- 1.6. For each of these areas, we followed a three pronged approach:
 - Background information was sought from a wide range of Council services. This helped to gain insight into the breadth of the offer that is open to young people in Hackney, the extent to which this is being taken up by different groups, and the varying outcomes which different community groups experience.
 - Discussion sessions within Commission meetings were used to hear from a wide range of external organisations. These involved Headteachers, community groups working specifically to improve educational attainment, business leaders from a range of the larger and growing economic sectors in the borough, and local cultural and sports organisations.



Cllr Tom Rahilly chairing Vocational Opportunity discussion with business

This allowed the Commission to hear directly about work to better enable participation by all community groups. We also heard about the challenges

that external partners feel can impact upon the engagement of some young people, and about ways that the Council might be able to better support them.

- Finally and most importantly, we heard from young people directly in settings around the borough. With each session led by different Members of the Commission, we have heard a range of views which drive the findings of this report.
- 1.7. We make seven recommendations for change which we detail below. Responses to these will be sought from relevant Cabinet Members.
 - 1.8. In addition, we hope that our report and the evidence upon which it is based can be used as a reference document to be considered within the Council's overall response to the findings that it has gathered during the Hackney – a Place for Everyone exercise. This will help further ensure that the views and interests of children and young people continue to put at the centre of the organisation's approach as we move forward.

2. RECOMMENDATIONS

2.1. The Commission makes the following recommendations, the findings for which are presented in Section 6 of the report:

Recommendation 1 – Placing children and young people at the centre of our vision for Hackney a Place for Everyone

1A - Suggested lead –Mayor

The Commission heard evidence about the importance of wider areas of Council policies and the borough's development to the opportunity available to children and young people in Hackney. The Commission heard evidence about the particular importance of the Council's vision for housing.

We recommend that in developing the response to Hackney a Place for Everyone, the Council should place the lives of children, young people and their families at the heart of our vision for the borough. Our success should be measured by our ability to provide equal opportunities for all children in Hackney. Our strategy should recognise the importance of a wide range of service areas to achieving this vision and their contribution to it should be a measure of our success. We recommend that the Council investigate the approaches being piloted by some other authorities, such as "*Child Friendly Leeds*" and identify lessons for Hackney.

As part of its overall programme of work, we recommend that the Council develops strategies that are focused on narrowing the education, health, vocational and cultural opportunities experiences by different groups of children and young people in Hackney. Alongside the current work taking place to identify how the attainment of black boys in Hackney can be improved, we recommend that resources are dedicated to developing a strategy for improving the attainment of Turkish, Cypriot and Kurdish children in Hackney.

We ask that an update on progress is presented to the Commission on 5th April 2017.

1B – Suggested Lead - Cabinet Member for Children's Services

We also recommend that success in narrowing the gaps in attainment between different groups of children and young people is reported to the Commission on an annual basis. This should be via the Annual Update on Achievement of Students at Key Stage 2 and 4 item that the Commission receives. This item should be revised to include breakdowns of attainment by different groups in Hackney – by ethnicity, gender, Pupil Premium / non Pupil Premium eligibility. This item should also be expanded to include attainment data (by different groups) at the Early Years Foundation Stage.

We ask that this item is submitted to the Commission meeting of 5th April 2017.

Recommendation 2 – Integration of Youth Support in Schools

Suggested Lead - Cabinet Member for Children's Services

Recommendation 2A - The Commission heard evidence about the importance of effective extra-curricular and pastoral support to ensuring that all children and young people are able to benefit from the positive educational offer provided in Hackney. The Commission heard about positive examples from the voluntary sector as well as how some schools were supported through the integration of Young Hackney services within schools.

We recommend that the Council investigates how it can further support models like the integration of Young Hackney with school provision, along with other provision including that commissioned by a school. In doing so the Council should aim to ensure that those groups of children and young people who are currently reaching lower levels of achievement than their peers - including children of African and Caribbean and Turkish, Cypriot and Kurdish heritage – are effectively supported to improve their education.

We ask that an update on progress is presented to the Commission on 5th April 2017.

Recommendation 2B - The Commission would welcome regular reports on the use of Young Hackney and other services to support the engagement of all children and young people in education in Hackney and its effectiveness in closing the gaps between the attainment levels of different groups of children and young people. To enable this, we ask that the Young Hackney section of the Children's Social Care Bi-annual report gives more detail of the extent of their work with education providers to help drive up engagement and to address attainment gaps.

We ask that this is in place in time to be reflected within the second report of 2016/17.

Recommendation 3 - Exploring the extent to which locations of children's schools and support networks could be taken into account within housing allocations processes.

Suggested Lead - Cabinet Member for Housing

The Commission has heard accounts of the effect of children living significant distances from school and how it can be a source of disadvantage. The impact on pupils who find themselves needing to move further away from schools at which they are settled was said to be severe. In addition pupils and their parents who needed to travel further to school were less likely to be able to involve themselves with extra-curricular opportunities.

As noted elsewhere in the work of Hackney a Place for Everyone, the provision of housing in Hackney has a significant impact on these problems. High levels of housing need and central Government changes are likely to be increasing the numbers of cases where children find themselves needing to move further from schools at which they are settled.

The Commission would welcome further information about the assessments carried out when the Council is providing temporary housing or re-housing a family and the extent to which they detail the circumstances and needs of children and young people in the family, including in relation to their education and ability to remain at a particular school. We would also welcome further information about whether a

change in housing circumstances, where the Council is involved, triggers any wider assessment or offer of support to the family.

We request that this information is made available in the response to this report.

Recommendation 4 – Information sharing between Council Services and the Hackney Learning Trust, and Schools.

Suggested Lead - Cabinet Member for Children’s Services

The Commission heard evidence about the importance of wider support – including support from Children’s Services and Housing – in supporting the education and wider opportunities of children and young people in Hackney. Effective sharing of information and joint planning based around a child and their family’s needs can help support a child or young person. The Commission heard of examples such as the Social Work in Schools pilot, which was helping to improve this joint working. However, the Commission also heard of examples where a lack of information sharing was still preventing effective, joined up support for a child and their family.

We recommend that the Council investigates whether information held across its services can be better used to identify children, young people and parents who are likely to need additional support and how, in partnership with schools, this information can be used to trigger specific support for children, young people and their families. The Commission heard evidence about the particular impact of housing on opportunities for children and young people and requests that information from the Council’s housing services are particularly considered as part of this. We request that options for improving information sharing and support are presented to the Commission.

We ask that options are presented to the Commission meeting of 5th April 2017.

Recommendation 5 – Supporting parental engagement in children and young people’s education. Formation of a working group to better help enable and support parents to fully engage with schools

Suggested Lead - Cabinet Member for Children’s Services

The Commission heard about the importance of parental engagement in their children’s education. Positive engagement with a school’s work was seen as an important factor in continuing to improve attainment for children and young people.

However, the Commission heard that for some parents this engagement remains a challenge. There was sometimes a lack of understanding among parents around the priority that needed to be given to education. Some children and young people were less likely to be able to follow subjects that they most wanted to as their parents sometimes felt that they offered little in the way of future prospects.

In discussions with Turkish and Kurdish young people the Commission heard that this group felt that challenges with language and particular cultural factors can, in some cases, disadvantage young people from these communities.

We recommend that the Council investigates how it can work with schools to better

support parental engagement in children and young people's education. We recommend that the Council forms a working group with Turkish and Kurdish parents to investigate whether there are particular programmes or initiatives that will help support parents from these communities to engage with their children's education.

We ask that a progress update is given to the Commission of 5th April 2017.

Recommendation 6 – Ensuring that all children benefit from work placement activity to support the transition from school

Suggested Lead - Cabinet Member for Children's Services and Cabinet Member for Regeneration

The Commission heard about some positive experiences of work placement and preparation for employment. However, it also heard how this experience is variable and depends to a large extent on personal connections. It is therefore questionable as to whether the support is always being directed at the children and young people in need of greatest support.

Recommendation 6A - Cabinet Member for Children's Services. The Commission recommends that the Hackney Learning Trust works with secondary schools to improve the consistency of the work experience offer provided to children across Hackney; this was found to vary significantly by school. Support should be tailored to each child – enabling a range of activity from access to university to support for the transition in to work. The Commission recommends that help should be focused on those children and groups who are at greatest risk of being NEET and least likely to receive support from elsewhere.

On this point, we understand that the London Borough of Newham have introduced a model in which the local authority itself plays a greater role in brokering work experience placements for children in Years 10 and 11. We welcome and celebrate the role of our Council in delivering opportunities through its Hackney 100 Programme. However, we have heard from young people that the extent to which they have been aided within their school to access good quality placements might vary. In addition, we have heard that pupils without access to particular networks can fare worse in their securing of quality work experience.

We ask that the Hackney Learning Trust explores whether a similar model to that in Newham could be employed by Hackney.

We ask that a progress update is given to the Commission of 5th April 2017.

Recommendation 6B - Cabinet Member for Regeneration. The Council should work to increase the number and quality of offers it makes through its apprenticeship scheme both directly and by facilitating links to partners across Hackney. The Council should consider how it can use its regeneration and economic development programme to further develop support for children and young people including quality work placements. The Council should assess how it can increase the proportion of Hackney 100 placements that are awarded to children who are eligible for free school meals.

We ask that a progress update is given to the Commission of 5th April 2017.

Recommendation 7 - Exploring potential for helping external organisations with targeting of free offers

Suggested Lead – Cabinet Member for Health, Social Care, and Culture

The Commission heard from a range of organisations about the offering of cultural opportunities to children and young people across Hackney. They felt that the Council could play a greater role in helping organisations identify children and young people who required support and financial aid to access the cultural offer. This would enable organisations to better target the use of their resources. The Commission heard representations that data and information held by the Council could help with this task.

In response to a recommendation from the Living in Hackney Scrutiny Commission, the Cultural Development Team of the Council are arranging a forum for cultural organisations.

This is being designed as an opportunity for cultural organisations based in the borough and potential partners (including housing providers and representatives from Tenant Resident Associations) to come together share best practice and to broker partnerships.

We recommend that, as part of this, the Council identifies how it can use the information it holds to improve targeting of the cultural offers made to children and young people across Hackney and any financial assistance that is available.

We also recommend that Hackney Youth Parliament and the Council's Regeneration Delivery Team are included in this forum. Inclusion of the Regeneration Team would enable the sharing of advice on how organisations might develop their relationships with businesses and on any support that they are able to offer. We hope that this could help deliver more sponsorship activity.

We would hope that the work above might help inform the content of a new Cultural Strategy for the borough (acting as a refresh of the [Creative Hackney - cultural policy framework](#) published in 2010). This refresh would build further on the policy framework themes of the Council acting as a facilitator and enabler for the cultural sector. It would set out a defined approach around how we and other service providers can help the sector target any free or subsidised offers effectively, and to build relationships with a wider range businesses in the borough.

We suggest that the Group Director, Neighbourhoods and Housing takes overall oversight of this recommendation.

However, implementing this strategy effectively would require input and buy-in from a range of Council and non-Council functions, wider than those based within the Cultural Development Team. As such it is likely to need a cross-directorate approach, drawing on research and insight from the Chief Executive's directly-managed area of the Council in addition to input from a number of areas (Public Realm, Regeneration, Housing) within the newly formed Neighbourhoods and Housing Directorate.

We ask that a progress update is given to the Commission of 5th April 2017.

3. FINANCIAL COMMENTS

- 3.1 The recommendations in this report do not have any direct financial cost although they may require some re-prioritisation of resource.
- 3.2 Overall it is expected that the strategic development, reporting and information sharing initiatives contained within the recommendations would be met from existing budgets.

4. LEGAL COMMENTS

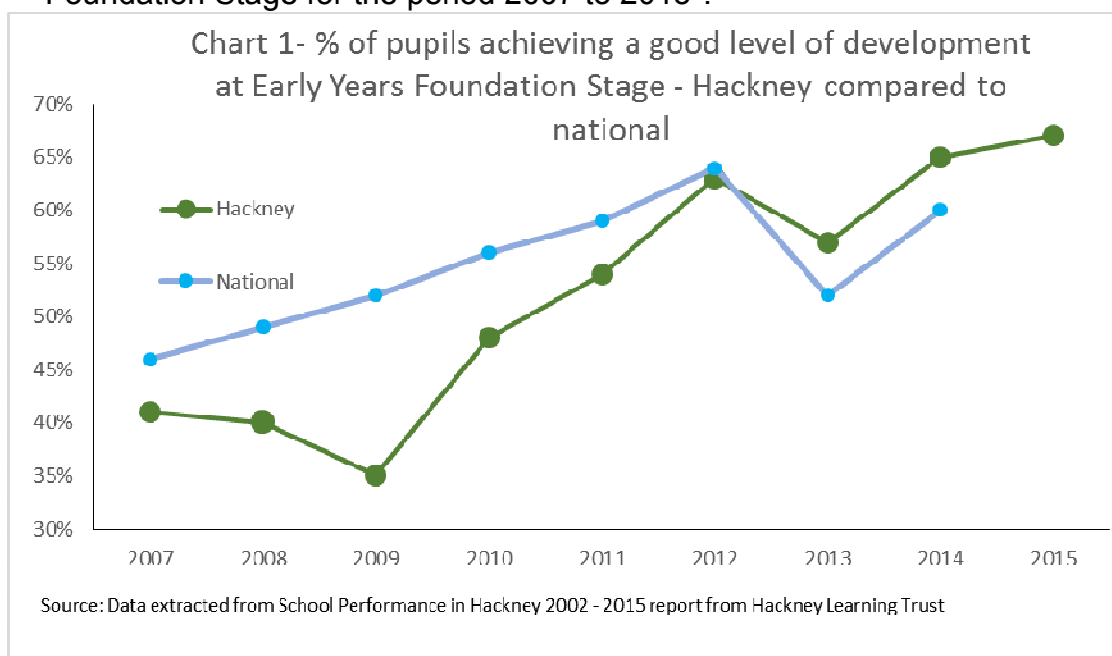
- 4.1 The recommendations of the Committee are noted. Consideration must be given to the Councils statutory responsibility for Children and Young people. The recommendations do not infer any further statutory responsibilities, however, with forthcoming changes in Housing (Housing Bill 2016) and Education (Education and Adoption act 2016) legislation the areas discussed in this report are current and should be at the forefront of the relevant departments in the Council when forward planning.

5. FINDINGS SECTION A – EDUCATIONAL OPPORTUNITY

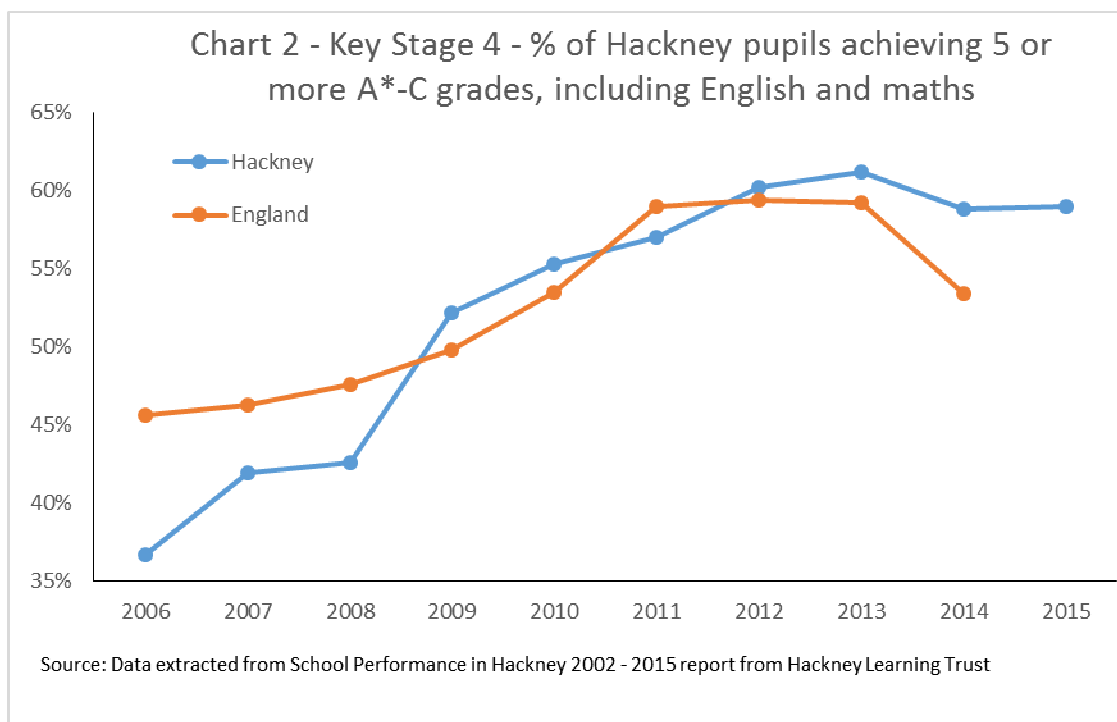
A journey of sustained and significant improvement

5.1.1 Investigation for this review highlighted the improvements that children, young people and families have seen in education in Hackney from the early years through children’s time at school. The data shows strong improvements across all Key Stage assessments in primary school - Early Years Foundation Stage, Key Stage 1 and Key Stage 2, and at Key Stage 4 in secondary school (GCSE). The Commission recognises that these improvements have provided significant benefits to children and young people in Hackney.

5.1.2 As an example of this progress, Chart 1 shows the proportions of pupils who were categorised as achieving a good level of development at Early Years Foundation Stage for the period 2007 to 2015¹.



¹ 2015 national figures are not given due to them being unavailable at the time of publication.



5.1.3 Chart 2 shows the proportions of pupils attaining 5 or more GCSE grades of A* - C including in Maths and English, between the point of the measure being introduced in 2006 and 2014.

5.1.4 Across the different key stages we see a picture of accelerated improvement in Hackney compared to that seen nationally.

Educational Opportunity– Gaps in Attainment for Some Groups

5.2.1 The significant progress made in improving education in Hackney should be celebrated. As a result, education in Hackney provides significant opportunities to many children and young people across the borough.

5.2.2 However, the Commission also found that there remains further progress to be made to ensure that all children benefit from these gains.

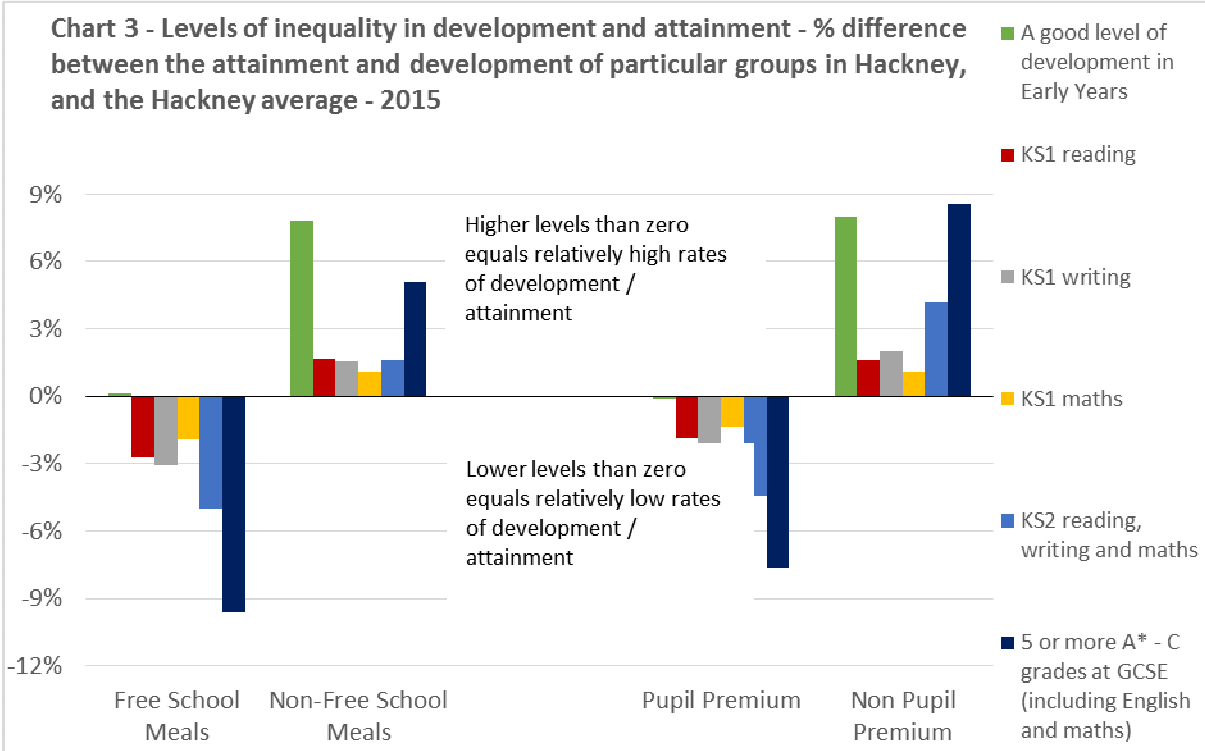
5.2.3 Evidence presented to the Commission highlighted varying levels of development and attainment between different groups of children and young people in Hackney. Data shows (in general) continuing gaps in attainment between those receiving Free School Meals and those not, between those for whom English is not a first language and for those who it is, and between different ethnic groups. On the latter, pupils from Caribbean and Turkish, Cypriot and Kurdish see particularly pronounced levels of inequality.

5.2.4 A summary of the information presented to the Commission's investigation is presented in charts 3, 4 and 5. The charts show the difference in attainment between different groups of children and young people in Hackney and the average across Hackney.

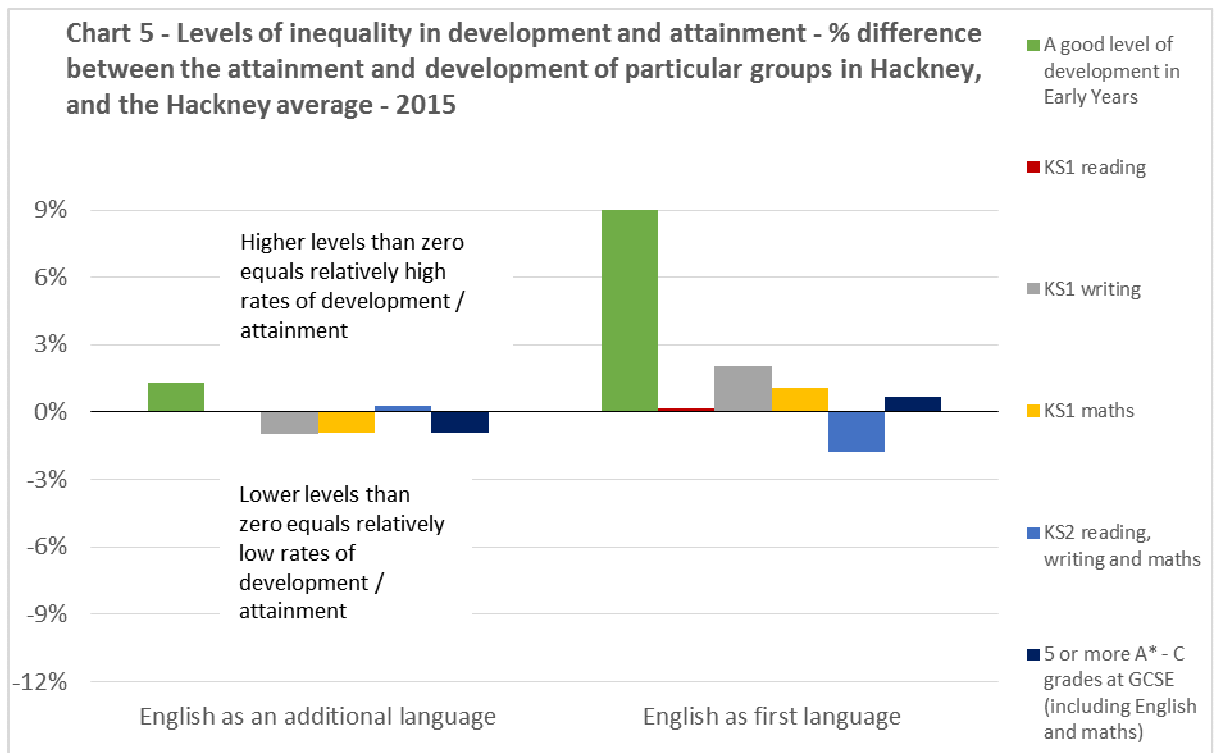
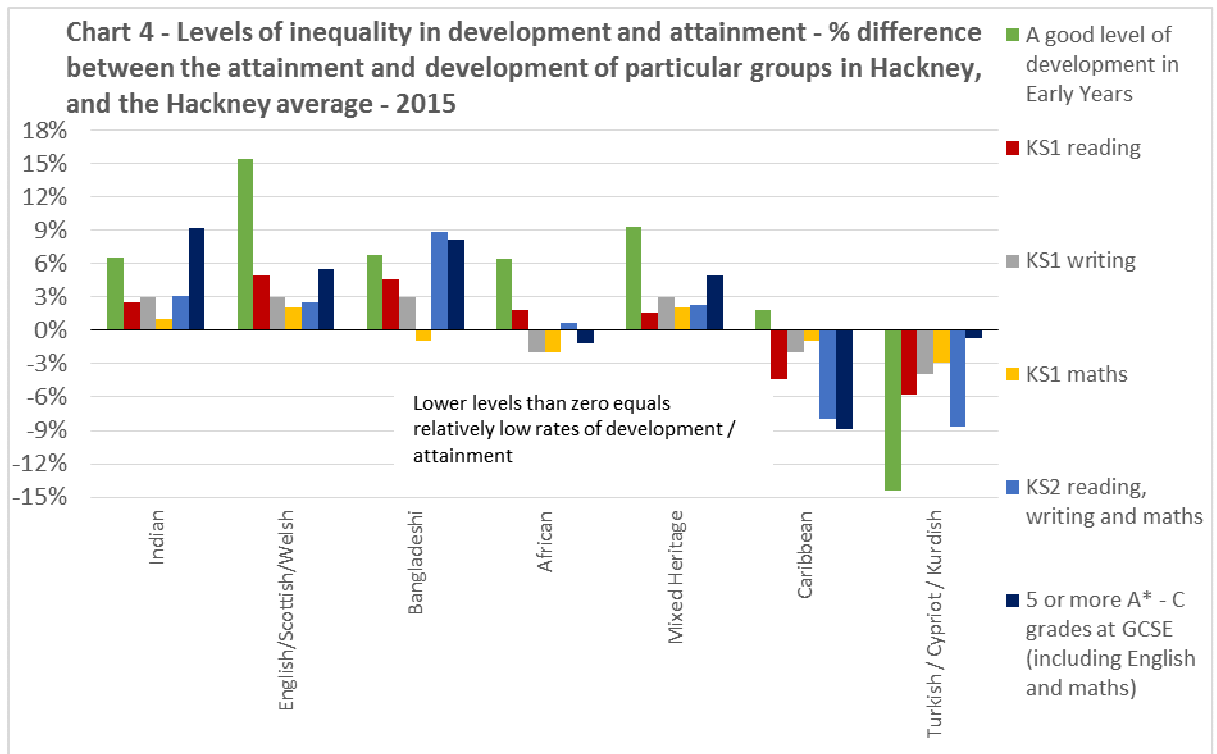
5.2.5 Chart 3 shows that pupils eligible for free school meals and Pupil Premium grant awards achieved below average outcomes throughout the Early Years and Key Stages in 2015.

5.2.6 Chart 4 shows relatively high attainment among pupils of Indian, Mixed Heritage, and English, Scottish or Welsh heritage in all the stages for which data is presented for. By contrast, attainment of pupils from Caribbean backgrounds is below average at all stages except Early Years Foundation Stage. Children and young people from Turkish, Cypriot and Kurdish backgrounds attain lower than average across all Key Stages.

5.2.7 Chart 5 indicates that for those pupils for whom English was not a first language, attainment was generally lower compared to average levels and those that were achieved by pupils for whom English was a first language².



² NB some Private, Voluntary and Independent schools do not report outcomes by some characteristics (including language). These pupils are therefore not considered within either group on the chart, but do contribute towards the overall average figures which the chart calculates figures from.



Additional provision to boost academic attainment among children and young people

5.3.1 As part of this review, the Commission set out to explore interventions to boost educational attainment. We heard of a range of programmes aimed at improving the attainment of groups of children who were under achieving compared to others. Some of these are specifically targeted on pupils from the Caribbean, and Turkish, Cypriot and Kurdish heritage groups. Evaluations of

some of these programmes have shown positive outcomes. They have often seen the progress of participating pupils accelerate, and the gaps in attainment between themselves and pupils in general narrow or close. Examples of these support programmes are provided below.

The Commission heard evidence of reading Interventions for Turkish, Kurdish and Turkish Cypriot children at Year 2 (age 6 – 7, Key Stage 1) that have coincided with improved outcomes for this group in both reading and writing, and a narrowing of the gap in attainment when compared to their peers.

A maths project which was similarly targeted (at pupils who at the start of Year 3 who were working at Level 2c or below) achieved an outcome of 76% attaining Level 2a in Maths at the end of the 10 week programme. Just over three quarters also made the progress during this 10 weeks which would usually be expected within a 4 term period.

Black Caribbean Achievement Programme which encompassed a number of projects to help improve outcomes for Caribbean heritage pupils at Key Stage 2; in particular at Maths. This has involved additional support for Year 6 pupils in Maths classes, through small group work outside of classes focused on Maths, and a club in which pupils compete against each other on Nintendo software designed to help improve recall of number facts and mental arithmetic.

Evaluation of this programme for 2013/14 showed that it helped to secure good outcomes at Key Stage 2; pupils at the start of the year were at risk of not achieving Level 4 in Maths. At year end and following the programme, 93% met this standard or higher. This result meant that higher shares of Caribbean pupils supported by the programme achieved Level 4 in Maths than the rate for all Hackney pupils (86%). The programme (although focused on Maths) also appears to have helped participating pupils close the gap between their rates of achieving Level 4 or above in Reading, Writing and Maths combined, and that of Hackney pupils generally.

A particularly successful element of the extra-curricular of the Primary Schools had been a Breakfast Club. Over half of the pupils attended this club, which gave them access to a nutritious meal which was conducive to learning during the school day to come and which they may often have otherwise not received. This, in addition to the provision of booster sessions and one to one tuition where it was needed, had better helped the schools to progress in their wider role of improving and building self-esteem and capacity for learning for pupils aged 3 to 11.

- 5.3.2 The Commission heard that at Secondary level, funding for school interventions delivered by the Hackney Learning Trust was now focused on supporting Year 8 Caribbean heritage students. Funding was previously centred on Caribbean and Turkish, Cypriot and Kurdish heritage pupils, at Year 11. The Hackney Learning Trust explained this shift as being due to the performance of students from the latter group increasingly significantly over recent years, and schools now having comprehensive intervention/support programmes for Year 11 students.

- 5.3.3 Schools reported that they were able to access a range of extra-curricular provision, including that delivered by a school, which aimed to boost educational attainment. Schools providing evidence to the review felt that these offers were key to the schools achieving their aims around helping pupils to progress. The extra-curricular offer at the school included sports clubs, debating societies and opportunities for studying additional languages. Schools also reported extra support for pupils falling behind others.
- 5.3.4 In addition to school provision, the Commission heard examples of the important support provided by Young Hackney and other voluntary sector organisations. Young Hackney described the range of services and facilities available to young people in the borough. These included youth clubs, adventure playgrounds, trips, and opportunities for engagement through Hackney Youth Parliament. Young Hackney described how these universally offered services were then used to help identify where more targeted and intensive offers of support were needed.
- 5.3.5 The Review heard from two voluntary sector providers - the African Community School and Hackney Pirates - who, through the delivery of extra-curricular activities, worked to improve educational attainment among young people. Both delivered targeted interventions; at families on low incomes and at young people who had been identified as requiring additional support.
- 5.3.6 The African Community School was formed in 2000 and works to provide a safe environment in which young people from low income backgrounds (among all community groups) could be helped to improve their educational attainment. Their work has a central focus on developing and empowering parents; parenting classes helped to increase awareness of duties and address any lack of prioritising education. Parents were also able to complete a number of courses and gain a range of qualifications. This would better enable parents to reinforce the lessons of the school at home, to raise outcomes for their children with guidance and to create a home environment more conducive to learning.
- 5.3.7 Hackney Pirates work exclusively with children who teachers and social workers have identified as needing extra support because they are falling behind at school. Through a range of projects and activities they help young people to develop their literacy, confidence and perseverance, so that they achieve both in school and in the world beyond. Since its establishment in 2010, the organisation has delivered over 15,000 hours of one-to-one attention to 250 young people. In terms of impact, 86% of teachers think that coming to Hackney Pirates is having a positive impact on their students, and 100% rate the service as 'excellent'. 93% of young people say that Hackney Pirates helps them in school. 100% of parents feel that their children's involvement with the organisation in aiding their literacy and confidence.
- 5.3.8 The work of this review does not do justice to the wide ranging work of the African School or Hackney Pirates, nor that of the raft of other bodies in the borough whose work will involve enabling higher educational attainment among young people. However, it was clear from the representations received

that there is a wide range of valuable work taking place across the borough which is seeking to support the educational attainment of Hackney's children and young people.

Usage of extra-curricular opportunities compared of some groups compared to others.

- 5.4.1 Earlier sections of this report show that, despite a journey of overall improvement in educational attainment, particular groups of young people in the borough lag behind others. Those eligible for Pupil Premium, those for whom English is not a first language, and children of certain ethnicities, are generally more likely to see lower attainment than those from other groups.
- 5.4.2 We have heard that in response to this, the Hackney Learning Trust has arranged, funded or delivered a range of interventions aimed at improving attainment among some of these specific groups of young people. Schools giving evidence to this review said that additional teaching support was targeted at those pupils who needed it. They felt an important improvement to have been made around extra support being better targeted and directed to those pupils who were falling behind.
- 5.4.3 However, the Commission also heard from children and young people who suggest there to be some issues around some groups not benefitting from opportunities as much as others. The Learning Trust advised the Commission that underachievement among some community groups was in some cases matched by under engagement in wider opportunities within the community and anecdotal evidence from Headteachers participating in this review indicated that take up of voluntary extra-curricular opportunities did sometimes differ according to the background of the child or young person.
- 5.4.4 When describing the reasons behind any lower engagement in extra-curricular engagement among some groups, discussions were heavily focused on housing and geographical factors.
- 5.4.5 Headteachers giving evidence to the Commission were in agreement that the effects on pupils of living significant distances from school were detrimental and a source of disadvantage. Long journeys between home and school were not conducive to effective learning, and these pupils also often had higher than average rates of absenteeism. Of particular significance to the element of the questions of this review, a Headteacher confirmed that pupils and their parents who needed to travel further were less likely to be able to involve themselves with additional opportunities.
- 5.4.6 The negative effects upon educational experience of living some way from school exacerbate Members' concerns around the increasing scarcity of genuinely affordable housing in the borough, combined (and linked) with Central Government changes around welfare. These issues are likely to be having an increased impact on children and young people, by them finding themselves needing to move further away from the school which they currently attended.

5.4.7 The Commission also heard accounts that the instability of some young people's housing situation can also negatively impact on the ability of schools to provide the support which pupils might need. Head teachers described how schools now have less confidence in its records of pupils' addresses and the contact details that they had for them. The Hackney Learning Trust shared this concern and said that it could make it difficult to work with young people who had stopped engaging in education. While Government guidance was clear that local authorities should try to track and support those leaving, and that they would be judged against their successes in doing, this was made harder in some situations where families had changed address.

Young people's views towards extra-curricular opportunities and barriers to engagement

5.5.1 Discussions with children and young people gathered for this report, whilst not providing a comprehensive picture of the experiences of all children and young people in Hackney, have helped provide a series of snapshots of the experiences of different children and young people. They demonstrate a number of examples of additional support taken up by children and young people, but also demonstrate the variable nature of this experience.



Cllr Ozsen leads a discussion with Turkish and Kurdish young people

5.5.2 For example, a Member of Access to Sport said that his secondary school had run a compulsory enrichment programme. There was choice for pupils around the activities to participate in, which included sport as well as top up tuition in academic subjects. A teacher had persuaded him that he would benefit from additional English tuition. This extra study helped him to achieve a GCSE grade which he felt that he would not have achieved otherwise.

5.5.3 By contrast, discussions with Members of Hackney Quest indicated that many young people had little knowledge of or interest in extra-curricular activities' available in Hackney.

5.5.4 The Commission was able to gather particularly useful information about the barriers that some Turkish and Kurdish young people face. Discussions with young people indicated that parental language and cultural factors can affect the way in which young people are able to engage with opportunities across Hackney. A number of factors were identified:

- **Some parents are not able to engage with and support their children's education as effectively as others**

5.5.5 Young people reported that language barriers can prevent parents from being made aware of issues with their child's behaviour or attainment or opportunities for children and young people.

"Parents do not always know what is happening with their children at school. I was doing well, but even if I wasn't I could have made my parents think that I was"

- **Increasing value was being applied to education by parents, but there was sometimes a lack of awareness around the focus on education which was needed in order to succeed**

5.5.6 Young people reported that increasing numbers of parents saw education as important, and encouraged participation and achievement in their children. Many had aspirations of their children becoming doctors or lawyers. However, some said that they still felt this was limited and there was still greater room for more parents to be persuaded of the benefits of education. ,

5.5.7 A number of participants in the discussions said that parents from other cultures sometimes viewed particular subjects as offering little for the future prospects of their children. One said that in some other countries where parents may have moved recently from, some subjects were given less value than they might be here. This could sometimes impact on pupils being able to follow the pathways towards meeting their ambitions.

"Some young people have a lot of demands on their time from home – housework, cleaning and helping in family businesses."

Ways of promoting engagement of all groups and addressing disadvantage

5.6.1 **General enabling of opportunities – Schools at the centre.** As mentioned earlier, Headteachers giving evidence to the review pointed out how schools were a conduit for delivering an increasingly wide range of initiatives. Other evidence collected by the review has also portrayed how schools are at the centre of the enabling of opportunities, both those in the school and those in the wider community.

5.6.2 Organisations like Hackney Pirates report that going through schools was one of the most effective ways of reaching the young people who could benefit from their interventions. As such, they said that schools were under considerable pressure; in addition to their teaching responsibilities they needed to maintain relationships with a wide range of organisations if they were to enable their pupils to take advantage of opportunities in the wider community.

5.6.3 In addition to maintaining these relationships, the work involved for schools in working to encourage all community groups to participate in opportunities,

appeared to be substantial. Headteachers reported that key to encouraging participation was the building and maintaining of relationships between staff in the school and the pupils and their parents where they were not engaged. These school staff needed to actively reach out to under-engaged groups to encourage participation. Lighter touch outreach – leaflets left in community centres or school receptions – was not as affective.

- 5.6.4 When exploring any ways that the Council and its partners can help schools with this important work, we were pleased to hear that Young Hackney saw one of their roles as acting as the glue to join together the range of services and agencies delivering programmes for young people. We were also pleased that Headteachers giving evidence to the review were positive about the relationships that their schools had with Young Hackney. There was agreement at the meeting between the Headteachers and the Head of Young Hackney that it was important that Young Hackney built very close links with schools, and that this was more successful where there was a dedicated Young Hackney workers attributed to a school.

Recommendation 2 – Integration of Youth Support in Schools

Suggested Lead - Cabinet Member for Children’s Services

Recommendation 2A - The Commission heard evidence about the importance of effective extra-curricular and pastoral support to ensuring that all children and young people are able to benefit from the positive educational offer provided in Hackney. The Commission heard about positive examples from the voluntary sector as well as how some schools were supported through the integration of Young Hackney services within schools.

We recommend that the Council investigates how it can further support models like the integration of Young Hackney with school provision, along with other provision including that commissioned by a school. In doing so the Council should aim to ensure that those groups of children and young people who are currently reaching lower levels of achievement than their peers - including children of African and Caribbean and Turkish, Cypriot and Kurdish heritage – are effectively supported to improve their education.

We ask that an update on progress is presented to the Commission on 5th April 2017.

Recommendation 2B - The Commission would welcome regular reports on the use of Young Hackney and other services to support the engagement of all children and young people in education in Hackney and its effectiveness in closing the gaps between the attainment levels of different groups of children and young people. To enable this, we ask that the Young Hackney section of the Children’s Social Care Bi-annual report gives more detail of the extent of their work with education providers to help drive up engagement and to address attainment gaps.

We ask that this is in place in time to be reflected within the second report of 2016/17.

5.6.5 **Housing – exploring room for closer links and information sharing between Education and Housing services.** Members are keen that any practical actions that the Council and its partners may be able to take to help reduce the instances of families with children settled at local schools being rehoused by the local authority considerable distances away, are explored.

5.6.6 The Council's Director of Education said that the Learning Trust would welcome working with Housing areas of the Council if an outcome of this could be that children's school locations were taken into full account when housing decisions were made.

Recommendation 3 - Exploring the extent to which locations of children's schools and support networks could be taken into account within housing allocations processes.

Suggested Lead - Cabinet Member for Housing

The Commission has heard accounts of the effect of children living significant distances from school and how it can be a source of disadvantage. The impact on pupils who find themselves needing to move further away from schools at which they are settled was said to be severe. In addition pupils and their parents who needed to travel further to school were less likely to be able to involve themselves with extra-curricular opportunities.

As noted elsewhere in the work of Hackney a Place for Everyone, the provision of housing in Hackney has a significant impact on these problems. High levels of housing need and central Government changes are likely to be increasing the numbers of cases where children find themselves needing to move further from schools at which they are settled.

The Commission would welcome further information about the assessments carried out when the Council is providing temporary housing or re-housing a family and the extent to which they detail the circumstances and needs of children and young people in the family, including in relation to their education and ability to remain at a particular school. We would also welcome further information about whether a change in housing circumstances, where the Council is involved, triggers any wider assessment or offer of support to the family.

We request that this information is made available in the response to this report.

5.6.7 Members also want to investigate whether better information sharing between relevant Council services (Housing Needs in particular) and schools could help teachers to become aware of more of the cases where pupils had been subject to moves in order that they could better support them, and to be able to make contact with children who had stopped attending school, but where the School was not aware of their new address.

5.6.8 The Commission notes that it could be inappropriate to share information of family moving house between the Council and a school. The Commission has some sympathy for this view. However, with the Council and Schools committed to tracking and supporting those young people who have stopped engaging with

education, we think that Schools having the capacity to check whether the Council have current contact information for those who have stopped engaging, could be a beneficial tool to aid these efforts. If this capacity already exists, then we think it should be communicated to Headteachers, who from the evidence collected appear may be unaware.

Recommendation 4 – Information sharing between Council Services and the Hackney Learning Trust, and Schools.

Suggested Lead - Cabinet Member for Children’s Services

The Commission heard evidence about the importance of wider support – including support from Children’s Services and Housing – in supporting the education and wider opportunities of children and young people in Hackney. Effective sharing of information and joint planning based around a child and their family’s needs can help support a child or young person. The Commission heard of examples such as the Social Work in Schools pilot, which was helping to improve this joint working. However, the Commission also heard of examples where a lack of information sharing was still preventing effective, joined up support for a child and their family.

We recommend that the Council investigates whether information held across its services can be better used to identify children, young people and parents who are likely to need additional support and how, in partnership with schools, this information can be used to trigger specific support for children, young people and their families. The Commission heard evidence about the particular impact of housing on opportunities for children and young people and requests that information from the Council’s housing services are particularly considered as part of this. We request that options for improving information sharing and support are presented to the Commission.

We ask that options are presented to the Commission meeting of 5th April 2017.

5.6.9 **Addressing barriers to engagement among Turkish and Kurdish parents.**
During the discussions with young Turkish and Kurdish young people, a common view was expressed that schools needed to engage parents more.

5.6.10 We suggest that the discussions with Turkish and Kurdish young people prompts the formation of a working group by the Hackney Learning Trust aiming to help enable and support parents to fully engage with schools. We would suggest that the Hackney Learning Trust seeks the involvement of Annie Gammon, Headteacher of Stoke Newington School and Sixth Form, Yuksel Karaagac, a Governor from the School, and Cllr M Can Ozsen who led on the discussions with Turkish and Kurdish young people within this review.

5.6.11 We hope that this working group can work together to review any current programmes for parental engagement and to identify, test and then promote new initiatives which are found to be effective.

Recommendation 5 – Supporting parental engagement in children and young people’s education. Formation of a working group to better help enable and support parents to fully engage with schools

Suggested Lead - Cabinet Member for Children's Services

The Commission heard about the importance of parental engagement in their children's education. Positive engagement with a school's work was seen as an important factor in continuing to improve attainment for children and young people.

However, the Commission heard that for some parents this engagement remains a challenge. There was sometimes a lack of understanding among parents around the priority that needed to be given to education. Some children and young people were less likely to be able to follow subjects that they most wanted to as their parents sometimes felt that they offered little in the way of future prospects.

In discussions with Turkish and Kurdish young people the Commission heard that this group felt that challenges with language and particular cultural factors can, in some cases, disadvantage young people from these communities.

We recommend that the Council investigates how it can work with schools to better support parental engagement in children and young people's education. We recommend that the Council forms a working group with Turkish and Kurdish parents to investigate whether there are particular programmes or initiatives that will help support parents from these communities to engage with their children's education.

We ask that a progress update is given to the Commission of 5th April 2017.

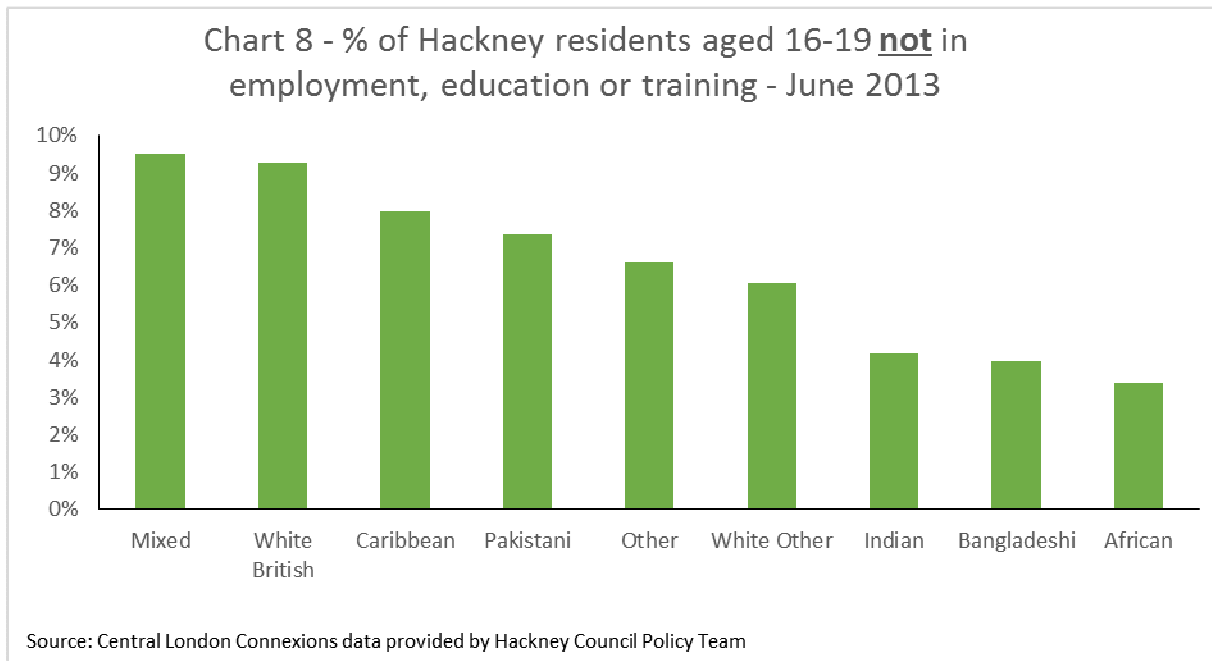
6. FINDINGS SECTION B – VOCATIONAL OPPORTUNITY

Introduction – Some groups of young people more likely to find themselves not in employment, education or training

- 6.1.1 The Educational Opportunity section of this report documented the significant borough wide improvements in attainment from the Early Years Foundation Stage delivered to children agenda 0-4 through to GCSE. However, it also showed that there are gaps in attainment between young people from some community groups and others.
- 6.1.2 Looking at vocational opportunity, the Commission has received data suggesting that these inequalities in outcomes for different groups persist into later stages of youth. Analysis of data on young people aged 16 and 19 who are not in employment, education, or training (NEET) shows variation by different groups of young people in Hackney. In addition, an analysis shows that particular groups of young people currently at school and in the Year 9 – 10 cohort are at greater risk than others of finding themselves being NEET in later life.
- 6.1.3 The risk is that this fosters inequalities in the opportunities available to young people in Hackney; it has been shown that being out of work at a young age can have a negative impact on a number of circumstances in later life. This includes being at greater risk of future poverty, with evidence indicating that

'the average male wage penalty resulting from youth unemployment is £3,300 a year by the time someone reaches their 30s'. It has also been shown to be associated with negative impacts on other areas including mental and physical health.

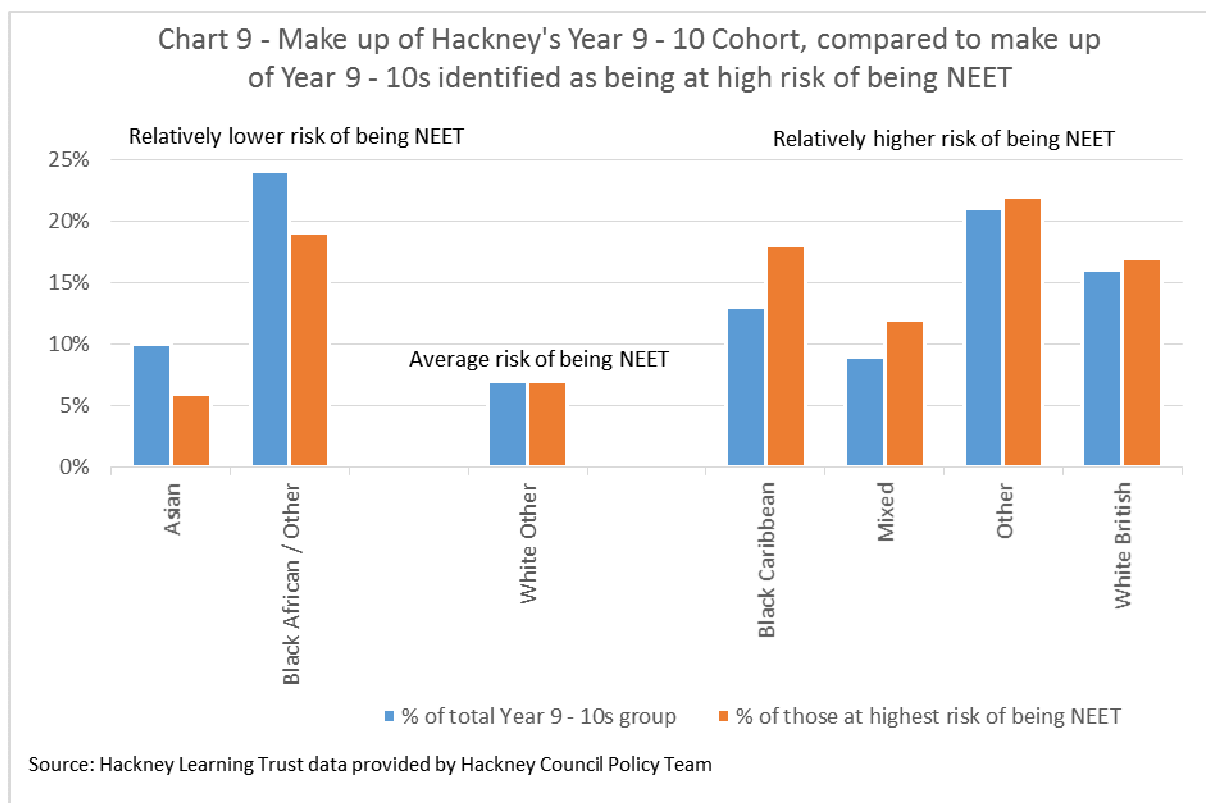
6.1.4 **Chart 8** shows how the proportion of young people who are NEET varies by ethnicity. The highest rates of NEET are among young people within the Mixed (9.5%), White British (9.2%) and Caribbean (8.0%) groups. The Commission heard evidence that 'the high rates in the White British group may be driven by the attainment gap and higher levels of persistent absence of White British pupils eligible to free school meals and are a further indication that there is a need for more examination into the needs of this cohort'.



6.1.5 In addition to the current figures on the proportion of young people who are not in education, employment or training, the Hackney Learning Trust allocates a score to each pupil in its current Year 9 – 10 (age 13-14) cohort, as to their risk of being NEET at later stages. The Risk of being NEET score (RONI) is reached using a number of different measures³.

6.1.6 Chart 9 shows the share of the Year 9 – 10 cohort which children and young people from different ethnic groups account for. This is then compared to shares that pupils from each ethnic background take of the group of those most at risk of being NEET in later years.

³ For a greater range of data on RONI please refer to the paper 'Data Pack for the Children and Young People's Scrutiny Commission: Vocational Opportunities discussion' which is available within the appended Evidence Pack. This contains interesting data showing that there is a link between the eligibility for Free School Meals (FSM) at any point in the last 6 years (not one of the measures used within the scoring calculations themselves) and a higher risk of becoming NEET. However, when looking at the risks of different ethnic groups becoming NEET at later stages, and splitting each group as to whether they have been FSM eligible in the last 6 years or not, the paper shows that the FSM indicator is more of a key factor from some groups than it is others. White British and White Other with FSM had higher levels of risk of being NEET than any other group.

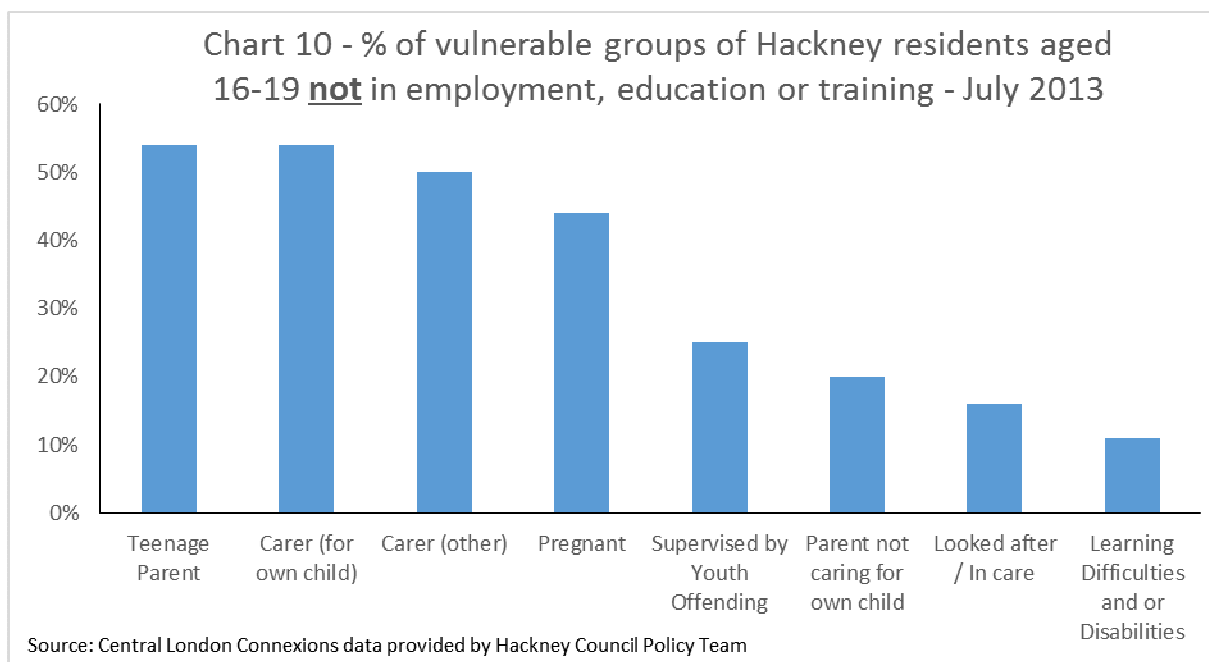


6.1.7 The chart shows that Asian and Black African/Other pupils are therefore at lower risk of becoming NEET, whereas Black Caribbean and pupils of Mixed Heritage are at greater risk.

6.1.8 It should also be noted that the analysis provided showed that pupils who had received free school meals (FSM) at some point in the last 6 years had a much higher RONI score than pupils who have not received FSM.

6.1.9 This said, Free School Meal eligibility was more of a significant predictor of being NEET in later years for some ethnic groups compared to others. For example, the risk of being NEET in later years for pupils from Asian backgrounds was close to equal for pupils with Free School Meals eligibility and for those not. For other groups Free School Meal eligibility was a key predictor; while young people in the White Other and White British on an overall level had an average or only slightly above average risk of being NEET, those from these groups who also had eligibility for Free School Meals were the most at risk group identified within the analysis.

6.1.10 On a borough wide level, between 6% and 7% of young people aged 16-19 are NEET. However, as chart 10 shows, some groups in the borough have levels of NEET far above the average. For example, over 53% of teenage parents and 44% of pregnant teenagers are NEET. This put them and also their children at high risk of poverty and poor health outcomes in later years.



What provision is there that enables young people to gain access to work placements and apprenticeships, and to get experience to support entry to work?

- 6.2.1 Evidence submitted to this review provided an overview of the work undertaken by the Council to improve vocational opportunities for young people in the borough, in particular through the making available of work placements and apprenticeships.
- 6.2.2 The Commission has heard how the Hackney 100 Programme works to connect young people in the borough with careers in Hackney’s key growth sectors. The programme aims to create 100 work placements for 15-17 year olds living or studying in the borough. The placements involve 4 hours work per week, for a six month period. The placements are paid at the level of the London Living Wage.
- 6.2.3 Beginning in September 2014, by October 2015, 59 work placements had been started by young people. 42% of the 59 work placements commenced within the Hackney 100 programme have been filled by pupils eligible to Free School Meals. 78% of participants were from Black and Ethnic Minority communities.
- 6.2.4 In addition, the initiative has involved a wider offer; by October 2015 4,000 young people had been engaged through assemblies and information sessions on the project, and all 420 applicants for the Hackney 100 opportunities could benefit from intensive employability “bootcamps” to prepare them for interviews and placements. With high expectations from employers paying relatively high rates of pay, the bootcamps aimed to provide young people with the required ‘soft skills’ and interview skills to help them to both gain placements and succeed within them.

6.2.5 The Commission also heard the work of the Council in both delivering apprenticeship opportunities directly, and influencing other businesses to do so. The Commission heard, for example, that through its procurement procedures the Council has helped to provide a range of external apprenticeship options to Hackney residents. This is in addition to providing a number of opportunities directly. In September 2015:

- 34 apprentices were employed by the Council directly, across a range of service areas
- 61 Hackney residents were working as apprentices as part of contractual requirements linked with procured goods and services
- 87 apprentices were employed by developers and their contractors as part of the planning agreements.

6.2.6 In addition, evidence was presented of how the Hackney Learning is working with Young Hackney to introduce out of school sessions on employability and careers, and how out of school careers related opportunities were being promoted through the Hackney Opportunities Fortnight initiative, work includes:

- Young Hackney centres offer facilities for young people to search for opportunities and to receive advice on CVs and application forms. Volunteering opportunities are advertised online.
- Hackney Opportunities Fortnight for 2016 will include sessions for 13-19 year olds (up to 25 with support needs) on the benefits of volunteering, the opportunities available, and advice around using these to get on

6.2.7 The Commission also heard that the majority of secondary schools in the borough continue to offer work experience to Year 10 students despite no longer having a legal requirement to do so. As part of delivering this, the Commission heard that all schools in the borough have a large employer as a partner (eg Google and KPMG) which allow pupils to benefit from activities including mentoring and employment visits. However, the Commission also heard from children and young people that experiences of work experience varied significantly. Some young people described positive, supportive experiences whilst others felt that they did not receive sufficient support in the transition to work.

What can businesses in Hackney do to ensure that all young people are able to make the most of the vocational and employment opportunities created by Hackney's changing economy?

6.3.1 As part of its investigation into vocational opportunities, the Commission was grateful to four business leaders from a range of the larger and growing economic sectors in the borough, who attended a panel discussion in Shoreditch.

6.3.2 Members of the Commission discussed how business can support young people in the borough. The Commission reached a firmer understanding of the competition that young people are likely encounter when looking for opportunities. We also heard about the challenges which small businesses face in operating in an increasingly high cost location, and, linked with this, the level of commitment and aptitude which young people wishing to succeed in these areas are expected to display.

6.3.3 The Commission heard how businesses felt that the costs of operating in Hackney could act as a barrier to supporting young people. As a result of the (rising) cost of doing business, eg the rental cost for office space, some businesses reported that they felt it was more difficult to offer quality apprentices and paid work experience. Businesses reported that this was the case even after the financial incentives offered by the Government were considered.

6.3.4 The Commission also heard accounts of high levels of competition for opportunities, a willingness of large numbers of young people to work for very little or nothing in return for gaining experience. This environment presents challenges for those young people who are not able to gain work experience in this way.

6.3.5 These challenges are likely to be higher for those without parents able to support them financially. There is an obvious question around how young people without financial backing are able to participate in gaining work experience and employability skills.



6.3.6 Businesses giving evidence to the Commission said that there are high expectations placed on young people in terms of their attitude and commitment. They described how more could be done to help to enable more young people to benefit from the opportunities arising from Hackney’s changing economy. These included there being greater focus by education providers on work readiness and employability, and more work being done with young people to aid realistic goal setting and to expose them to role models and work environments.

6.3.7 A number of the business leaders giving evidence to the Commission gave a view that some young people lacked the core foundation level skills vital for success in the workplace. One said that when apprenticeships did not work out – and there was a high dropout rate of 30% - this was predominantly down to young people not being punctual and attending consistently.

6.3.8 There was a clear view that there needed to be dialogue with young people. There needed to be further enabling of them gaining an insight into the world

of work and the expectations that they would need to meet if they were to succeed.

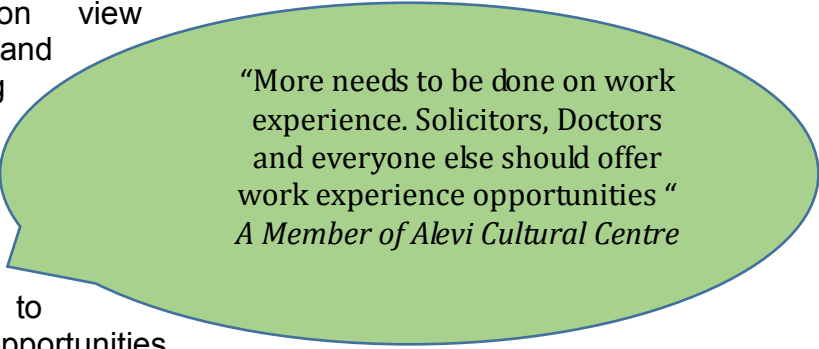
6.3.9 Businesses providing evidence to the Commission expressed a view that there needed to be a focus on engaging young people at early points of secondary school. One said that at the age of 13 or 14 those with disruptive or negative influences around them could still be reached and affected positively by others. He said that at later stages of their development it could become more difficult to persuade young people away from other paths.

What are the views of young people?

6.4.1 Young people who spoke to the Commission during the review in general placed high value on opportunities to gain work experience. In some cases opportunities had been brokered through their schools and in others through the community organisations to which they belonged.

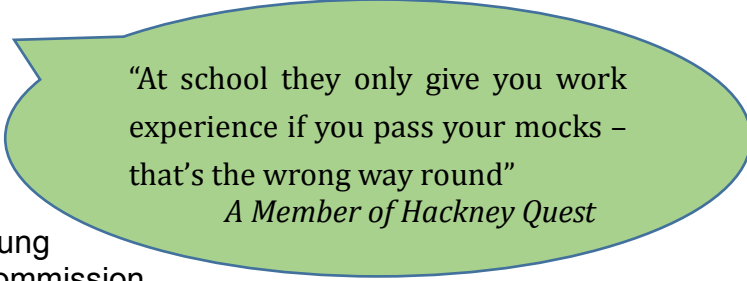
6.4.2 We heard positive accounts. One young person, for example, had been able to secure a placement at an Architect Firm through an event he attended run by the Alevi Cultural Centre. This had helped him reach a decision on the career path that he wanted to follow, and he was able to get advice from those already in the field. Often schools had played a role in the brokering of positive work experience placements.

6.4.3 **However**, there was also a views that more could be done. This was a particularly common view among the Turkish and Kurdish young people who gave evidence to the review. They felt that the Council and others should do all they could to help make more opportunities available and to deliver a wide ranging offer.



“More needs to be done on work experience. Solicitors, Doctors and everyone else should offer work experience opportunities “
A Member of Alevi Cultural Centre

6.4.4 Young people often expressed a view that those in most need of support to gain a positive experience of work were not receiving it. During discussions with young people Members of the Commission heard views that work experience provision differs from school to school and that good quality placements rely on personal connections. This work has also encountered views of inequality, with Members of Hackney Quest reporting that schools did not offer work experience opportunities to pupils where particular levels of attainment were not achieved.



“At school they only give you work experience if you pass your mocks – that’s the wrong way round”
A Member of Hackney Quest

6.4.5 The discussions highlighted an appetite for opportunities for young people to make contact with and to hear from various industries.

“The Alevi Cultural Centre arranges for pilots, doctors, nurses, lawyers, and business men and women to speak to young people.”
A Member of Alevi Cultural

6.4.6 Many young people said that by arranging and effectively communicating Careers Fairs, the Council could help further improve contact between young people and the local economy. However, while the Turkish and Kurdish young people we spoke to had been able to meet people working in various industries and businesses through schemes operated by the community organisations they belonged to, they did not always feel that opportunities like this were available through other routes. There was little or no sense of where this information might be accessed. During the discussions, there was no mention of the Council’s Opportunities Hub or any particular websites. There was also no mention by young people of the Careers in the City or the City Career Open House initiatives, which we heard about from the Hackney Learning Trust.

6.4.7 On a wider level young people reported that work was needed to turn around a relatively low value which was applied to apprenticeships. There was a view expressed by representatives from the Turkish and Kurdish community group that apprenticeships were seen by many as a last resort option. It was suggested that parents in particular, held negative and outdated views on these opportunities.

“People think apprenticeships are the last stop, and are for those for whom A Levels and or AS Levels are not options “
A Member of Alevi Cultural Centre

6.4.8 Young people said that better promotion of apprenticeships and of success stories of these having done them, could help address this negative association. Another said that B-Tecs had made the journey which apprenticeships needed to go on, from being seen negatively to being much better received.

Recommendation 6 – Ensuring that all children benefit from work placement activity to support the transition from school

Suggested Lead - Cabinet Member for Children’s Services and Cabinet Member for Regeneration

The Commission heard about some positive experiences of work placement and preparation for employment. However, it also heard how this experience is variable and depends to a large extent on personal connections. It is therefore questionable

as to whether the support is always being directed at the children and young people in need of greatest support.

Recommendation 6A - Cabinet Member for Children's Services. The Commission recommends that the Hackney Learning Trust works with secondary schools to improve the consistency of the work experience offer provided to children across Hackney; this was found to vary significantly by school. Support should be tailored to each child – enabling a range of activity from access to university to support for the transition in to work. The Commission recommends that help should be focused on those children and groups who are at greatest risk of being NEET and least likely to receive support from elsewhere.

On this point, we understand that the London Borough of Newham have introduced a model in which the local authority itself plays a greater role in brokering work experience placements for children in Years 10 and 11. We welcome and celebrate the role of our Council in delivering opportunities through its Hackney 100 Programme. However, we have heard from young people that the extent to which they have been aided within their school to access good quality placements might vary. In addition, we have heard that pupils without access to particular networks can fare worse in their securing of quality work experience.

We ask that the Hackney Learning Trust explores whether a similar model to that in Newham could be employed by Hackney.

We ask that a progress update is given to the Commission of 5th April 2017.

Recommendation 6B - Cabinet Member for Regeneration. The Council should work to increase the number and quality of offers it makes through its apprenticeship scheme both directly and by facilitating links to partners across Hackney. The Council should consider how it can use its regeneration and economic development programme to further develop support for children and young people including quality work placements. The Council should assess how it can increase the proportion of Hackney 100 placements that are awarded to children who are eligible for free school meals.

7. FINDINGS SECTION C – CULTURAL OPPORTUNITY

7.1.1 The Commission has heard of a range of provision that the Council directly delivers, commissions or supports to give young people opportunities to participate in cultural activities across Hackney.

7.1.2 For example, the Discover Young Hackney Festival, now in its tenth year, encourages young people aged 11-19 to become cultural producers in their own right and to develop a range of creative skills. This is through the delivery of a programme of participatory activities across the borough. 400 young people are typically involved with the programme and audiences of over 3,500 are expected for the 2015/16 sessions. Local cultural organisations are involved with the programme and the project also harnesses the pull that role models (including Leona Lewis) can have.

- 7.1.3 The Hackney One Carnival engaged 600-800 performers, around half of whom are children and young people. The carnival helps to promote and give a platform to carnival groups recruiting and training young people in music, dance and costume-making.
- 7.1.4 A range of workshops and special events are delivered for young people in Hackney's libraries and Museum. These include reading groups and projects involving high profile cultural figures from Hackney to enable young people to experience the borough's vast cultural offer on a free and accessible basis. The museum engages with all primary schools in the borough which has helped to secure 5,000 pupils attending the facility through class visits. The Hackney Live initiative has seen the Libraries, Heritage and Culture Service working with the Arts Council, local artists, and the digital technology sector to enable young people to be involved with the production and of live streamed events and on demand video content which is viewable on a dedicated website.
- 7.1.5 As part of its investigation into how these opportunities, and those provided by other organisations, the Commission is grateful to the Hackney Empire, the Arcola, the Ministry of Stories and Cycling Club Hackney for providing evidence about their experience of young people's engagement with cultural opportunities in Hackney.
- 7.1.6 Hackney's creative sector is large and complex. In 2003 it was estimated that 1,500 organisations were operating in the borough, involving a total turnover of half a billion pounds. In terms of public funding for these organisations, Hackney Council is not the biggest delivery vehicle; Arts Council awards to organisations operating in Hackney (through the National Portfolio Organisations scheme) in 2014/15 were scheduled to stand at £6.7 million. In this context, the Council acknowledged that while much is known about some organisations and their work, very little is known about others.
- 7.1.7 The Commission has heard powerful evidence around wider benefits that cultural engagement can have for young people. We heard how engagement can bring greater self-esteem, confidence and independence. These outcomes will have benefits across the areas of education, health, and future employment.
- 7.1.8 We have heard about the findings of a systematic review of 24 'high quality' studies carried out into the learning outcomes for young people that participation in the arts delivered. This study found that participation in structured arts activities improves⁴:
- Early literacy skills at Pre-school and primary stage
 - Academic attainment at secondary school
 - Cognitive abilities

4

<http://mginternet.hackney.gov.uk/documents/s45888/Submission%20from%20Libraries%20Heritage%20and%20Culture.pdf>

- Transferable skills

7.1.9 Young Hackney's assessments of the impact of its support to young people referred for early help, has also shown cultural engagement to help improve outcomes, including within education.

7.1.10 A recent audit showed that in 36 out of 40 referral cases, improvement was made against the issues upon which the referral was based (presenting factor). With the Young Hackney offer significantly focused on the introduction of young people to the range of creative and sporting opportunities available through the youth hubs and the Youth Sports Team, we can reach a view that facilitating this cultural engagement is likely to have played a key role in many of these successes.

7.1.11 The independent organisations we spoke to during the review also demonstrated some of the educational outcomes delivered as part of their work. For example some members of the Arcola Academy had gone on to earn places at top Universities and drama schools. The Hackney Empire had in the most recent year helped 13 young people progress into relevant further education or creative industry careers.

7.1.12 Similarly, an assessment of the Council's Discover Young Hackney programme has evidenced its impact on a range of public health outcomes for participants:

- Increased emotional well-being leading to less risk of anti-social behaviour and self-harm
- Increased self-confidence / self-esteem leading to more independence and less risk of an onset of mental health problems
- The forming of supportive relationships and social networks leading to less reliance on the public health system in the longer term
- Increased physiological wellbeing with better fitness and awareness of health hazard like smoking and drinking

7.1.13 A practical example on how cultural engagement can impact on the well-being of young people was given by the Manager and Lead Coach of Cycling Club Hackney. He said that engaging young people in cycling enabled independence and the ability to reach areas of the borough which they may have never visited.

7.1.14 The Commission also heard how cultural participation can impact on future employment and earning prospects, from becoming performance professionals to working within supporting roles. The Hackney Empire reported that it has seen young people it supported move into creative industry careers. The Arcola theatre through its Academy offers young people exposure and insight into the large range of vocational skills and roles which are needed in a theatre, in addition to the higher profile positions. These include in marketing, front of house, technical, design, and community

engagement. Young people who have been members of the programme have gone on to perform in large productions, but they have also moved into these more wide ranging areas.

7.1.15 Cycling Club Hackney had supported two young cycling champions, and a member had gone on to perform professionally for Team Sky. In addition, the club helped members by training them in bike maintenance. As well as enabling them to maintain their bikes at low cost, this taught them skills from which they could earn money.

Are some groups using these opportunities more than others; what are the views of young people towards them and what are barriers to expanding access?

7.2.1 The data available to investigate this issue is limited. The Commission received information from Young Hackney which showed that for 2014/15 the proportions of the borough's young people that they accounted for (according to 2011 Census data), young black people were over-represented in their engagement with Young Hackney Projects, while White and (to a lesser extent) Asian young people were under represented. Young Hackney have also advised that disabled young people and LGBTQ young people are under-represented in service involvement.

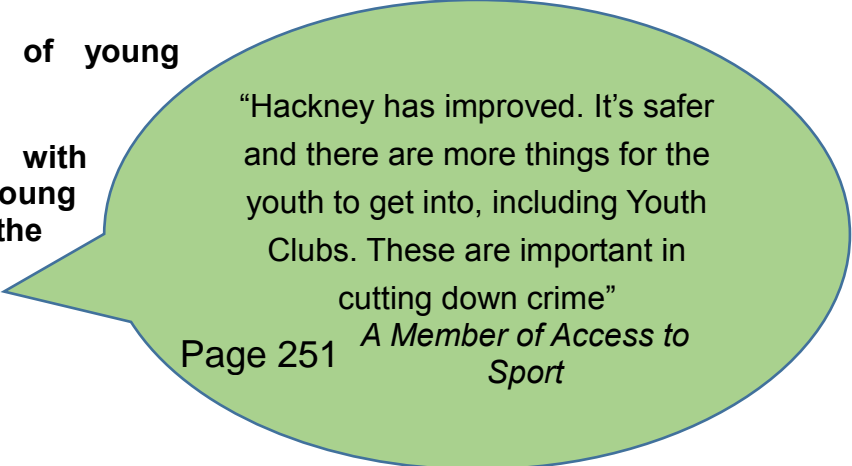
7.2.2 The evidence gathered during the review suggests that in order to engage those not participating, or those who would particularly benefit from programmes, there needs to be greater targeting.

7.2.3 Young Hackney had turned around under engagement of children and young people from the Charedi, Turkish-Kurdish and Vietnamese communities through targeted delivery. Focus was now moving towards engaging the remaining under using groups. The Commission recommends that this activity continues.

7.2.4 The Hackney Empire also reported that targeting was needed in order to secure the engagement of those not engaging previously. One example of their work was helping a group of primary school children vulnerable due to a range of factors including bullying and difficult family situations, by delivering a programme of workshops leading up to a performance that that appeared in. Another was a creative writing programme (part funded by Young Hackney) for young people from the Traveller and Romany community. This programme had both short term and long term success; improving writing skills and bringing two communities together, and also helping to achieve longer term relationships between some of the young people and the theatre.

What are the views of young people towards them?

7.3.1 In discussions with children and young people, the



“Hackney has improved. It’s safer and there are more things for the youth to get into, including Youth Clubs. These are important in cutting down crime”
A Member of Access to Sport

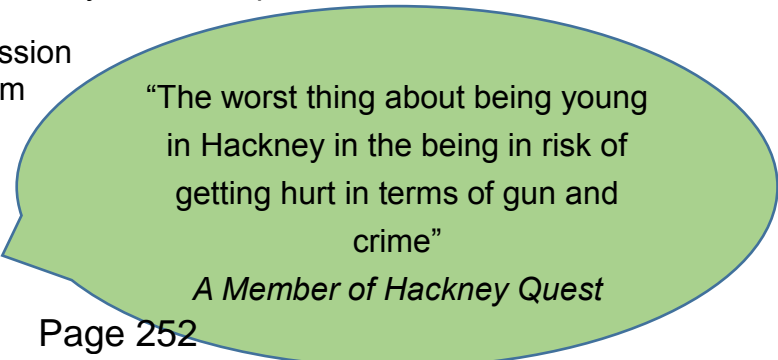
Commission heard positive accounts from young people around what was available in the borough. The presence of facilities such as Youth Clubs and Youth Centres, the Hackney Music Service Concert, Parks and swimming pools were named by young people as being one of the most positive aspects of life in Hackney. There was also a strong view from at least one of the groups of young people that there were more leisure opportunities available than in the past.

7.3.2 Within the context of this overall support, the Commission also heard concerns around the extent to which young people were able and felt able to access them. We were told that the hire of (school) sport facilities for non-pupils, were prohibitively costly. During a conversation with members of the North Youth Forum, there was a consensus from attendees that they did not generally use the Hackney leisure centre which was closest to them (Clissold). It was noted that they were more likely to attend leisure centres in Haringey. This was attributed to the fact that these leisure centres appear to be more welcoming to young people through a website more targeted at young people and good programmes of activities. In contrast, attendees' impressions were that Clissold Leisure Centre had little provision targeted at young people. This review did not hear from the operator of the Council's leisure centre facilities, nor the service area responsible for the contract management of this. In light of the views mentioned here, and the earlier observation that there was sometimes a lack of knowledge among young people on what was available, this is a matter of regret. Moving forward, we would suggest that the Commission might dedicate some time to hearing from the service and or the operator around their approach to developing a leisure offer which is attractive and welcoming to young people, and to communicating this effectively.

7.3.3 The same group spoke positively about parks and green spaces in the borough. However, they did note the importance of maintaining the 'young person friendly' outdoor space offer, where young people could partake in activities, and not move a model with too many 'no ball games' type areas.

7.3.4 With Woodberry Down having undergone a huge volume of regeneration work, it is perhaps unsurprising that discussions around change in the borough arose particularly during a session with Members of the Edge Youth Hub on the estate. There was concerns raised about the changing nature of the estate. Attendees worried about the apparent attitude of some of the residents in private housing towards residents from social housing together with a reluctance of some new residents to engage with the community. Young people were generally sceptical about the potential for this being improved through community events (given that part of the concern was regarding residents that didn't get involved with community activities. It was suggested that opportunities for residents to naturally engage through shared spaces e.g. a park, might help build community relationships.

7.3.5 The final issue the Commission heard concerns about from young people was personal safety and violent crime, and the extent to which it prevented a feeling of



"The worst thing about being young in Hackney is the being in risk of getting hurt in terms of gun and crime"

A Member of Hackney Quest

freedom as to where young people could spend their free time. One young person said that he took precautions to help ensure that he stayed safe. This included not going out around particular events in the calendar. He stayed indoors on fireworks night. Another said that she felt Hackney to feel more unsafe than it did in the past; where there was conflict it was more violent. She said that she felt safe in the immediate area in which she lived, as she know it well. However, she would be careful when venturing further than this.

7.3.6 There was considerable concern around gun and knife crime. Five of the ten Members of Hackney Quest interviewed said that stopping this would be the thing that they would choose to change above all others.

Barriers and sources of inequality

7.4.1 During discussions with the organisations giving evidence to the review, we heard about two principle barriers to the engagement of young people in their offer, and cultural activity generally. They were committed to addressing these and had put in different measures to do so.

7.4.2 **Levels of parental involvement:** As with others areas of this review, we heard a view that parental engagement can bring a key bearing on the ability of young people to benefit from and excel within, the cultural opportunities offered in the borough.

7.4.3 Organisations said that they worked hard to engage parents. Cycling Club Hackney would seek regular dialogue with them. The Hackney Empire sought to encourage parental engagement by delivering programmes which attracted all members, and productions which appealed to all ages.

7.4.4 However, we also heard and were heartened by examples of how the negative impact of low parent interest could be mitigated by other forms of support. Most powerfully, we were advised that one young person had participated in programmes at the Hackney Empire for a period of seven years but that despite the theatre's attempts to engage them, his parents had not attended in support of him on any occasion. By providing the mentoring that was otherwise missing however, the Empire had aided his journey on to achieving a standard which enabled him to perform at the National Theatre.

7.4.5 **Financial barriers. Members of the Commission had** a wide ranging discussion on the financial barriers to participation in the cultural opportunities available in Hackney. This included understanding the different approaches of organisations towards enabling young people to overcome these, and views on what the Council might do more to help them ensure that subsidised or free provision benefitted those most in need.

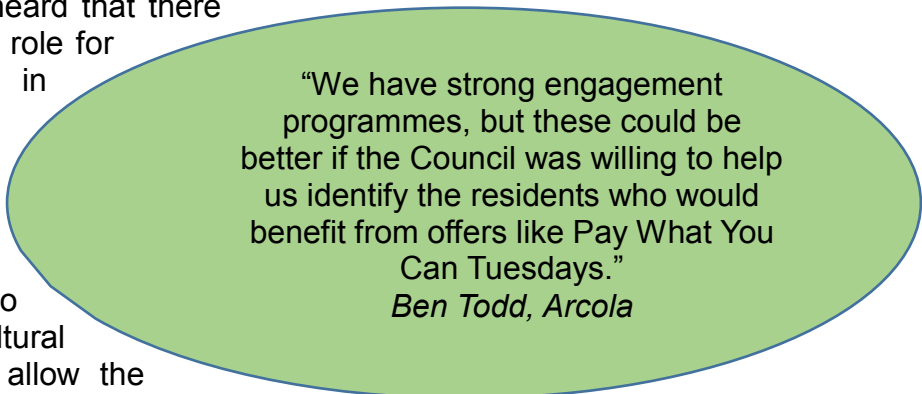
7.4.6 We heard how some organisations were able to offer the majority of its youth programmes on a universally free basis. This was partly enabled by funding from the local authority. We were sympathetic to the view that they had reached that events such as after school clubs and holiday clubs needed to be free in order for them to be truly accessible.

7.4.7 However, the Commission also heard evidence that, in the current financial climate, free access for all was not always the most effective route towards engaging harder to reach groups. A convincing case was put forward in support of this, from the Arcola's 'pay what you can Tuesdays' offer. This had been designed to give access to the theatre for all but had been found to be often used as a subsidised form of entertainment by residents who could afford to pay more. As an alternative approach on its youth activities, the Arcola charged for these activities but ensured free access to those who needed it through a bursary scheme.

7.4.8 Given the current funding available, where we heard evidence that many organisations were scaling back their free provision, the Commission is supportive of models that enable cross subsidy to ensure that free provision remains in place for those children and young people in greatest need who would not be able to otherwise access the cultural opportunities available to them.

7.4.9 Given the current changes to local government funding, driven by national government, the Commission sees it as absolutely vital that the free provision that remains – whether that be universally free offers or from schemes with variable charging models – and is targeted at those in the most need. We heard views during the evidence sessions that the Council might do more here.

7.4.10 The Commission heard that there could be a greater role for the authority in helping organisations to identify those who genuinely required support and financial aid to access the cultural offer. This would allow the free offers that still existed, to be better targeted.



“We have strong engagement programmes, but these could be better if the Council was willing to help us identify the residents who would benefit from offers like Pay What You Can Tuesdays.”
Ben Todd, Arcola

This role for the Council appears to be increasingly important as other organisations who previously performing the function no longer did so. A Hackney Youth Parliament Member of the Commission noted that the Youth Parliament could be a very effective channel for reaching pupils, with 24 Members covering 18 schools,

7.4.11 We should note that constraints around data protection are likely to limit the ability of the Council to share information on individual young people who they feel might particular benefit from outreach. This said, we suggest that there could be room for a coming together of relevant areas of the Council and stakeholders (eg the Arcola theatre) to discuss a revised approach which

might better enable organisations to target free provision for young people at those who need it.

7.4.12 Organisations providing evidence to the review also said that the Council could do more to help them with their attempts to broker sponsorship opportunities for young members.. For example, The Cycling Club Hackney had successfully aided a young member to gain a sponsorship deal from a local restaurant. This opportunity delivered wider benefits for the young person than funding their interest in the sport. As part of the agreement the member had a set of duties; he was required to keep the bike (which had been sprayed in the restaurant colours) clean and also to write a regular blog. This had helped install a sense of responsibility in the young person and a commitment to developing their communication skills.

7.4.13 This review has not been able to explore any processes that relevant areas of the Council – most obviously Regeneration Delivery – follow, if and when enquiries are received from community organisations around how they may be supported to seek sponsorship opportunities. However, we note that one of the recommendations arising from the Living in Hackney Scrutiny Commission’s Review into Culture and the Arts, led to a recommendation around the Cultural Development Team establishing a forum in which cultural organisations could come together.

7.4.14 This considered, perhaps the most practical suggestion to move this forward is to ask that Officers from Regeneration Delivery attend this event. This would be to give interested organisations any advice that they have around how they may seek sponsorship opportunities, and information on any support that they may be able to offer through their relationships with businesses.

Living in Hackney Review of Culture and the Arts – Recommendation 1 – Facilitating regular coming together events for cultural organisations

The one off session held by the Commission was positively received by the cultural organisations attending as an opportunity to discuss mutually beneficial opportunities. There was an appetite for more of these opportunities being made available.

We ask that the Cultural Development Team explore the establishment a forum in which cultural organisations can come together to discuss the work that they are doing and any joined up approaches which may be beneficial to them.

We would suggest that a meeting once a year may be appropriate. It may be that after the initial establishment of the forum that the management of it is passed over to any organisation willing to take a lead.

Response to Recommendation by Cabinet Member for Health, Social Care and Culture

An annual cultural forum will be arranged so that cultural organisations based in the borough and potential partners (including housing providers and representatives from Tenant Resident Associations) can come together and exchange best practice. The forum will be an opportunity for the brokerage of partnerships between cultural

organisations, housing providers and community groups. The first forum is expected to take place in summer 2017.

Recommendation 7 - Exploring potential for helping external organisations with targeting of free offers

Suggested Lead – Cabinet Member for Health, Social Care, and Culture

The Commission heard from a range of organisations about the offering of cultural opportunities to children and young people across Hackney. They felt that the Council could play a greater role in helping organisations identify children and young people who required support and financial aid to access the cultural offer. This would enable organisations to better target the use of their resources. The Commission heard representations that data and information held by the Council could help with this task.

In response to a recommendation from the Living in Hackney Scrutiny Commission, the Cultural Development Team of the Council are arranging a forum for cultural organisations.

This is being designed as an opportunity for cultural organisations based in the borough and potential partners (including housing providers and representatives from Tennant Resident Associations) to come together share best practice and to broker partnerships.

We recommend that, as part of this, the Council identifies how it can use the information it holds to improve targeting of the cultural offers made to children and young people across Hackney and any financial assistance that is available.

We also recommend that Hackney Youth Parliament and the Council's Regeneration Delivery Team are included in this forum. Inclusion of the Regeneration Team would enable the sharing of advice on how organisations might develop their relationships with businesses and on any support that they are able to offer. We hope that this could help deliver more sponsorship activity.

We would hope that the work above might help inform the content of a new Cultural Strategy for the borough (acting as a refresh of the [Creative Hackney - cultural policy framework](#) published in 2010). This refresh would build further on the policy framework themes of the Council acting as a facilitator and enabler for the cultural sector. It would set out a defined approach around how we and other service providers can help the sector target any free or subsidised offers effectively, and to build relationships with a wider range businesses in the borough.

We suggest that the Group Director, Neighbourhoods and Housing takes overall oversight of this recommendation.

However, implementing this strategy effectively would require input and buy in from a range of Council and non-Council functions, wider than those based within the Cultural Development Team. As such, it is likely to need a cross-directorate

approach, drawing on research and insight from the Chief Executive's directly-managed area of the Council in addition to input from a number of areas (Public Realm, Regeneration, Housing) within the newly formed Neighbourhoods and Housing Directorate.

We ask that a progress update is given to the Commission of 5th April 2017.

7.4.15 Engaging young people on estates. Organisations providing evidence to the review indicated that engagement with residents living on estates could be improved. The Commission were reminded that there had been a wide ranging discussion around how the Council might do more to enable this, during Living in Hackney review of Culture and the Arts. This had led to two recommendations which sought to improve the level of information that residents living on estates received around the cultural offer in the borough. The details of these recommendations and the responses to them is provided below.

7.4.16 With the actions recommended by Living in Hackney being taken forward by the Council, we will not make fresh recommendations at this time around the engagement of young people on estates.

Living in Hackney Review of Culture and the Arts - Recommendation 3 – Using current community forums as opportunities for more cultural engagement on estates

Organisations attending the Commission were committed to engaging residents living on estates in their activities, and increasing awareness of the offer available. The Commission is keen that the opportunities for reaching residents through Tenant and Resident Associations (TRAs) or Neighbourhood Panels are harnessed to enable this.

While we would welcome an estate by estate approach, the large number of different TRA meetings (at the time of writing 26 separate TRAs were scheduled to meet between March and May of 2015), it may be more appropriate to focus on the meetings of the 6 Neighbourhood Panels. These panels bring together elected representatives of the TRAs in the surrounding area. This could be used as an opportunity for cultural organisations to build relationships with community leaders and to explore possibilities such as the delivery of cultural programmes on estates or publicity campaigns on their current offer.

We ask that the Cultural Development Team and the Resident Participation Team in Hackney Homes work together to:

- **Explore the forums which it might be most appropriate to seek involvement of cultural organisations within (the large number of TRAs may mean that it might be most effective to broker their involvement within Neighbourhood Panels)**
- **Seeking the agreement of the Chairs of the relevant forums for their details to be shared with a range of cultural organisations and to help facilitate discussions as necessary.**

Response to Recommendation by Cabinet Member for Health, Social Care and

Culture:

Representatives of the Resident Participation Team and the Cultural Development Team will attend a future session of the Resident Liaison Group, and following recommendations will subsequently work collaboratively with Neighbourhood Panels and the alternative forms of engagement (AFE) mechanisms (e.g. African/Caribbean housing group Turkish/Kurdish housing group, Asian Women group), in 2016 and highlight the opportunities that exist for closer work between residents and cultural organisations.

Neighbourhood Panels & AFE groups will also be informed of the annual cultural forum so that interested parties are able to attend.

The Resident Participation Team will seek agreement from the chairs of the Neighbourhood Forums and AFE groups that their details are shared with a range of cultural organisations and to help facilitate discussions as necessary.

Living in Hackney Review of Culture and the Arts – Recommendation 4 - Establishing links between cultural organisations and other housing providers

We think that that Council's links with other housing providers could be used to help organisations in their efforts to engage residents on estates.

The Council-managed Better Homes Partnership brings together a range of housing providers to help set the overall strategic vision for housing in Hackney and to secure partners' commitment and action to delivering the vision.

Meetings are held three times a year.

We see value in making the Better Homes Partnership aware of the commitment of cultural organisations to the engagement of residents living on the estates that they manage, and inviting thought as to how they could support this,

We hope that this could help deliver outcomes such as joined up bids to the Arts Council for the delivery of specific programmes on estates, and the utilisation of any underused community spaces.

As a starting point, we ask that the Cultural Development Team seek to add a 'better links with cultural organisations' item to a Better Homes Partnership agenda.

This item would be used to advise the Partnership of the work emerging from the visit by Living in Hackney, and to facilitate a discussion around how the Partnership may be able to build stronger working relationships with the organisations.

We would hope that this meeting could then foster involvement of Registered Housing Providers with the regular coming together of cultural organisations (Recommendation 1).

Response to Recommendation by Cabinet Member for Health, Social Care and Culture

A member of the Cultural Development Team will attend the Housing Management Forum of the Better Homes Partnership and subsequently a Board meeting to raise awareness of the cultural landscape of the borough and to explore opportunities for closer working between housing providers and cultural organisations within Hackney. Both actions will take place before October 2016.

8. CONCLUSION

8.1 This review has been wide ranging.

- 8.2 In the area of Educational Opportunity, we have seen data highlighting the accelerated improvements in educational attainment which have been achieved in Hackney over recent years. These changes have altered a situation from one of children and young people in Hackney being projected to reach educational outcomes below those living elsewhere, to one where they consistently outperform the national average.
- 8.3 This said, we have heard how further successes are needed in the addressing of inequalities in the development and attainment of some groups compared to others in the borough. We heard of some of the targeted extra-curricular interventions being delivered to do this.
- 8.4 We welcome these and hope that they will help narrow and close progress and attainment gaps. However, we also gained insight from Schools, the Hackney Learning Trust and young people themselves, around prevailing barriers for some groups to both participation in extra-curricular opportunities, and in gaining maximum benefit from school generally. These are not likely to be conducive towards driving out inequality.
- 8.5 Geographical factors and unstable housing situations appear to act as significant practical barriers. There was common agreement that young people and their families finding themselves living far from a school could put effective learning at school and involvement with extra-curricular activities at risk. In a climate where there were more fluid housing situations generally, it was increasingly challenging for schools and the Hackney Learning Trust to give support to those who were in need of it.
- 8.6 We also heard about cultural barriers in education. Language barriers could affect the extent to which parents were able to engage. Some parents could be further persuaded of the benefits of education and the time that young people needed to be invested in it to reach their potential. A lack of value given by them to some subjects could constrain the choice of their children.
- 8.7 Moving onto vocational opportunity, we heard about a range of work by schools, the Council and the Hackney Learning Trust to enable work experience opportunities for young people, to give advice, support and training, and to provide and broker apprenticeships. We are encouraged by the data provided on the Hackney 100 programme that shows it being accessed by a wide range of community groups.
- 8.8 This said we have heard how, more broadly, inequality in outcomes for some groups transfer from education, into the world of work. This is expressed by the contrasting shares of young people from different community groups who find themselves not in Education, Employment or Training during early adulthood.
- 8.9 We had a useful and insightful discussion with business leaders. From this, and whilst celebrating the diverse economy now operating here, we are concerned that without continued interventions like the Hackney 100, that

there is a risk of opportunities continuing to be delivered in a way which allows inequality to play out. Certainly, based on their accounts of there being high competition for entry level opportunities and a willingness of large numbers to work for very little or nothing in return for gaining experience, there appears to be an obvious challenge for young people unable to draw on parental support or other financial backing to compete evenly with those with this provision.

8.10 We also heard voices of concern from businesses around the extent to which young people were work ready upon their entry to the labour market and the extent to which they were aware of the standards which would be expected of them, and of the path to wealth being likely to be slow-burning and hard won.

8.11 The views of businesses that, as a way of addressing this, young people should be given greater opportunities to gain insight into the world of work, was one which was matched by young people themselves. Work experience opportunities were received positively (although the offer of this by schools was reported by some as patchy and not open to all, with others saying that good quality placements relied on personal networks). There was an appetite for careers fairs and for employers to talk to young people about their industries. Apprenticeships was one area where work might be needed turn around negative views of some young people and parents.

8.12 On cultural opportunity, we have heard about a large, diverse and exciting offer, delivered for young people both by the Council and, more substantially, external organisations. We have received evidence and practical examples showing the wide ranging benefits that engagement in culture, sports and the arts can have.

8.13 To ensure that all community groups are able to benefit, it appears that tailored and targeted provision is needed. We welcome the efforts of internal and external services around this which we heard during the review.

8.14 Again on the involvement of different groups in the cultural offer, during our discussions with external providers we heard about two principle barriers for young people. On parental engagement, we heard about the approaches of organisations to seeking the involvement of parents, and of successful efforts to mitigate the effects of low parental interest where these was found.

8.15 We also heard about financial barriers, and the approaches of organisations to preventing this from stopping participation. On this, we think that there could be a greater role for the Council in supporting organisations to more effectively target their reduced or free provision at those who would most benefit. In addition and in the current climate of reduced Government support, we hope that the Council might better broker relationships between more businesses in the borough and cultural organisations. We heard about success sponsorship schemes and hope that this approach might be expanded.

8.16 From young people themselves, we heard positive accounts around the offer in the borough. Parks, sports facilities and Youth Centres and Clubs came out particularly positively.

8.17 This said, there were concerns about how accessible and young people friendly these facilities were. In addition, there were wider views that considerations that needed to be given to issues around personal safety impacted on the ability to feel free. On the changing nature of the borough, there were questions among some young people around the extent to which new environments were open to them, and the extent to which residents new to communities engaged with the old.

8.18 The recommendations in this report are a reflection of the learning points above. We hope that these and the wider findings can help further ensure that the views and needs of young people in the borough are embedded within the Council's approach to make Hackney a Place for Everyone.

9. CONTRIBUTORS, MEETINGS AND SITE VISITS

The review's dedicated webpage includes links to the terms of reference, final report and Executive response (once agreed). This can be found at <http://www.hackney.gov.uk/Contributory-review-to-place-for-everyone.htm>

Meetings of the Commission

The following people gave evidence at Commission meetings or attended to contribute to the discussion panels.

Thursday, 10th September, 2015:

- Pauline Adams: Head of Young Hackney
- Anne Canning: Acting Director of Children's Services
- Annie Gammon: Headteacher, Stoke Newington School and Sixth Form
- Catriona Maclay: Founding Director, Hackney Pirates
- Louise Nichols: Executive Head, Gayhurst and Kingsmead Primary Schools
- Kome Owuasu: Development Officer/Family Support Worker, African Community School
- Kristine Wellington: HCVS Children & Families Development Advisor

Thursday, 8th October, 2015:

- Dan Beaumont: Co-founder, Dalston Superstore, Voodoo Ray's and Dance Tunnel
- Richard Dennys: Head of Digital Business Academy, Tech City UK
- Remi Landaz: Co-founder, Mainyard Studios Ltd
- Kofi Oppong: Founder, Urban MBA

Monday, 9th November, 2015:

- Keir Apperley: Manager of Cycling Club Hackney
- Susie McKenna: Creative Director, Hackney Empire

- Ben Payne: Co-Director, Ministry of Stories
- Doctor Ben Todd: Executive Director, Arcola Theatre
- Pauline Adams: Head of Young Hackney

Site Visits

The Commission made the following site visits for this review.

- 30th October 2015: Discussion with Turkish and Kurdish Young People
- 18th November 2015: Discussion with Members and Leaders of Access to Sport
- 3rd December 2015: Discussion with Members of Hackney Quest
- 10th December 2015: Discussion with Members of North Youth Forum

10. MEMBERS OF THE SCRUTINY COMMISSION

- Councillor Tom Rahilly (Chair)
- Councillor Christopher Kennedy (Vice Chair)
- Councillor Soraya Adejare
- Councillor Mete Coban
- Councillor Tom Ebbutt
- Councillor Abraham Jacobson
- Councillor M Can Ozsen
- Councillor Caroline Selman
- Councillor Louisa Thomson
- Councillor Abraham Jacobson
- Councillor Cllr Margaret Gordon*
- Councillor James Peters
- Sophie Conway Parent Governor Co-optee
- Rabbi Judah Baumgarten Orthodox Jewish Co-optee
- Ernell Watson, Free Churches Group of Churches Together in England Co-optee
- Shuja Shaikh, North London Muslim Association Co-optee
- Richard Brown Church of England Co-optee
- Louis Comach, Hackney Youth Parliament Co-optee
- Ella Cox, Hackney Youth Parliament Co-optee
- Skye Fitzgerald McShane, Hackney Youth Parliament Co-optee
- Kyla Kirkpatrick Parent Governor Co-optee
- Jo Mcleod Hackney School Governors Association Co-optee

*replaced Cllr Ian Rathbone who stood down from the Commission during the year

Overview and Scrutiny Officer: Tom Thorn ☎ 020 8356 8186

Legal Comments: Dawn Carter-McDonald ☎ 020 8356 4817

Financial Comments: Jackie Moylan ☎ 020 8356 3032

Lead Director: Anne Canning ☎ 020 8356 7344

Relevant Cabinet Member: Cllr Anntoinette Bramble

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Cabinet Response to the Children and Young People Scrutiny Commission Review into Hackney, A Place for Every Child and Young Person

CABINET MEETING DATE

11 October 2016

CLASSIFICATION

Open

WARD(S) AFFECTED

All Wards

CABINET MEMBER

Cllr Anntoinette Bramble
Children's Services

KEY DECISION

No

GROUP DIRECTOR

Anne Canning
Children, Adults, Community Health (Acting)

1. Introduction

- 1.1. Hackney has seen many changes over the last 15 years and even the most positive changes can have impacts that may be unforeseen. This is why the Council launched the 'Hackney: A Place for Everyone' consultation in order to ask our residents, and those who work here, their views of the Borough as it is now, and as it should be in the future.
- 1.2. The report produced by the Scrutiny Commission has added valuable information to that process, and has also helped highlight how children and young people are at the very heart of the work of this Council. But it has also highlighted how the financial difficulties of the last few years have impacted our services' abilities to help all those who need our assistance.
- 1.3. Despite these difficulties improving the opportunities for our children and young people remains one of the main priorities for the Council, and is at the centre of my work as Cabinet Member. Because the results of all our efforts are perhaps needed now more than ever.
- 1.4. I commend this report to Cabinet.

2. Recommendation

- 2.1. The Cabinet is asked to approve the content of this response.

3. Executive Response to the Scrutiny Recommendations

Recommendation One	
<p>a) We recommend that in developing the response to Hackney a Place for Everyone, the Council should place the lives of children, young people and their families at the heart of our vision for the borough. Our success should be measured by our ability to provide equal opportunities for all children in Hackney. Our strategy should recognise the importance of a wide range of service areas to achieving this vision and their contribution to it should be a measure of our success. We recommend that the Council investigate the approaches being piloted by some other authorities, such as “<i>Child Friendly Leeds</i>” and identify lessons for Hackney.</p> <p>As part of its overall programme of work, we recommend that the Council develops strategies that are focused on narrowing the education, health, vocational and cultural opportunities experiences by different groups of children and young people in Hackney. Alongside the current work taking place to identify how the attainment of black boys in Hackney can be improved, we recommend that resources are dedicated to developing a strategy for improving the attainment of Turkish, Cypriot and Kurdish children in Hackney.</p> <p>We ask that an update on progress is presented to the Commission on 5th April 2017.</p>	<p>Improving the life chances of all of our young people and making sure they have a range of opportunities to develop their potential is one of the key drivers in all of our work.</p> <p>To achieve this we provide a wide range of services in children’s centres, popular and effective youth services, a wide range of early help provision, good schools and strong social care systems that keep children safe and supports families.</p> <p>We are always ambitious to improve our effectiveness and will carefully consider approaches from other Local Authorities to see if there are lessons to be learnt for Hackney.</p> <p>There is work currently underway to raise the attainment of black boys in Hackney. We will investigate how we can use lessons learnt from the early stages of this work to raise the attainment of Turkish, Cypriot and Kurdish children in Hackney</p> <p>Progress will be reported to the commission in April 2017</p>
<p>b) We also recommend that success in narrowing the gaps in attainment between different groups of children and young people is reported to the Commission on an annual basis. This should be via</p>	<p>We currently report attainment gaps among different groups of pupils in Hackney schools on an annual basis. We are in a position to measure and monitor the attainment gaps at Key Stage 2</p>

<p>the Annual Update on Achievement of Students at Key Stage 2 and 4 item that the Commission receives. This item should be revised to include breakdowns of attainment by different groups in Hackney – by ethnicity, gender, Pupil Premium / non Pupil Premium eligibility. This item should also be expanded to include attainment data (by different groups) at the Early Years Foundation Stage.</p> <p>We ask that this item is submitted to the Commission meeting of 5th April 2017.</p>	<p>(KS2), Key Stage 4 (KS4) and Early Years Foundation Stage Profile (EYFSP) between groups of pupils by; ethnicity, pupil-premium/ non-pupil premium and gender.</p> <p>The only caveat would be around ethnicity data at EYFSP at private, voluntary or independent (PVI settings). However, reporting of attainment gaps, at all Key Stages – including the gap between pupils with English as an additional language (EAL) is routine and embedded in Hackney Learning Trust. We will brief the commission on this information, and on how we seek to address disproportionality between groups.</p>
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<p>Recommendation Two</p> <p>a) We recommend that the Council further investigates how it can further support models like the integration of Young Hackney with school provision, along with other provision including that Commissioned by a school. In doing so the Council should aim to ensure that those groups of children and young people who are currently reaching lower levels of achievement than their peers - including children of African and Caribbean and Turkish, Cypriot and Kurdish heritage – are effectively supported to improve their education.</p> <p>We ask that an update on progress is presented to the Commission on 5th April 2017.</p>	<p>Young Hackney currently works with the borough’s secondary schools to deliver early help based upon a systemic understanding of the key relationships in a child or young person’s life, and, in particular, the critical influence of peers and family members.</p> <p>The majority of secondary schools in Hackney have an allocated Young Hackney team that work with them to identify students who require additional support to participate and achieve. Our teams work with schools to consider what support the service can provide to support the delivery of Personal, Social and Health Education for all students.</p> <p>Whilst Primary schools do not have an allocated Young Hackney team they may still refer children to First Access & Screening Team (FAST) for screening, assessment and allocation to early help services including Young Hackney, Family Support, and Children’s Centres.</p>
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<p>b) The Commission would welcome regular reports on the use of Young Hackney and other services to support the engagement of all children and young people in education in Hackney and its effectiveness in closing the gaps between the attainment levels of different groups of children and young people. To enable this, we ask that the Young Hackney section of the Children’s Social Care Bi-annual report gives more detail of the extent of their work with education providers to help drive up engagement and to address attainment gaps.</p> <p>We ask that this is in place in time to be reflected within the second report of 2016/17.</p>	<p>The new tender for the Connecting Young Hackney framework of commissioned youth organisations has been developed in two lots, to increase the potential for the delivery of time limited projects that support aspiration and attainment. Whilst schools will continue to directly contract a range of providers for curriculum support, the list of providers on the Connecting Young Hackney Framework will be made available to schools. It is hoped that this may encourage the use of voluntary sector organisations located within the community and representative of cultural groups.</p> <p>An update will be reported to the commission in April 2017.</p> <p>When preparing the next bi-annual report the Young Hackney service will provide a section on the work of Young Hackney, and its impact on promoting engagement and raising standards.</p>
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<p>Recommendation Three</p> <p>The Commission would welcome further information about the assessments carried out when the Council is providing temporary housing</p>	<p>The London Borough of Hackney has undergone a rapid change in its socio-economic profile as improved transport links, good</p>
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<p>or re-housing a family and the extent to which they detail the circumstances and needs of children and young people in the family, including in relation to their education and ability to remain at a particular school. We would also welcome further information about whether a change in housing circumstances, where the Council is involved, triggers any wider assessment or offer of support to the family.</p> <p>We request that this information is made available in the response to this report.</p>	<p>schools and parks, a vibrant local economy, has made Hackney a particularly attractive place to live especially for young professionals and new families. Average house prices have increased by over 63% over the course of the last 5 years, which has had a corresponding impact on the local rental market, where rents have increased by between 32% and 75% over the same period.</p> <p>But this means that the borough is rapidly becoming unaffordable for existing communities. Rent levels remain high and affordability is a primary obstacle to retaining accommodation within the borough.</p> <p>At the same time the Housing Benefit subsidy rate (the amount Hackney receives to cover Housing Benefit on Temporary Accommodation) has been frozen since 2011. A position which is being exacerbated due to ongoing welfare reform, benefit caps and growing restrictions on overall benefit entitlement.</p> <p>Due to rising rents and benefit restrictions it is now extremely challenging to obtain temporary accommodation across Greater London, at a cost which is affordable for residents or councils. This is especially true for family accommodation for families with a 2 or 3 bed need where new supply is virtually non-existent. Most London boroughs are now placing households out of London due to lack of supply.</p> <p>In Hackney at the point of a homeless application a "Housing Advice and Homelessness Affordability and Accommodation Suitability Questionnaire" is completed. This questionnaire</p>
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asks key questions about the circumstances and needs of children and young people in the family, including in relation to their education. The information collated includes:

- Details of all the children in the household
- Their age, year group and the school they attend.
- How they travel to school
- Whether they are at a critical school age (for example studying for GCSE's)
- Whether the children have any additional support needs
- Whether the children or household members have any medical conditions
- Any special circumstances which require the household to remain in the borough or nearby.

This information is considered during any placement offer. If suitable accommodation is available then applicants with children will be housed in Hackney or surrounds so they can maintain key links including education. However demand for family housing greatly exceeds supply, and in reality due to these challenges it is sadly not practical to provide local temporary accommodation for every family with children in education.

As the borough faces severe pressure on housing and constrains on supply it is increasingly necessary to make decisions about the suitability of out of borough / London placements for households with children. In many cases housing out of London is more sustainable in the longer term, with lower rents allowing households to better meet subsistence costs. Out of London placements are only ever used

where suitable and affordable accommodation is not available in London, or there are good reasons why the family should not be housed in London.

In making a decision on placements the Council will aim to prioritise those households with additional educational support needs for a local placement. For example households containing a child with special educational needs who are receiving education in Hackney, where a change of school could be detrimental to their well-being would be prioritised for a local placement.

The Council also recognises that it is important for children to remain at the same school at critical periods (such as when they are within 6 months of key exams including GCSE's or A Levels). In these circumstances the Council will aim to prioritise these families for a placement within 60 minutes travelling distance on public transport of their existing school. However due to the severe shortage of affordable accommodation in London this cannot be guaranteed in every occasion.

In reality due to the challenging housing situation across London, and the numbers of families approaching as homeless, other families with children in education (with no other grounds for a local placement) cannot be prioritised. Education and attendance at local schools will not be considered a reason to refuse accommodation. When a placement means that a vulnerable family are placed are placed outside of London, Hackney will ensure that the family receive appropriate support including help to access local schools and

	services.
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<p>Recommendation Four</p> <p>We recommend that the Council investigates whether information held across its services can be better used to identify children, young people and parents who are likely to need additional support and how, in partnership with schools, this information can be used to trigger specific support for children, young people and their families. The Commission heard evidence about the particular impact of housing on opportunities for children and young people and requests that information from the Council's housing services are particularly considered as part of this. We request that options for improving information sharing and support are presented to the Commission.</p> <p>We ask that options are presented to the Commission meeting of 5th April 2017.</p>	<p>The First Access & Screening Team (FAST) was launched in October 2015 following a Children & Young People's Service restructure which merged and remodelled the former Partnership Triage and First Response Team.</p> <p>The merger of the two services has created a single 'front door' which joins social work screening activity with co-located partners from police, probation and health services, and which is supported by skilled data researchers. FAST also has close working relationship with Hackney Learning Trust, Hackney Housing and a range of local providers. Working together FAST are able to make rapid decisions about the support children need, facilitating prompt access to services based on a broad range of intelligence, information and professional judgement.</p> <p>In March 2016, a letter was sent to all Head Teachers in the borough setting out how information would be shared. This has clarified FAST's responsibility to manage issues of consent and confidentiality at all times, whilst making certain to schools that the children and young people who attend are fully informed of the decisions and actions arising out of a child coming to notice of FAST. The full operational protocol is available on the City & Hackney Safeguarding Board website: http://www.chscb.org.uk/protocols-guidance-and-procedures/</p>
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	We will review the impact of the current protocol for sharing information and report back on 5 th April, 2017.
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<p>Recommendation Five</p> <p>We recommend that the Council investigates how it can work with schools to better support parental engagement in children and young people’s education. We recommend that the Council forms a working group with Turkish and Kurdish parents to investigate whether there are particular programmes or initiatives that will help support parents from these communities to engage with their children’s education.</p> <p>We ask that a progress update is given to the Commission of 5th April 2017.</p>	<p>We currently offer a wide range of information, advice and guidance for parents to support them at every stage of their child’s education.</p> <p>This includes universal access to parenting programmes, ‘drop-in’ sessions with identified professionals; support for parents in understanding school processes and procedures, and information sessions supporting parents with the transition from primary to secondary education.</p> <p>We support schools who wish to further refine how they engage with parents. This work includes accredited training for colleagues in working with parents and bespoke advice to individual schools. We also work with school-based, community organisations to help them to better support parents with the education of children and young people from their communities.</p> <p>We will continue to work with schools to encourage them to identify how they can further improve the engagement of any groups who may need more specific support to ensure that the voice of these parents is heard.</p> <p>This would include working with schools and community groups to improve engagement with those parents who, because of language and particular cultural factors, feel particularly disadvantaged.</p>
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	<p>A council of Turkish and Kurdish parents, who could engage with school leaders to better identify parental engagement with this group of parents, should be set up. We can ask leaders of schools where there is a significant number of Turkish and Kurdish parents to sit on this Council. Together school leaders and parents can identify common barriers, celebrate and share best practice in engaging with members of these communities, and identify any additional support that could be given. This model could be replicated for any other groups which are identified as being harder to reach.</p> <p>Progress will be reported to the commission in April 2017</p>
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<p>Recommendation Six</p> <p>a) The Commission recommends that the Hackney Learning Trust works with secondary schools to improve the consistency of the work experience offer provided to children across Hackney; this was found to vary significantly by school. Support should be tailored to each child – enabling a range of activity from access to university to support for the transition in to work. The Commission recommends that help should be focused on those children and groups who are at greatest risk of being NEET and least likely to receive support from elsewhere.</p> <p>On this point, we understand that the London Borough of Newham have introduced a model in which the local authority itself plays a greater role in brokering work experience placements for children in Years 10 and 11. We welcome and celebrate the role of our</p>	<p>Unfortunately changes in legislation meant that it is no longer statutory for schools to provide work experience for under 16s and Education Business Partnership (EBP) no longer receive Government funding. Hackney Learning Trust (HLT) has encouraged schools to continue to offer it and most still do. With concerns over the new GCSEs requiring more teaching time and the expense of organising work experience placements, HLT are aware of, and have spoken to, several schools who plan to stop or reduce their work experience in Year 10.</p> <p>However, most schools still currently use Inspire, the Hackney EBP to source all or some of their placements as work experience placements are very costly to manage if they are to be of a high quality.</p>
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<p>Council in delivering opportunities through its Hackney 100 Programme. However, we have heard from young people that the extent to which they have been aided within their school to access good quality placements might vary. In addition, we have heard that pupils without access to particular networks can fare worse in their securing of quality work experience.</p> <p>We ask that the Hackney Learning Trust explores whether a similar model to that in Newham could be employed by Hackney.</p> <p>We ask that a progress update is given to the Commission of 5th April 2017.</p> <p>b) The Council should work to increase the number and quality of offers it makes through its apprenticeship scheme both directly and by facilitating links to partners across Hackney. The Council should consider how it can use its regeneration and economic development programme to further develop support for children and young people including quality work placements. The Council should assess how it can increase the proportion of Hackney 100 placements that are awarded to children who are eligible for free school meals.</p> <p>We ask that a progress update is given to the Commission of 5th April 2017.</p>	<p>HLT officers working in schools will continue to promote the value of work experience and encourage schools to offer such opportunities to their students, as this Council believes in the value of good work experience and the benefits that our children and young people gain from them.</p> <p>An update will be reported to the commission in April 2017.</p> <p>Hackney Learning Trust (HLT) is involved in the development of the wider Council apprenticeship programme and is promoting that any such offer must include a range of opportunities that can be accessed by students from a range of backgrounds and ability levels including supported internships for young people with Special Educational Needs (SEN) in the programme. A SEN pilot has been brokered by HLT and delivered by The Tower Project and Hackney Community College, HLT is keen to offer placements for the pilot and it is hoped that LBH can also be involved.</p> <p>Progress will be reported to the commission in April 2017</p>
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<p>Recommendation Seven</p> <p>We recommend that, as part of this, the Council identifies how it can use the information it holds to improve targeting of the cultural offers made to children and young people across</p>	<p>The Cultural Development Team will work with the Chief Executive's Policy Team to identify groups that the Council would recommend that creative and cultural organisations</p>
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<p>Hackney and any financial assistance that is available.</p> <p>We also recommend that Hackney Youth Parliament and the Council's Regeneration Delivery Team are included in this forum. Inclusion of the Regeneration Team would enable the sharing of advice on how organisations might develop their relationships with businesses and on any support that they are able to offer. We hope that this could help deliver more sponsorship activity.</p> <p>We would hope that the work above might help inform the content of a new Cultural Strategy for the borough (acting as a refresh of the Creative Hackney - cultural policy framework published in 2010). This refresh would build further on the policy framework themes of the Council acting as a facilitator and enabler for the cultural sector. It would set out a defined approach around how we and other service providers can help the sector target any free or subsidised offers effectively, and to build relationships with a wider range businesses in the borough.</p> <p>We suggest that the Group Director, Neighbourhoods and Housing takes overall oversight of this recommendation.</p> <p>However, implementing this strategy effectively would require input and buy in from a range of Council and non-Council functions, wider than those based within the Cultural Development Team. As such, it is likely to need a cross-directorate approach, drawing on research and insight from the Chief Executive's directly-managed area of the Council in addition to input from a number of areas (Public Realm, Regeneration, Housing) within the newly formed Neighbourhoods and Housing Directorate.</p>	<p>could target in directing discounted admission prices. Policy and Cultural Development Officers will explore how the Hackney Youth Parliament can contribute to this process.</p> <p>An annual cultural forum will be arranged so that creative and cultural organisations based in the borough and potential partners can come together and exchange best practice. This will be used as an opportunity to share and promote this information, and to collect feedback and suggestions. The first forum is expected to take place in summer 2017.</p> <p>The Cultural Development Team will work with the Policy Team to produce a Cultural Strategy for the borough, although the small size of the team could mean that additional resources are required to undertake this work.</p> <p>The Cultural Development Team is to be transferred to the Chief Executive's Division in September 2016 so it may be more appropriate that responsibility for oversight transfers as well.</p> <p>Progress will be reported to the commission in April 2017</p>
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We ask that a progress update is given to the Commission of 5 th April 2017.	
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REPORT OF THE CHIEF EXECUTIVE		
OVERVIEW AND SCRUTINY REPORT OF COMMUNITY SAFETY SOCIAL INCLUSION SCRUTINY COMMISSION ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING BILL: MEASURES FOR TACKLING ASB CSSI – 11 th April 2016 Cabinet – 31 st October 2016 Council – 30 th November 2016	Classification Public	Enclosures Appendix 1 Report of review on 'Anti-Social Behaviour, Crime and Policing Bill: Measures for Tackling ASB'. Appendix 2 Executive Response
	Ward(s) affected All	

Introduction

The aim of the '*Anti-Social Behaviour, Crime and Policing Bill: Measures for Tackling ASB*' review, was to look at the range of new powers that were being introduced by the Anti-social Behaviour, Crime and Policing Act 2014 and to understand the new measures available to the Council to tackle ASB. The Commission wanted to be reassured the right balance between enforcement and support was being attained, and satisfactorily used to tackle ASB. In addition the review assessed if Councillors were aware of these measures.

The review recognized the importance of partnership working to ensure there is the right balance between enforcement and support and highlighted the importance of making sure any policy change is underpinned by a strong evidence base.

The recommendations from this review were aimed at helping the Council to reflect on the lessons learned from the PSPO withdrawal and highlighted the need for proposed changes to be conducive to inclusive and overarching consultation. In addition, the review recommends how support to Councillors could be improved so they have a clearer understanding of the roles and responsibilities of the lead agencies; enabling Councillors to better support Hackney residents who may have ASB concerns.

The Commission hopes this review will serve as a good reference as the Council embarks on a review of its ASB priorities to produce a new ASB enforcement strategy.

RECOMMENDATION

Council is requested to note the Commission's report and the response to it from the Executive.

Report originating officer: Tracey Anderson, Overview and Scrutiny Officer,
Tel: 020 8356 3312.

**REPORT OF THE COMMUNITY SAFETY AND SOCIAL INCLUSION
SCRUTINY COMMISSION****Anti-social Behaviour, Crime
and Policing Bill: Measures for
Tackling ASB**

Community Safety and Social Inclusion
Scrutiny Commission – 11th April 2016
Cabinet – 31 October 2016
Council – 30 November 2016

Classification**Public****Enclosures****Anti-social behaviour
casework -
Questionnaire (CSSI
review)****Anti-social behaviour
casework- Results
(CSSI review)**

**Report title: Anti-social Behaviour, Crime and Policing Bill:
Measures for Tackling ASB**

Municipal year: 2015/16

FOREWORD

The Anti-social Behaviour Crime and Policing Act 2014 introduced six new powers to replace a range of provisions to tackle anti-social behaviour (ASB). Following news coverage of Hackney's Council's implementation of one of these new powers, the Public Space Protection Order (PSPO), the Commission felt that it was important to identify if the new powers would assist the Council and its partners to improve their response to reports of ASB for the benefit of all residents.

The review points out that despite an overall reduction in ASB, the borough has seen an increase in incidents relating to begging/vagrancy, street drinking mainly around Hackney Central and in the two Night Time Economy Areas as well as sex work activity in other specific areas of the borough. The review found that the Council and partner agencies welcomed, in particular, those new measures where they can apply positive conditions. The Commission noted that under the Anti-Social Behaviour, Crime and Policing Act 2014, the DPPO and the Dog Control Orders will lapse after October 2017 and the legislation will transition them into PSPOs with the same conditions. In looking at the PSPO that was introduced in Hackney Central, the review underlines the importance of proposed changes being conducive to inclusive and overarching consultations which are supported by a robust evidence base. Along with the importance of continued partnership working to include both Tenant and Resident Associations (TRA) and Tenant Management Organisations (TMO) in particular when dealing with ASB on our estates.

The Commission found that a number of Councillors did not feel confident in handling ASB casework and reported to have a vague understanding of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in relation to ASB.

By conducting this review, the Commission hoped to gain a better understanding of the balance between enforcement and support; to establish if and to what extent Councillors and other stakeholders were aware of the measures available to them to support victims of ASB; and to obtain information about the new powers and their possible impact.

I would like to thank the Council, all Councillors and external participants for contributing to this review – Hackney Homes Board and ASB Champion, Hackney Downs Ward Panel, Hackney Metropolitan Police, Thames Reach and the Wenlock Barn TMO.

Cllr Carole Williams

Chair- Community Safety and Social Inclusion Scrutiny Commission

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1. INTRODUCTION

- 1.1 Local councils have a duty under the Crime and Disorder Act 1998¹ to include ASB in their community safety plans. In Hackney, ASB accounts for the largest proportion of 101 calls and complaints. The Council is committed to using available measures to tackle ASB by working with partners including Hackney Police. The Council's Corporate Plan² states, "We will work to balance the needs of residents, with a vibrant and growing night time economy, working to cut alcohol related crime, noise and ASB". The Council's community strategy Hackney's Sustainable Community Strategy 2008-18³ also prioritises making the borough a safer place to live, work and to do business and to visit and to help people feel safe in Hackney.
- 1.2 The government introduced new measures to tackle ASB in the Anti-social Behaviour Crime and Policing Act 2014, which came into effect on 20th October 2014. The Act has replaced nineteen separate powers with six new ones. These new powers cover civil injunction, the criminal behaviour order (CBO), community protection notice, PSPO, closure power and the dispersal power. The aim of the legislation is to make the responses to ASB more victim centred and to streamline the powers for the police to tackle various behaviours.
- 1.3 The Commission conducted this review to highlight how the Council can best tackle ASB for the benefit of all residents and assess the process and impact of the new measures.
- 1.4 The Commission invited local Councillors and Ward Panel Chairs to take part in an online questionnaire entitled '*Anti-social behaviour casework (CSSI review)*'. The questionnaire was open from 13th September 2015 to 21st October 2015. Eighteen Councillors from 14 different wards and 3 Ward Panel Chairs completed the questionnaire. The Commission was able to acquire a better understanding of local Councillors' experiences when dealing with ASB casework, as well their understanding of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) and their role and responsibilities in dealing with ASB cases.
- 1.5 It was important to identify if the new powers would assist the Council and its partners to improve in their response to reports of ASB and to establish Councillors' and stakeholders' level of awareness of how they can use the new measures to support victims of ASB. This review helped the Commission to understand how enforcement and support were being balanced as well as obtain information about the new powers available under the Act. The Commission received information about the publication and subsequent withdrawal of the PSPO.
- 1.6 This scrutiny review set out to answer the following core questions:
- What does ASB in the borough broadly look like; when and where does it occur?
 - What implications have the new measures had on the Council's and their stakeholders' ability to tackle ASB?

¹ www.legislation.gov.uk/ukpga/1998/37/contents

² www.hackney.gov.uk/Assets/Documents/corporate-plan-2013-14-to-2014-15.pdf

³ www.hackney.gov.uk/Assets/Documents/scs.pdf

- How are these new measures used to tackle ASB and to what extent are stakeholders satisfied with their use?
- 1.7 In the review, the Commission heard from the Council, local Councillors and key partners, to better understand their experiences of ASB casework and how they use the new powers to tackle ASB crime and disorder. The information gathering included detailed discussions with the Council's Head of Safer Communities; Hackney Homes ASB and Estate Safety Manager; the Cabinet Member with lead responsibility for crime and community safety Deputy Mayor Councillor Sophie Linden; representatives from Thames Reach; the Vice-Chair of Hackney Homes Board; the ASB Champion; the Chair of Hackney Downs Ward Panel; and the Wenlock Barn TMO Manager.
 - 1.8 The review helped to inform the Commission about the benefits and disadvantages of the new measures to tackle ASB and the importance of partnership working.
 - 1.9 The Commission gathered evidence for this review during three meetings, from an online questionnaire which was sent to all local Councillors, and desktop research. The Commission received detailed and extensive reports from officers and service providers. Details of these meetings can be found with the agendas for [9th July 2015](#)⁴, [8th September 2015](#)⁵ and [15th October 2015](#)⁶ meetings. In this report, we draw out the main themes from our findings and the basis for our recommendations.
 - 1.10 The Commission is grateful for the input into this review from all participants. Our findings and recommendations for future activity are based on these discussions and take into consideration information and recommendations made by our colleagues on other Scrutiny Commissions as set out in the main body of the report below.

2. SUMMARY, RECOMMENDATIONS AND OUTCOMES

- 2.1 The summary of our key findings and recommendations are outlined below. The full findings are presented in Section 5 of the report.
- 2.2 This review looked at the new measures to tackle ASB and investigated if the new powers helped or hindered the Council's ability to respond effectively to ASB complaints. The Anti-social Behaviour Crime and Policing Act 2014 came into effect on 20th October 2014. The Council restructured its Community Safety Team in December 2013. This restructure embedded new processes for dealing with ASB complaints. The new processes require services to take a more holistic approach, working in partnership to focus more effectively on persistent causes of ASB. In addition concerns were raised by the public about the introduction of a PSPO - one of the new powers introduced with the new Act.
- 2.3 As part of this review, the Commission invited the LBH Safer Communities team, Hackney Homes and Hackney Metropolitan Police Service (MPS) to outline the various types of ASB in the borough and when and where it occurs. The Commission learnt that despite an overall reduction in ASB, there had been an increase in incidents relating to begging/vagrancy, street drinking and sex work activity (in certain areas of the borough). The main areas affected

⁴ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3324&Ver=4>

⁵ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3325&Ver=4>

⁶ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3326&Ver=4>

are Broadway Market, Hackney Central, Well Street and the Night Time Economy (NTE) areas in Dalston and Shoreditch. The two NTE areas account for 50 per cent of recorded incidents. The majority of Hackney Homes ASB cases relate to noise and currently represent 51 per cent of the caseload.

- 2.4 The Commission heard that the Council and partner agencies welcomed the new measures in particular the community trigger, community remedy (giving the ability to apply positive conditions to specific orders), and dispersal orders (to give respite and tranquillity to communities affected by ASB). These measures can be used to address issues associate with either the nighttime economy or sex work / kerb crawling.
- 2.5 The Council and partner agencies had given careful consideration to what new powers (including PSPO) would be best suited to addressing ASB related to street drinking and aggressive begging. The Commission heard that in comparison with the other measures available the PSPO allowed agencies to work more efficiently together, both in terms of partnership working as well as fulfilling their responsibility to the victims of ASB. The PSPO ties in all agencies ensuring that the appropriate resources are made available and subsequently applied. The use of partnership resources will be essential as resources continue to be cut. The Act allows Councils to add more than one restriction to a single PSPO. In other words, a single PSPO can target a number of different behaviours. This means that the PSPO can be used to solve issues more effectively at the same time as reducing complexity around the number of orders to address ASB in certain geographical areas. The Council has authority to use this power and issue an order after consulting with the Police, the Mayor's Office for Crime and Policing (MOPAC), and other agencies and residents. Hackney introduced the PSPO to help tackle street drinking ASB and to address the underlying causes of the behaviour. We noted there are several other London boroughs that have PSPOs in operation to tackle different and complex ASB issues. The Commission is of the view that wider promotion and public consultation could have enabled the Council to demonstrate the positive aspects of a PSPO to address the perception of the order and its use. As well as ensuring that the wording in the order reflected ASB behaviours and not an individual's circumstances. This could have avoided the need to withdraw its implementation and potential damage to the Council's reputation.
- 2.6 The Commission noted the damage to public confidence resulting from the withdrawal of two high profile consultations on policy and service change. If a consultation is likely to generate significant interest, it is essential that the Council has a strong and robust evidence base to support the proposed change. In anticipation of significant opposition, the Council needs to assure residents that the action or change being proposed has taken into consideration all residents' needs. The Council must also assure residents that steps have been taken to mitigate any possible negative impact from implementation of the change. It is also imperative the Council publish consultation literature to the highest standards to reduce the risk of needing to withdraw consultations in the face of strong opposition. The Council must take on board public comments or concerns when shaping the proposals under consultation. The Council must also be more mindful of the risks arising from the loss of public confidence in the corporate ability to effectively conduct comprehensive research for its evidence.
- 2.7 The Commission understands that the Council aims to deliver the best outcomes for all residents, particularly, those experiencing ASB, and aims to provide access to services and support for perpetrators of ASB. On balance of

the information received, the Commission believes that the Council made the correct decision in using new legislation to tackle what had been intractable ASB problems. The Council's inclusive and overarching approach will add value and strength to its consultations. However, it is important that the Council engages in public discussion that addresses concerns head on.

- 2.8 We noted during our evidence sessions that TRAs and TMOs are apt in coming up with solutions to deal with low to high-level ASB on estates and that they want to share good practice. The Council should hold discussions with TRAs and TMOs about possible solutions and actions to tackling ASB, to help inform the Council's policy on ASB. The Commission also recommends that the Council review and draw on best practice in other local authorities should they decide to consider a PSPO in the future.

Recommendation One

The Commission recommends that the Council learn from the circumstances around the publication and subsequent withdrawal of the PSPO for future consultations of debatable policy or service change. The Commission recommends that evidence to support these are produced to the highest standard to demonstrate the Council has a robust evidence base to support the proposed change.

Recommendation Two

The Commission recommends that the Council review and draw on best practice in other local authorities should they decide to introduce a PSPO in the future.

- 2.9 Councillors' questionnaire responses suggests that some feel less able to handle ASB casework, some lack the confidence to do so, and there is a gap in their knowledge of the lead agencies (Hackney Council, Hackney Homes and Hackney Police) and their roles and responsibilities in dealing with ASB cases - only 11 per cent answered that they feel confident. Considering legislative changes and service restructuring that has taken place over the past few years, this may not be altogether surprising. Although, it should be noted the questionnaire was completed by a small number of Councillors and Ward Panel Chairs.
- 2.10 We noted for ASB casework half of the Councillors that responded felt somewhat confident in understanding the roles and responsibilities of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) when dealing with ASB casework. In addition, only 17 per cent answered that they felt very confident. This suggests that Councillors are not as confident as they might be expected to be. Councillors need to be equipped with the knowledge and confidence to deal with ASB casework.
- 2.11 With the digital migration of more council services, it is essential that the infrastructure is in place to accommodate this shift and that information is easy to find on the Hackney Council website. It is important that users can find the information they require within a reasonable amount of 'clicks'. It is further suggested to advertise changes to policy and legislation in the Member's Update.

Recommendation Three

The Commission recommends that the Council continue to provide training for Councillors to help them understand how to manage and handle ASB cases, to build up their knowledgebase about the options available. We recommend online information is easily available on the Hackney Council website.

- 2.12 The Council and its partners are committed to reducing ASB in hotspot areas but they also highlighted the need to strike a balance between enforcement and support. This review found that dealing with ASB is rarely simple and the powers available to different agencies vary. Some powers are shared and some can only be used by a single agency, for example, dispersal orders are only available to the Police.
- 2.13 The changes to the ASB legislation were designed to put victims at the heart of the response, and to give the Police, Council and social landlords the flexibility to respond effectively in any given situation. The Commission noted there are well-established formal and informal partnership arrangements with agencies which brings together the resources available to address ASB. These include the Partnership Tasking Meeting chaired by the Deputy Head of Safer Communities, Street Users Outreach Meeting (SUOM) and the Anti-social Behaviour Action Panels (ASBAP) chaired by team leaders from the Safer Communities team. At these multi-agency meetings, complex ASB cases are discussed in order to achieve a balance between enforcement and support through close liaison with partners including substance misuse and mental health agencies.
- 2.14 Early intervention work helps to prevent further ASB and providing support can help to prevent ASB escalating to more serious criminal activity. The Commission notes from its evidence sessions that partnership working and a balanced response between enforcement and support is essential to tackling ASB. This becomes evident when looking at managing ASB linked to street sex work. We noted in ASB cases like this the Council, Police and Open Doors work in partnership to engage and support street sex workers and kerb crawlers to find a long-term solution. This enables them to change their behaviour whilst at the same time ensuring appropriate enforcement is applied e.g. fines, use of dispersal orders and arrests. This targeted work is resource intensive and therefore relies on innovative partnership working. Government cuts to the Council's core funding along with partner agencies' budget cuts, will put partnership working to the test and the challenge is to ensure that good preventative work is not lost.

Recommendation Four

The Commission recommends that the Council continues to work in close partnership with stakeholders (Hackney Homes, Hackney Police, TMOs, TRAs and external support organisations); to ensure the right balance of enforcement and support is achieved and the most appropriate legislative action is taken to tackle the different types of ASB and varying degrees of intractability.

2.15 On the 1st of April Hackney Homes staff are due to transfer to the Council when housing management functions performed by HH return to the Council. In effect Hackney Home ceases to exist from the 1st of April 2016.

3 FINANCIAL COMMENTS

- 3.1 There are no specific financial considerations to this report as the resources needed to fulfil the recommendations 2.1 to 2.4 above are already included in the Council's 2016/17 budget.
- 3.2 Going forward it is imperative that any savings proposals to change the resources in this area take account of the findings of this report and consider any potential impact on delivering the above recommendations.
- 3.3 As with all other services, any future changes to resources would also need to carry out an Equalities Impact Assessment.

4 LEGAL COMMENTS

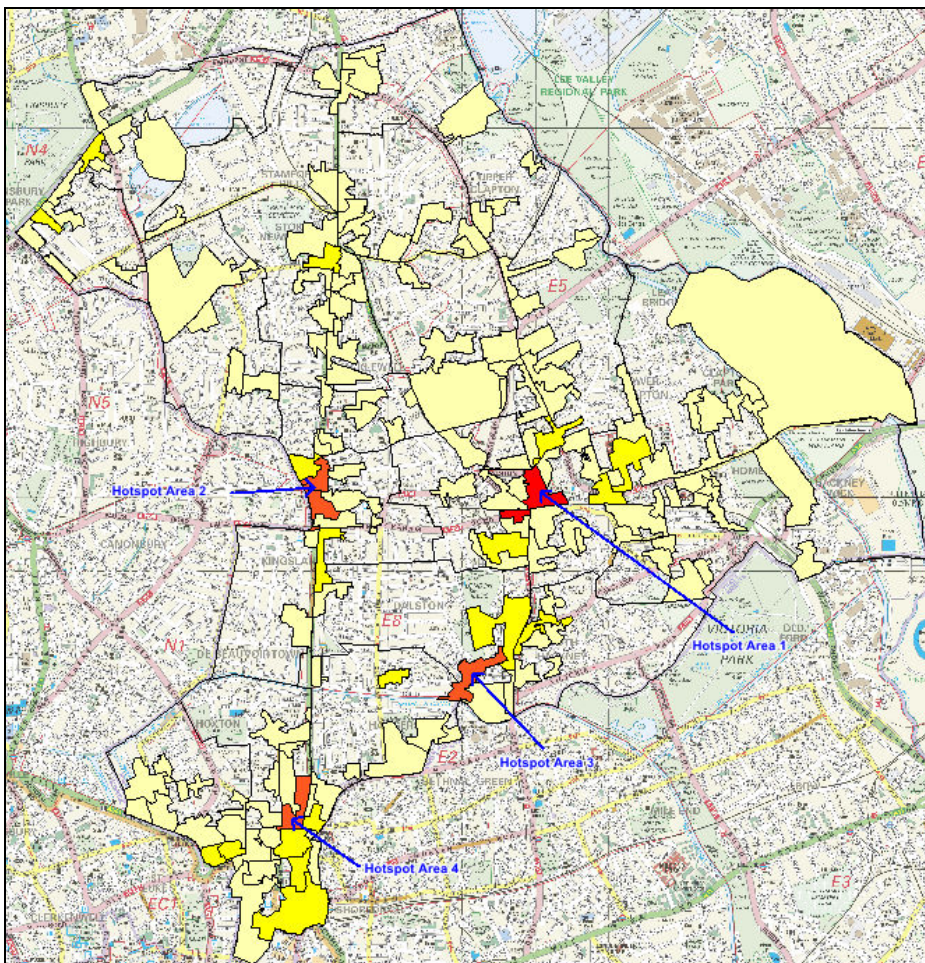
- 4.1 There are no specific legal implications arising from this report. Hackney Legal Services have been closely involved with the new ASB powers and will continue to advise relevant departments of the Council on their use and implementation.
- 4.2 The Council's existing Designated Public Space Protection Order and Dog Control Orders will automatically transition into Public Space Protection Orders on 19 October 2017.

5 FINDINGS

5.1 Anti-Social Behaviour in Hackney

5.1.1 Hackney has seen an overall reduction in ASB. In spite of this ASB represents the largest proportion of 101 calls in the borough. The majority of calls are made in regards to rowdy and inconsiderate behaviour (Hackney Council ASB category), followed by noise complaints and reports in regards to begging and vagrancy. Hackney's nighttime economy has continued to grow which now includes a large number of temporary events. Temporary events have increased year-on-year, which has impacted significantly on local residents and resources. The Council has created Special Policy Areas (SPA) in Dalston and Shoreditch to reduce the level of crime, noise and ASB through special licencing restrictions.

5.1.2 As mentioned above, despite the overall reduction, Hackney has seen an increase in incidents relating to begging/vagrancy, street drinking and sex work related activity (in certain areas of the borough). This includes increased levels of people travelling into the borough to beg. The affected areas are Broadway Market, Hackney Central, Well Street and the NTE areas in Dalston and Shoreditch. Together these areas account for 50 per cent of incidents recorded. The majority of visitors to the area enjoy the NTE but this growth has nonetheless resulted in an increase in alcohol related disorder and peripheral activities.



Areas which together accounts for the 50% of ASB incidents recorded during the period under review

5.1.3 Concerns around these activities have also been highlighted by residents in the annual Overview and Scrutiny consultation. Through the consultation

residents have made suggestions for scrutiny reviews to cover: noise, litter, air pollution (in town centres), street sex work, cycling on pavements, begging, street drinking, drug taking and people using parks and other public spaces as toilets.

- 5.1.4 There has been an increase in sex work related ASB since 2012/13 and in the last year there has been a 61 per cent increase in reports about sex work ASB. It was reported that the calls typically relate to Shacklewell Ward. However, it is also a serious problem in Brownswood, Clissold and Stamford Hill Wards. In addition, Wenlcok Barn TMO Manager stated that Windsor Terrace, in Hoxton West Ward, report incidents of this nature which has been attributed to its location on the edge of the NTE area. It was reported that the late opening hours of the McDonalds fast food outlet seems to attract drug dealing, sex work and the ASB linked to the sex work, alcohol consumption and drug taking.
- 5.1.5 The tables below show ASB hotspots and the nature of ASB on Hackney's housing estates during the period 2014/15. The largest group of perpetrators of ASB are males aged between 30 – 40 years. There has been an increase in ASB perpetrated by residents aged 40 – 60 years due to mental health issues. The majority of complaints by far are related to noise with a total of 912 complaints during 2014/15. The following complaint categories after this relates to gardening nuisance (266), Abuse or intimidation (257) and drugs (251). Although ASB issues relating to gangs and pirate radio are high profile, it was noted they account for a very small proportion of ASB complaints on Hackney's estates.

Hackney ASB Hotspots –2014/15

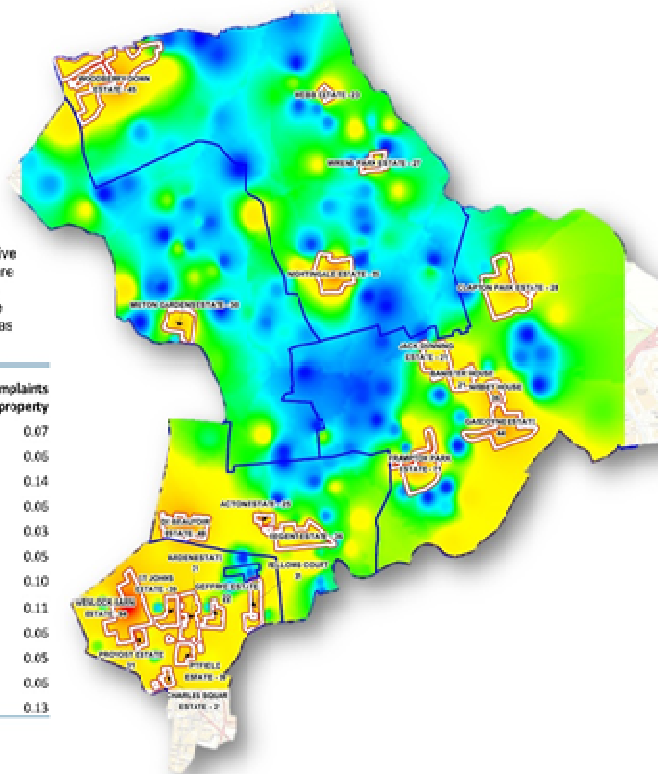
This map outlines the areas with the highest incidence of cases in 2014/15. It does not deal with number of types of cases.

- Yellow and red = more cases; Blue and green = fewer cases
- Estates with > 20 cases are shown on the map
- Most estates with > 20 cases are in Shoreditch area

Estates with most cases during 2014/15

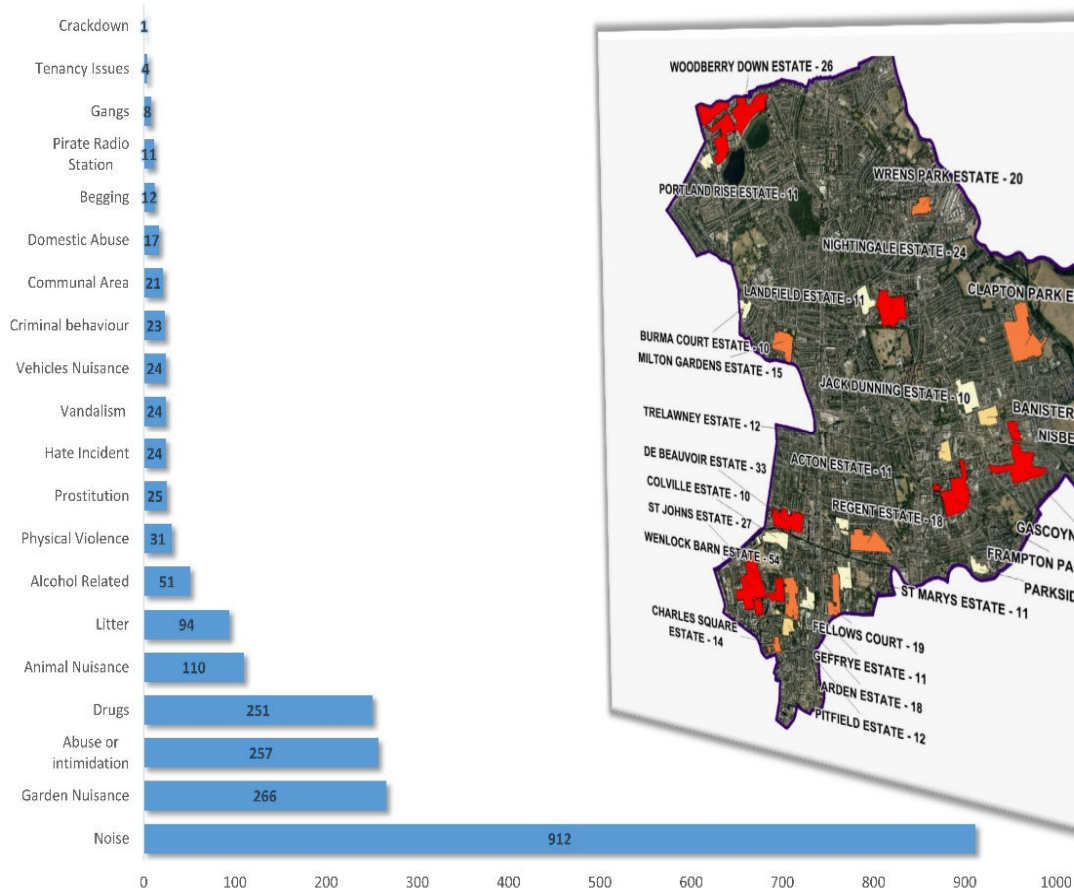
This table shows the top 10 estates with the highest incidence of active cases in 2014/15. That is, both opened and closed cases. As there are multiple estates with 31 complaints, more than 10 are included. The ratio of complaints to properties is shown in the last column. While the volume of complaints, it is important to note that some estates such as Acton have close to 1 complaint per household over the year.

Estate Name	Area	Number of issues	Number of complaints	Number of properties	Complaints per property
Wenlock Barn	Wenlock Barn	127	94	1345	0.07
Frampton Park	Homerton	91	71	1136	0.06
Nightingale Estate	North East	61	53	393	0.14
De Beauvoir Estate	Queensbridge	60	48	790	0.06
Woodberry Down	North East	61	45	1413	0.03
Gascoyne Estate	Homerton	54	44	882	0.05
St Johns Estate	Shoreditch	51	39	399	0.10
Nisbel House	Homerton	52	35	327	0.11
Regent Estate	Queensbridge	48	35	549	0.06
Arden Estate	Arden	39	31	680	0.05
Fellows Court	Shoreditch	39	31	552	0.06
Provost Estate	Shoreditch	38	31	242	0.13

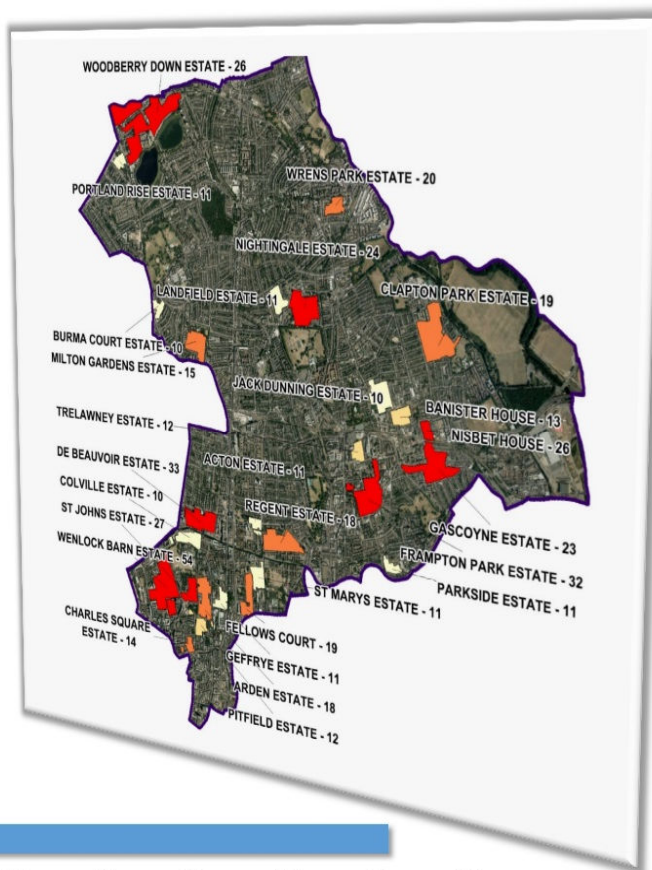


Hackney ASB Hotspots – 2014/15. The map outlines the areas with the highest incidents of cases in 2014/15. Yellow and red indicates more cases and blue and green indicates fewer cases (source Hackney Homes).

Number of ASB complaint types 2014/15



Estates with 10 or more noise complaints



5.2 Tackling Anti-Social Behaviour and Balancing Enforcement with Support

5.2.1 The new powers to tackle ASB introduced in the Anti-social Behaviour Crime and Policing Act 2014 - civil injunction, the CBO, community protection notice, PSPO, closure power, and the dispersal power - have replaced 19 separate powers. The aim is to make the responses to ASB more streamlined and victim centred. The new powers available to agencies vary with some shared and others available to a single agency e.g. the Police. As mentioned above, this Act is designed to give police, council staff and social landlords the powers and flexibility to put the victims and the community first in their response to ASB.

5.2.2 In our engagement with resident representative groups we spoke to the Wenlock Barn Estate, one of the ASB hotspots indicated in the table above. ASB complaints on this estate related to loitering, noise nuisance and drug dealing. The Commission heard to tackle the ASB affecting residents on the estate, the TMO formed a steering group and invited stakeholders to discuss the issues of ASB to help formulate an action plan. To address the issues raised the steering group decided to reconfigure some of the external spaces to address the intimidation residents were feeling, noise nuisance and drug dealing linked to young people congregating on benches in a communal space. We learned that the action taken gave residents a temporary reprieve but this moved the problem to another location and did not deal with the underlying issue which they believe is linked to the provision of youth services not successfully engaging with young people. Despite this, residents viewed the action taken as a success. The TMO has the ability to use tenancy agreements to address issues of concerns with parents or guardians of young people involved in ASB. Alternatively, the TMO can utilise its close working

relationship with Hackney Homes and the Safer Neighbourhood Police team to explore sustainable solutions for ASB.

- 5.2.3 ASB activity is a key issue for Hackney Homes. Due to the level of ASB on Hackney Homes' estates Alice Burke, was elected as the ASB Champion to lead on tackling ASB on behalf of the residents. TRAs and TMOs Chairs from 40 estates were invited to join a forum to look at making improvements, this included ASB. The ASB Champion and the working group have received good feedback particularly in relation to their work with victims of ASB. The close working with residents enabled Hackney Homes to deal with high-levels of ASB by closing down a number of drug dens and pirate radio stations on estates. Support has been provided to victims to help them with court proceeding and the ASB Champion will correspond on their behalf to ensure anonymity.
- 5.2.4 Similarly to the Police and the Safer Communities Team, Hackney Homes use a variety of methods for dealing with ASB; from verbal and written warnings to repossession and enforcement through to criminal court proceedings. In 2014/15 there were 383 warnings issued, and Mediation UK was commissioned to help mediate resolutions for low level ASB between neighbours. However, mediation can only be used when both parties agree. Hackney Homes have obtained 18 closure orders and are in the process of completing two cases of new absolute ground for possession. The Act introduced absolute ground for possession for secure and assured tenancies where ASB or criminality has already been proven by another court. The purpose of this is to expedite eviction for high level ASB tenants to bring faster relief to victims. The Commission pointed out there is a risk that council tenants, registered social landlords (RSL) tenants and private renters could be more harshly punished than homeowners if convicted for the same offence.
- 5.2.5 Hackney Homes are of the view that the new measures to tackle ASB within the Act have so far had limited impact on their ability to manage ASB. The majority of their ASB complaints related to lifestyle issues, for example the time washing machine is used, the sound of children playing and the sound of doors slamming. To assist in these types of complaints Hackney Homes carry out minor adaptations to reduce noise travelling between properties and use a specialist sound survey to identify the most acute cases. Where possible Hackney Homes try to transfer tenants to more suitable properties with neighbours that have a similar lifestyle.
- 5.2.6 Noise cases currently represent 51 per cent of Hackney Homes' casework. In order to successfully reduce the noise related ASB these types of cases are resolved by the housing manager. Hackney Homes officers have received special training on how to intervene effectively in noise nuisance cases and the team have access to noise recording machines. The training includes effective case management starting from when tenants and residents make a complaint, through to resolution. From the outset, the welfare safety and well-being of the victim making the complaint, is considered at every stage of the process. This includes an assessment of the risk of harm to the victim and their potential vulnerability which forms the basis of any action taken to redress the situation. This enables Hackney Homes to ensure Hackney Homes ASB team or specialist partner agencies provide the appropriate support.
- 5.2.7 The Commission heard that following the restructure of the Community Safety Team in December 2013, noise complaints, in particular domestic related noise, began to be treated as ASB than pollution. The change to treating noise as a nuisance has allowed officers with more generic skills to deal more

effectively with these cases using a wider range of tools and powers. This has led to a reduction in noise complaints. Since the new processes were embedded there has been a downward trend in ASB. The new process requires services to take a holistic approach and work in partnership, to focus on the persistent causes of ASB.

- 5.2.8 Hackney Homes find that acceptable behaviour contracts (ABC) and acceptable behaviour agreements (ABA) are effective when trying to solve neighbour disputes before a problem escalates, particularly when a young person is involved. If the problems needs to be escalated the community protection order is intended to deal with ongoing problems or nuisances which negatively affect the community's quality of life. This new power has been used extensively by the Council and the Police, however this power it is still being tested by the Council before they designate use of community protection orders to RSLs. The Safer Communities team views ABCs and ABAs as potentially effective amongst a range of informal sanctions to tackle disputes between neighbours. They can also be used to tackle noise where the threshold for noise has not been met.
- 5.2.9 The standalone ASBO has been replaced with the civil injunction. Hackney Homes has obtained two civil injunctions in 2014/15. Although the injunction is a civil power, it is still a formal sanction. This injunction can be applied for with the purpose of stopping or preventing individuals engaging in ASB. It differs from the ASBO in that it is less prohibiting and provides agencies with the opportunity to add positive conditions to the order, as long as they can ensure the activity will be provided. The Commission heard that both Hackney Homes and the Safer Communities team welcome the opportunity to add positive conditions to the order providing services are available.
- 5.2.10 Hackney Homes submitted a written response to the consultation about the Anti-social Behaviour, Crime and Policing Act 2014 (the Act) to provide their opinions about the provisions within the Act. Hackney Homes are of the view that two measures in the Act will have more of an impact on their ability to manage ASB than the others - community trigger and community remedy. These are designed to give victims and communities a say in the management of ASB. From the time of its introduction, the community trigger has been activated on two occasions. The community trigger gives the victim, or any other person on behalf of the victim the ability to request a review of their case, if they believe that the appropriate action has not been taken. The Council, Police and other partner agencies have a duty to undertake a case review if requested when local thresholds have been meet. The community remedy gives the victim a say in the out-of-court punishment of perpetrators for low-level crime and ASB. The aim is to use the community remedy to form part of the existing process for delivering community resolutions. This action can also be used when a conditional caution or youth conditional caution is given.
- 5.2.11 For those estates with the highest number of ASB reports, Hackney Homes hold road shows on the estate during the summer months. The decision about which estates feature in the road shows is based on the number of cases in the previous year. The road show is tailored to address specific issues on individual estates. This approach has proven to be successful, particularly in regards to tackling anti-social issues related to dogs, including dog tagging. A review of ASB is carried out on the estate to ensure that the correct stakeholders and agencies are in attendance to give advice and information.
- 5.2.12 After the establishment of an information sharing agreement Partnership Tasking meetings were set up and held regularly to discuss ASB hotspots and

action plans. The action plans implemented aim to get to grips with the underlying causes of the ASB. Hackney Homes and TMOs attend these meetings. The action plans implemented require all agencies to collaborate and work closely together on the wider community safety and ASB issues such as high burglary rates and drug dealing. Hackney Homes meet regularly with partners including housing associations to discuss tackling ASB on shared estates. This work also includes proactive and strategic partnership work with neighbouring boroughs.

5.2.13 In order to target a problem with a minority of drinkers whose violence or ASB caused problems for others in public places, the Council introduced a borough-wide DPPO in May 2010. This enabled the Police and the Council to carry out targeted work, leading to a reduction in the number of street-drinking related ASB incidents. However in 2014 and 2015 there was an increase in street-drinking related ASB, one area being around Hackney Central. As a consequence the Council reviewed the new powers and options and decided to introduce the PSPO within a defined area around Hackney Central in April 2015 to help tackle the ASB linked to street drinking and within that work with other enforcement and support agencies. PSPOs are designed to stop individuals or groups committing ASB in a public space, where the behaviour is persistent and likely to have a detrimental effect on the quality of life of those in the locality. PSPOs may be of three years duration or less and must be the subject of a review before they can be extended for up to a maximum of three years; a PSPO may be extended more than once. Under the Anti-Social Behaviour, Crime and Policing Act 2014, the DPPO and the Dogs Control Orders will lapse after October 2017 and the legislation will transition them into PSPOs with the same conditions.

5.2.14 Councils are permitted to issue a PSPO after consultation with the local Police, Police and Crime Commissioner and other relevant bodies. The use of PSPOs in Hackney was discussed at the Partnership Tasking meetings and there was consultation with Members, residents, businesses, housing providers and landowners in the proposed area. All stakeholders at the meetings were made aware of the pending implementation and the areas it would cover.

5.2.15 The Council attempted to use the PSPO to deal with ASB that has continued to have a negative impact on other residents in spite of support and interventions being available. The Council acknowledged there were other powers that could be used, some by the council and others by the police, however in their view these were piecemeal and provided a less flexible approach. Administration of the other powers would be harder than the PSPO. The PSPO ties in all agencies, ensuring that the appropriate resources are available in partnership which is essential as resources continue to be cut. The PSPO in comparison with the other measures available allows agencies to work more efficiently together both in regards to partnership working, as well as fulfilling their responsibility to the victims of ASB.

5.2.16 Thames Reach carried out joint work with the Safer Communities team, Police and wardens around the PSPO and believe that enforcement is, under certain circumstances, necessary for engagement. For example, prosecution of rough sleepers involved in ASB as a last resort and where attempts to engage and offers of support have failed and ASB continues. They support the use of PSPO and highlighted that the agencies have no intention of taking action against rough sleeping alone. The measure can be used to tackle issues around ASB if the term 'rough sleepers' is removed making the PSPO less draconian.

5.2.17 Thames Reach pointed out the Council and partner agencies focussed on working with rough sleepers and those that are homeless to support them to move away from this lifestyle. It was emphasised any enforcement actions taken must be based on the behaviours of the individual not their circumstances. In their opinion, it was a mistake to list a specific client group in Hackney Council's PSPO. Several other London boroughs have PSPOs in place to tackle different and complex issues of ASB; Brent, Barking and Dagenham, Chelsea and Kensington and Hammersmith and Fulham.

5.2.18 The Commission heard that with the benefit of hindsight, a wider consultation would have been appropriate to explain the Council's intentions and the evidence to support the decision made. The Commission is of the view this would have eliminated the need to withdraw their decision. The Council withdrew the order following an online campaign which focussed on the inclusion of rough sleepers in the order. The campaign attracted considerable media attention.

5.2.19 The Council and partner agencies will continued to use existing powers to mitigate against the impact of ASB. By the end of 2015, the Council expects to have completed analysis of anti-social behaviour across the borough and will look at how powers can be used against the different types of behaviour.

The Commission recommends that the Council learn from the circumstances around the publication and subsequent withdrawal of the PSPO for future consultations of debatable policy or service change. The Commission recommends that evidence to support these are produced to the highest standard to demonstrate the Council has a robust evidence base to support the proposed change.

The Commission recommends that the Council review and draw on best practice in other local authorities should they decide to introduce a PSPO in the future.

5.2.20 Government cuts to the Council's core funding along with partner agencies' budget cuts is a real test for the current partnership working arrangements that to date have enabled the Police, housing providers and council departments to pool their resources to achieve positive outcomes. Related to budget cuts the Commission noted the Council's cross-cutting review of enforcement services to see how they can be delivered more efficiently. The challenge is to ensure that good preventative work is not lost both within the borough and with neighbouring boroughs.

5.2.21 There has been an increase in sex work related ASB since 2012/13. The highest numbers of incidents are recorded in Queens Drive, Shacklewell Lane, Stamford Hill and Lordship Park. This type of ASB is managed by the police and they carry out targeted work to resolve and reduce the presence of sex work related ASB. The Police operations are resource intensive and as a consequence are only conducted 3 to 4 times a year. Planned operations target kerb crawlers for enforcement action. The Police set out to engage with sex-workers and signpost them to support services rather than criminalise them. Working closely with support services such as Open Doors, their aim is to divert sex workers away from their current activity and sign post them to support services to deliver behaviour change. The Police use 'designing out crime' tactics involving temporarily using CCTV cameras to identify kerb

crawlers and issue warning letters about the inappropriate activity to the registered owner of the car.

The Commission recommends that the Council continues to work in close partnership with stakeholders (Hackney Homes, Hackney Police, TMOs, TRAs and external support organisations) to ensure the right balance of enforcement and support is achieved to ensure the most appropriate legislative action is taken to tackle the different types ASB and varying degrees of intractability.

5.2.22 The dispersal power is a new power that the police can use in a range of situations to disperse anti-social individuals and to provide immediate short-term relief to a local community. Since November 2014, 102 dispersal orders have been granted by an Inspector. The authorising officer can sanction the use of the power in a specified locality for up to 48 hours. In Hackney, this order is used on a rolling basis to tackle issues as they occur in the night time economy areas. It was reported that the power is used evenly in Dalston and Shoreditch. The NTE areas have seen a reduction in ASB incidents. Dispersal orders are used as an early intervention tool to deal with alcohol related ASB to prevent situations escalating to violence. The drawback to using this power is it is resources intensive and not always the most effective way of dealing with ASB; reflected by the low number of actual arrests being carried out.

5.2.23 The majority of visitors to the NTE areas enjoy themselves however, this economy brings with it alcohol related disorder and peripheral activities such as drugs and nitrous oxide sales. Current legislation does not provide suitable enforcement for agencies to tackle the sale of nitrous oxide. The police use dispersal power to remove people selling nitrous oxide in the NTE areas. It was acknowledged that the use of a dispersal order might warrant monitoring like stop and search and the use of Taser. The Commission suggests accountability and monitoring is discussed by the relevant stakeholders.

5.2.24 Throughout this report, the importance of partnership and early intervention has been highlighted, which is crucial to effectively tackling ASB, and that enforcement is a last resort. Therefore, practitioners from either the Council, Police and other agencies, i.e. housing providers, apply a balanced approach to tackling ASB by effectively using early intervention in the forms of diversion, mediation, warnings and engagement with support services.

5.2.25 The Commission heard that evidence-based and proportionate implementation of enforcement has and remains the approach taken by agencies in this borough to deal with ASB. Early intervention in the form of diversion, warnings, mediation, engagement with support services or the use of non-statutory tools such as ABAs are used. The rationale for this approach is twofold, firstly, experience nationally shows often a simple warning or highlighting the impact of a behaviour leads to the cessation of a significant number of cases at an early stage. Secondly, it provides evidence that a reasonable and proportionate approach to decisions around enforcement is necessary. Additionally, the courts require responsible agencies to demonstrate they have attempted to use other interventions before enforcement is applied.

5.2.26 Finally, the agencies involved in tackling ASB in the borough have highlighted that throughout the new Act there is clear emphasis on the victim and that they are central to decisions around enforcement. It has been made clear in this section of the report that early intervention or support options to those committing ASB is important. It is the daily work of practitioners to make the judgement to achieve the correct balance in complex cases.

5.3 Local Councillors on Anti-Social Behaviour casework

5.3.1 The Commission wanted to understand if local Councillors and Ward Panel Chairs were aware of these new measures and hear about their experiences of ASB casework. From the 13th September to the 21st October 2015, the Community Safety and Social Inclusion Scrutiny Commission conducted a questionnaire, which was distributed to all Councillors and Ward Panel Chairs. This section of the report highlights the responses from local Councillors and local Ward Panel Chairs. Eighteen Councillors from 14 different wards and 3 Ward Panel Chairs completed the questionnaire.

5.3.2 The Wards represented in the questionnaire were Brownswood, Clissold, Dalston, De Beauvoir, King’s Park, Shacklewell, Hackney Downs, Hackney Wick, Haggerston, Hoxton West, Lea Bridge, London Fields, Springfield, Stamford Hill and Victoria Wards.

5.3.3 Fifty-five and half per cent of the Councillors who completed the questionnaire were new (up to 1 year). Twenty-two point three per cent responded that they were experienced Councillors and had been a Councillor for more than 12 years.

5.3.4 The ASB categories listed in the questionnaire were:

Noise	Begging	Littering (including drug paraphernalia)	Sex Work and Kerb Crawling
Nuisance neighbours	Street drinking	Vandalism	Rowdy behaviour

5.3.5 Councillors were also encouraged to add any other categories of ASB if not listed. From the responses we noted these points:

Noise

There was a total of 16 responses stating that they had taken up noise related ASB casework on behalf of local residents in the last year with 50 per cent saying that they did so often.

Begging

Less respondents, a total of 14, stated that they had taken up begging related ASB casework on behalf of local residents in the last year. The majority suggested that they did so very seldom. None of the respondents indicated that this happens very often. However, 5 per cent (1 respondent) suggested that this happens often. This respondent represent Hoxton West Ward, which forms part of the NTE area. This suggests that begging might be more of a frequent occurrence in this particular area.

Littering (including drug paraphernalia)

A total of 14 responses stated that Councillors had taken up casework about littering (including drug paraphernalia) related ASB casework on behalf of local residents in the last year. The frequency of this type of casework was fairly even with only a small majority 28 per cent stating that they did so often. The 28 per cent represent Brownswood, Dalston Ward, De Beauvoir Ward, Shacklewell and Stamford Hill West Wards. The responses suggests that ASB related to littering (including drug paraphernalia), are more prominent in the five wards outlined above than in the rest of the borough and noticeably so in Dalston Ward.

Sex Work and Kerb Crawling

There was a total of 14 responses stating that they had taken up sex work and kerb crawling related ASB casework on behalf of local residents in the last year. Twenty-eight per cent of respondents stated that they very seldom do and 22 per cent stated that they seldom do, there was 17 per cent stating that they often do. The 17 per cent represent Clissold, Shacklewell, and Stamford Hill West Wards. This suggests that ASB related to sex work and kerb crawling, are specifically problematic in these areas.

Nuisance neighbours

There was a total of 14 responses stating that they had taken up nuisance neighbours related ASB on behalf of local residents in the last year. Similar to noise related ASB casework, the majority, 39 per cent, stated that they do so often. This suggest that this is type of ASB is a fairly common occurrence across the borough.

Street drinking

There was a total of 14 responses stating that they had taken up street drinking related ASB on behalf of local residents in the last year. Twenty eight per cent reported that they did this very seldom and 23 per cent responded that they did this often or seldom. Five per cent (1 respondent) stated that they did this very often, this respondent represent Dalston Ward one of the NTE areas suggesting that ASB related to street drinking is more prevalent in this area.

Vandalism

There was a total of 13 responses stating that they had taken up ASB casework in regards to vandalism on behalf of local residents, 44 per cent reported that these cases were very seldom and 28 per cent reported these cases were seldom. Interestingly none of the respondents reported having cases often or very often which suggests that ASB casework in relation to vandalism is fairly uncommon across the borough.

Rowdy behaviour

There was a total of 16 responses stating that they had taken up ASB casework in regards to rowdy behaviour. Thirty-four per cent, reported these cases were seldom. Twenty-eight per cent reported these cases were often. Fewer Councillors stated that they had done so very often than those reported they had done so very seldom. The respondents reporting these cases as very often and often represent Dalston, and London Fields Wards which suggests that ASB related to rowdy behaviour, are specifically problematic in these areas.

Other types of ASB casework

The respondents also stated that other types of ASB casework they do include alleged drug dealing, noise and ASB from synagogues (in regards to unsupervised children harassing neighbours), dog fouling and reports on some estates about groups of young people using staircases as congregation points.

5.3.6 Ninety-five per cent of Councillors stated they carried out casework on behalf of a council tenant, just over 61 per cent, carried out casework on behalf of a Housing Association tenant and a Private tenant. Eleven per cent carried out casework on behalf of a proprietor and a business owner.

5.3.7 In the questionnaire the following areas appeared to be particularly prone to ASB: Kingsland High Street and adjacent pedestrianised streets and square (Gillet Square and Dalston Square), Lordship Park, Queens Drive, Dalston Junction, Clarence Road, Broadway Market, Linscott Road /Lower Clapton Road, London Fields and Shackwell Lane. ASB was also noted to be an issue for areas hosting events such as Finsbury Park (Seven Sisters Road, Finsbury Park Road, Wilberforce Road, Alexandra Grove) and Victoria Park.

- 5.3.8 The Councillors were encouraged to share their experiences in response to questions in regards to an instance where a case was addressed well and of an instance where a case was not addressed so well. Twelve Councillors reported their experience as neither positive nor negative. Three Councillors reported a positive experience and 1 Councillor reported a negative experience.
- 5.3.9 The responses highlighted that cases are dealt with well when the issue is addressed reasonably quickly and agencies work in partnership. Issues concerning limited resources and a lack of effective partnership working with long delays and limited action taken (especially for noise nuisance case) were cited as the main reasons why Councillors felt that cases were not handled well. Councillors recognised the efforts made to tackle sex work related ASB both in Brownswood and Shacklewell Wards. However, their experiences highlighted, the limited resources and deployment of officers on a continual basis meant a long-term solution could not be provided. Competing priorities mean resources are deployed elsewhere. The community or individual's relief from the ASB can be temporary and the problems return.
- 5.3.10 The Commission received evidence that there is a good partnership working both with key stakeholders and neighboring boroughs to tackle ASB. The Commission believe that the partnerships need to be protected, updates in regards to specific problems should include local Councillors to ensure the most appropriate legislative action is taken to tackle the different types ASB and varying degrees of intractability.
- 5.3.11 A cross-cutting review of the Council's enforcement services across the organisation is currently being carried out to explore opportunities for further synergies and match resources to demand. The Council is looking at commonalities across the Council's enforcement services to consider how they can work more efficiently in partnership and achieve savings in the process. The Commission noted that there is the opportunity for the findings of this report to feed into the enforcement crosscutting review. The Commission believes that the findings and any changes to service areas' roles and responsibilities should be shared with all Councillors. It is important for Councillors to have good knowledge and understanding of the lead agencies' and their roles and responsibilities in relation to managing and resolving ASB cases appropriately and effectively.
- 5.3.12 In regards to understanding the roles and responsibilities of the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) in dealing with ASB cases. Fifty per cent reported feeling somewhat confident. Sixteen per cent reported feeling neither confident nor unconfident. Eleven per cent reported feeling confident and 17 per cent reported feeling very confident

The Commission recommends that the Council continue to provide training for Councillors to help them understand how to manage and handle ASB cases and to build up their knowledgebase about the options available. We recommend online information is easily available on the Hackney Council website.

- 5.3.13 Fifteen Councillors provided suggestions on how they think Hackney Council could improve its handling of ASB including more support for Councillors to help them understand how to deal with ASB casework and what options are available. In addition, Councillors also suggested that more support and help should be given to victims of noise nuisance. Further, it was suggested that some cases of alleged ASB arise because of gentrification and difficulties arising from the high expectations of young professionals. It was also

highlighted that the borough as a whole needs to help families with children who are sometimes alleged to be behaving in an anti-social manner when they are just living normally, this would include taking issues of sound proofing seriously. In addition, most of the responses broadly suggested that increased resources, communication between agencies, and better feedback to victims of ASB would help improve Hackney handle future ASB cases. This was further supported by the Ward Panel Chairs who suggested that quicker intervention and closer liaison between the relevant agencies would help to improve the handling of ASB cases. One of the Ward Panel chairs made the following comment:

“I have to question the effectiveness of what Ward Panels can actually achieve. We set priorities/promises, the team does its best, the issue gets moved somewhere else for a short time, then it comes back”

5.3.14 The knowledge and understanding of the new measures varied among Councillors. Some were familiar with the new measures (the community trigger, community remedy, community protection notice and the new absolute ground for possession). According to the questionnaire results, they were most familiar with the PSPO, this may be as a result of the extensive media coverage the publication of the PSPO received. From the questionnaire, the Commission was unable to ascertain if Councillors were aware of this new measure prior to the social media campaign targeting Hackney’s proposed use of the PSPO.

5.3.15 The Commission received information about the Council’s partnership work with their key stakeholders and neighboring boroughs to tackle ASB. The Commission believes that these partnership arrangements need to be protected and that updates about specific problems should be sent to local Councillors to ensure that they are aware of the most appropriate legislative actions to tackle the different types ASB and varying degrees of intractability.

5.3.16 The Council is working closely with key stakeholders to deliver a solution to longstanding ASB problems in the borough. The Commission received evidence that a review of the various types of ASB and the powers available would be by the end of 2015. The Commission encourages the Council to share the results of that analysis with Members and that any future consultation exercises should be in the public domain (Council website and social media channels).

6 CONCLUSION

- 6.1 The Council's commitment to using all available measures to tackle ASB in partnership with key stakeholders was very evident throughout this review and aligns with the corporate vision outlined in the Council's Corporate Plan and the Sustainable Community Strategy.
- 6.2 Although overall ASB has reduced, certain types of ASB have increased in some areas and this remains of concern to residents. Implementation of the PSPO was an attempt by the Council to address the increasing issues of ASB linked to street drinking in the borough. After reviewing the evidence the Commission believes that the Council made the correct decision in using this new legislation to tackle what had been intractable ASB problems. The Commission would advise the Council to share the results of that analysis with Members and that any future consultation exercises should be in the public domain (Council website and social media channels).
- 6.3 The review demonstrated the new measures in the Act are more applicable to high level ASB. Hackney Homes highlighted that the majority of their cases (noise related to lifestyle issues) do not trigger the use of the new powers. Therefore Hackney Homes housing managers will continue to provide resolutions for these cases through well-established multi-agency partnerships, which includes TMOs and TRAs. The new power Hackney Homes have used is the new absolute ground for possession. The Commission is of the view it is vital to ensure that council tenants, RSL tenants and private renters are not more harshly punished than homeowners if convicted for the same offence.
- 6.4 The importance of partnership working to tackle ASB effectively became evident during this review. We were pleased to see evidence that Hackney Homes, TMOs and TRAs actively work in partnership with the Council's enforcement service and the Police when tackling high-level ASB. This becomes even more imperative in the time of austerity and requires all partners to pool resources. Early intervention work helps to prevent further ASB and providing support can help to prevent the ASB escalating to more serious criminal activity.
- 6.5 The Commission believes that improving ASB requires not only good communication of legislative changes across the partnership but provision of information to local Councillors, TMO's, TRAs and Ward Panel Chairs to ensure that good preventative work is not lost.

- 7 6.6** The frequent use of the dispersal order has prompted the Commission to highlight monitoring its use. The Commission acknowledges the dispersal order has been a useful tool to give the areas suffering from ASB respite for a period of time; however we do not want to see the dispersal order applied as a blanket approach to ASB instead of dealing with the underlying causes. It is vital to get the balance right between enforcement and support, to provide a sustainable solution to issues that are of concerns to residents, at the same time as dealing appropriately with complex issues such as mental health and substance misuse as early as possible.

CONTRIBUTORS, MEETINGS AND SITE VISITS

The review's dedicated webpage includes links to the terms of reference, findings, final report and Executive response (once agreed). This can be found [here](#).⁷

Meetings of the Commission

The following people gave evidence at Commission meetings or attended to contribute to the discussion panels.

9th July 2015⁸

Barry Scales, Service Team Manager, Safer Communities, LBH
Steve Bending, Head of Safer Communities, LBH
Councillor Sophie Linden, Deputy Mayor

8th September 2015⁹

David Saxon, Head of Centralised Housing Services Tenancy & Leasehold Services, Hackney Homes
Jude Cross, Area Director Outreach, Thames Reach
Gary Bird, Outreach Worker, Thames Reach
Neehara Wijeyesekera, Divisional Head of Tenancy & Leasehold Services, Hackney Homes
Wayne Hylton, ASB and Estate Safety Manager, Hackney Homes

15th October 2015¹⁰

Alice Burke, Vice-Chair of Hackney Homes Board and ASB Champion
Barry Scales, Service Team Manager, Safer Communities, LBH
Bob Herring, Chair Hackney Downs Ward Panel
David Nkrumah-Buansi, Wenlock Barn TMO Manager
Jo Edwards, Superintendent, Hackney Metropolitan Police Service
Steve Bending, Head of Safer Communities, LBH

8 MEMBERS OF THE SCRUTINY COMMISSION

Councillor Carole Williams (Chair)
Councillor Richard Lufkin (Vice Chair)
Councillor Kam Adams
Councillor Ned Hercock
Councillor Sade Etti
Councillor Clare Potter

Overview and Scrutiny Officer: Sanna Melling ☎ 020 8356 3661

⁷ <http://www.hackney.gov.uk/individual-scrutiny-commissions-community-safety-and-social-inclusion.htm>

⁸ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3324&Ver=4>

⁹ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3325&Ver=4>

¹⁰ <http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=122&MId=3326&Ver=4>

Legal Comments: Stephen Rix ☎ 020 8356 6122
Financial Comments: Richard Wolff ☎ 020 8356 2636
Lead Officer: Steve Bending, Head of Safer Communities ☎ 020 8356 2070
Relevant Cabinet Member: Councillor Sophie Linden

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10 GLOSSARY

Below is a list of abbreviations used within this report and their full title.

Abbreviation	Definition
ABA	Acceptable Behaviour Agreement
ABC	Acceptable Behaviour Contract
ASB	Anti-social Behaviour
ASBAP	Anti-social Behaviour Action Panels
ASBO	Anti-social Behaviour Order
CBO	Criminal Behaviour Order
DPPO	Designated Place Protection Order
LBH	London Borough of Hackney
MPS	Metropolitan Police Service
NTE	Night Time Economy
PSPO	Public Space Protection Order
SPA	Special Policy Area
SUOM	Street Users Outreach Meeting
TMO	Tenant Management Organisation
RSL	Registered Social Landlord

APPENDIX 1

Anti-social behaviour casework questionnaire (CSSI review) circulated to all Hackney councillors.



Anti-social behaviour case work (CSSI review)

Overview

The Community Safety and Social Inclusion Commission is conducting a review of the range of new powers introduced by the Anti-social Behaviour, Crime and Policing Act 2014.

The purpose of the review is to understand the legislative changes, policy, and performance of the ASB service and to gain an understanding of new measures available to the council to tackle ASB. The review will also seek to understand how to balance enforcement and support, how the new powers are being used and whether they have improved responses to reports of ASB and whether Councillors, MPs, Assembly Members, are aware of these measures and whether they are being satisfactorily used to tackle ASB.

Why we are consulting

As a part of the Anti-social Behaviour, Crime and Policing Bill: Measures for Tackling ASB review the CSSI Commission would like to hear from Councillors about their experiences of ASB case work and their experiences of reaching a solution.

Introduction

1 What is your name?

Name

2 What is your email address?

This is optional, but if you enter your email address then you will be able to return to edit your consultation at any time until you submit it. You will also receive an acknowledgement email when you complete the consultation.

Email

3 Which ward do you represent?

(Required)

Please select only one item

- Brownswood Ward Cazenove Ward Clissold Ward Dalston Ward
 De Beauvoir Ward Hackney Central Ward Hackney Downs Ward Hackney Wick Ward
 Haggerston Ward Homerton Ward Hoxton East & Shoreditch Ward Hoxton West Ward
 King's Park Ward Lea Bridge Ward London Fields Ward Shacklewell Ward
 Springfield Ward Stamford Hill West Ward Stoke Newington Ward Victoria Ward
 Woodberry Down Ward

4 How long have you been a Councillor in Hackney?

(Required)

Please select all that apply

- up to 1 term up to 2 terms up to 3 terms more than 12 years

Questions

- 5** In the last year, what type of ASB case work have you taken up on behalf of local residents?

	Very often	Often	Seldom	Very seldom
Noise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Begging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Littering (including drug paraphernalia)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prostitution and kerb crawling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nuisance neighbours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street drinking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rowdy behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
All of the above	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 6** On whose behalf did you take up the ASB case work?
(Required)

Please select all that apply

- Council tenant Housing Association tenant Private tenant Home owner
 Proprietor (café, pub or restaurant) Business owner Other (please specify)

9 On a scale to one to five, where five is very confident and one is not confident at all, how confident do you feel in regards to understanding the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in dealing with ASB cases?

	not confident at all	somewhat confident	neither confident nor unconfident	confident	very confident
How confident do you feel in regards to understanding the lead agencies roles and responsibilities in dealing with ASB cases?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10 How do you think Hackney could improve its handling of ASB? (please feel free to reference Hackney Council, Hackney Police, Hackney Homes, housing associations or other relevant agencies)

11 Which new measures to tackle ASB are / were you aware of? (select all which apply)
Please select all that apply

- Community Trigger / Community Remedy
- Civil Injunction
- Criminal Behaviour Order
- Dispersal Power
- Community Protection Notice
- Public Space Protection Order
- Closure Order
- New Absolute Ground for Possession

12 Would you be willing to speak to the Community Safety and Social Inclusion Commission should we want more information on your experiences of ASB casework?

(Required)

Please select all that apply

- yes
- no



Overview

This report was created on Wednesday 04 November 2015 at 14:54.

From 13/09/2015 to 21/10/2015, Hackney Council ran a consultation entitled 'Anti-social behaviour case work (CSSI review)'. This report covers the online element of the consultation process, which was run from <http://consultation.hackney.gov.uk/overview-and-scrutiny/a1c6152c>

Introduction

Question 1: What is your name?

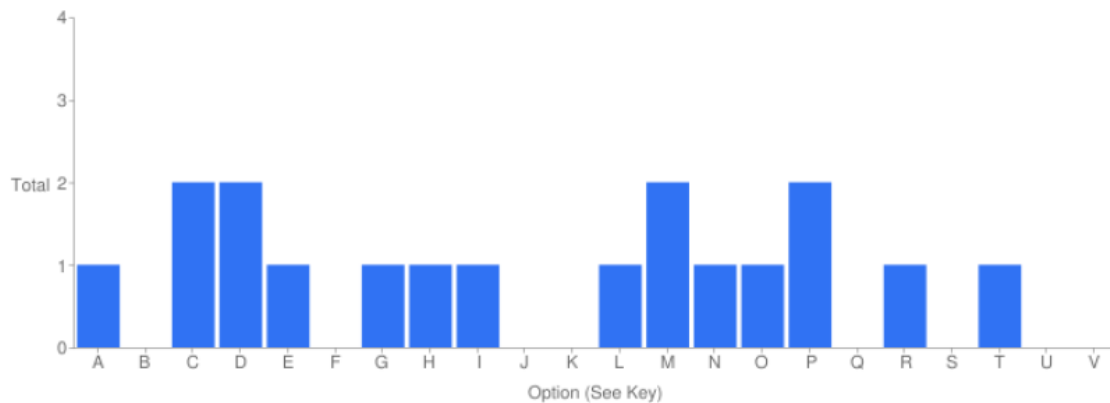
There are 18 responses to this part of the question.

Question 2: What is your email address?

There are 15 responses to this part of the question.

Question 3: Which ward do you represent?

Table of "Ward"

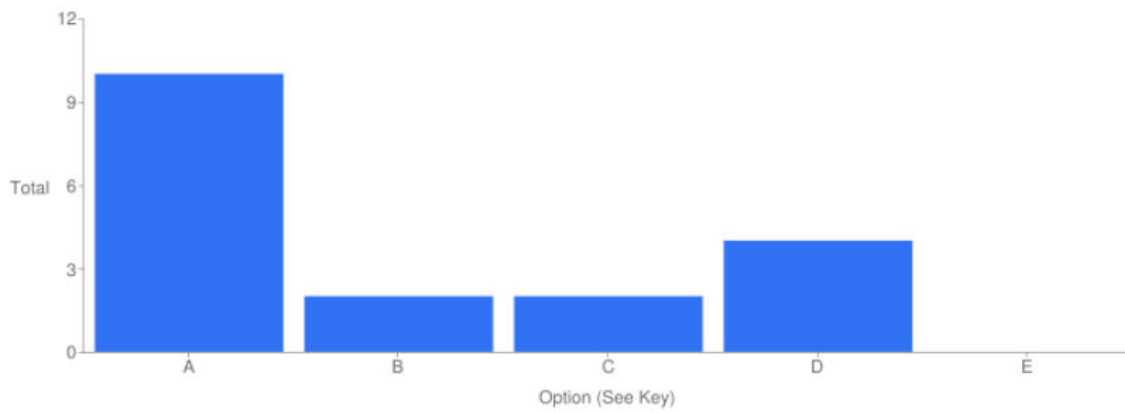


Key	Option	Total	Percent of All
A	Brownswood Ward	1	5.556%
B	Cazenove Ward	0	0%
C	Clissold Ward	2	11.11%

Key	Option	Total	Percent of All
D	Dalston Ward	2	11.11%
E	De Beauvoir Ward	1	5.556%
F	Hackney Central Ward	0	0%
G	Hackney Downs Ward	1	5.556%
H	Hackney Wick Ward	1	5.556%
I	Haggerston Ward	1	5.556%
J	Homerton Ward	0	0%
K	Hoxton East & Shoreditch Ward	0	0%
L	Hoxton West Ward	1	5.556%
M	King's Park Ward	2	11.11%
N	Lea Bridge Ward	1	5.556%
O	London Fields Ward	1	5.556%
P	Shacklewell Ward	2	11.11%
Q	Springfield Ward	0	0%
R	Stamford Hill West Ward	1	5.556%
S	Stoke Newington Ward	0	0%
T	Victoria Ward	1	5.556%
U	Woodberry Down Ward	0	0%
V	Not Answered	0	0%

Question 4: How long have you been a Councillor in Hackney?

Table of "years"

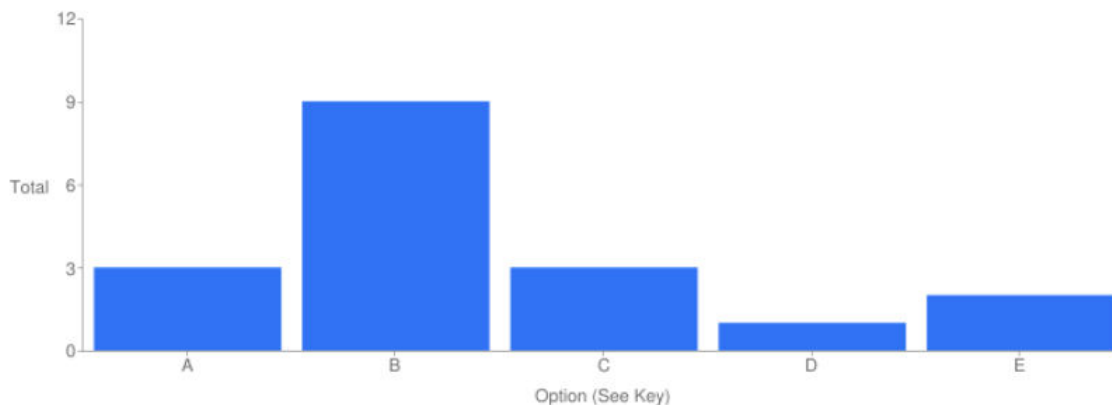


Key	Option	Total	Percent of All
A	up to 1 term	10	55.56%
B	up to 2 terms	2	11.11%
C	up to 3 terms	2	11.11%
D	more than 12 years	4	22.22%
E	Not Answered	0	0%

Questions

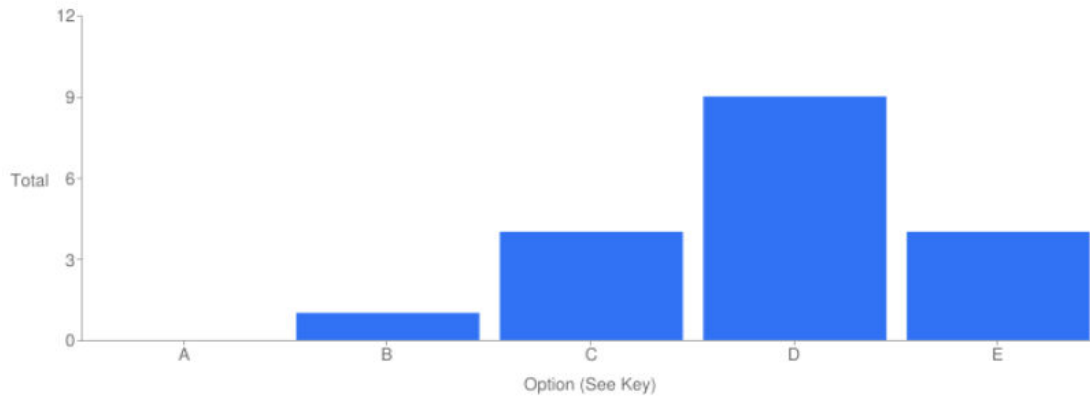
Question 5: In the last year, what type of ASB case work have you taken up on behalf of local residents?

Table of "Noise"



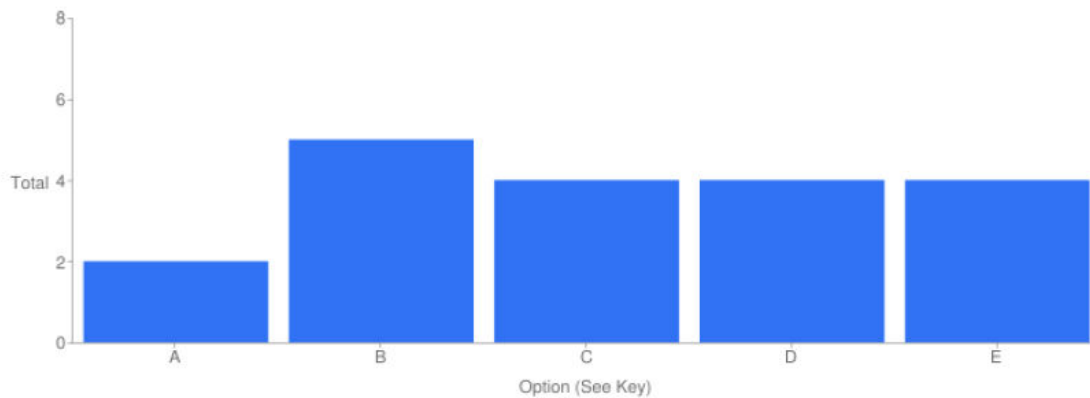
Key	Option	Total	Percent of All
A	Very often	3	16.67%
B	Often	9	50.0%
C	Seldom	3	16.67%
D	Very seldom	1	5.556%
E	Not Answered	2	11.11%

Table of "Begging"



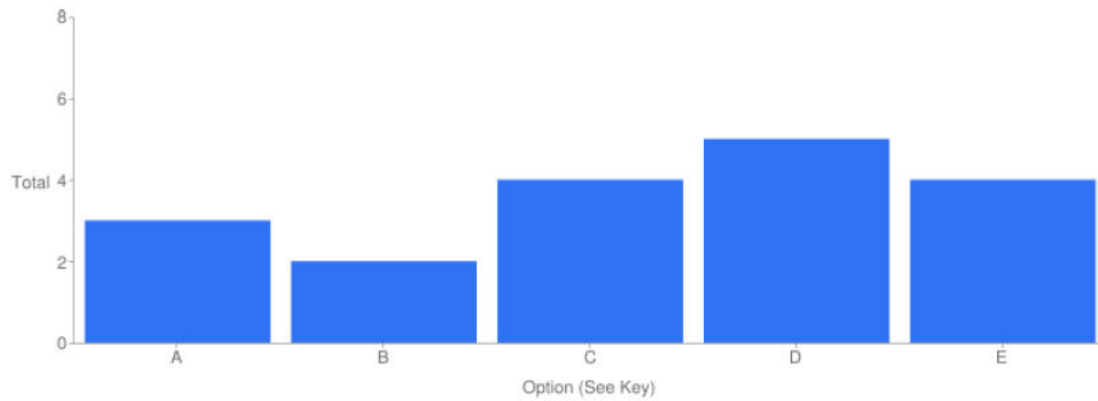
Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	1	5.556%
C	Seldom	4	22.22%
D	Very seldom	9	50.0%
E	Not Answered	4	22.22%

Table of "Littering (including drug paraphernalia)"



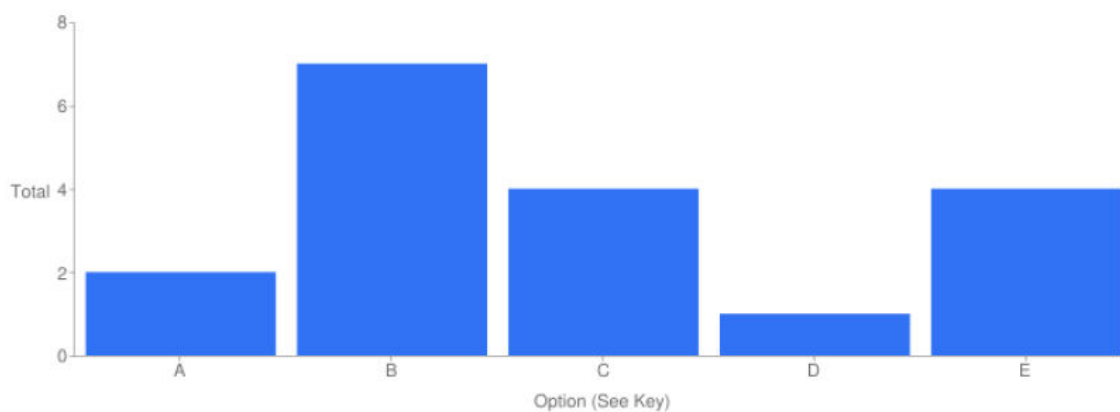
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	5	27.78%
C	Seldom	4	22.22%
D	Very seldom	4	22.22%
E	Not Answered	4	22.22%

Table of "Prostitution and kerb crawling"



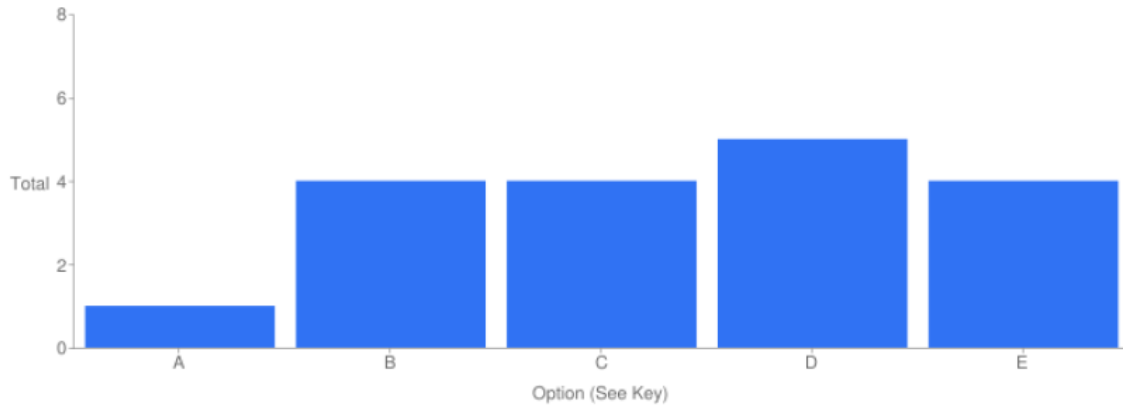
Key	Option	Total	Percent of All
A	Very often	3	16.67%
B	Often	2	11.11%
C	Seldom	4	22.22%
D	Very seldom	5	27.78%
E	Not Answered	4	22.22%

Table of "Nuisance neighbours"



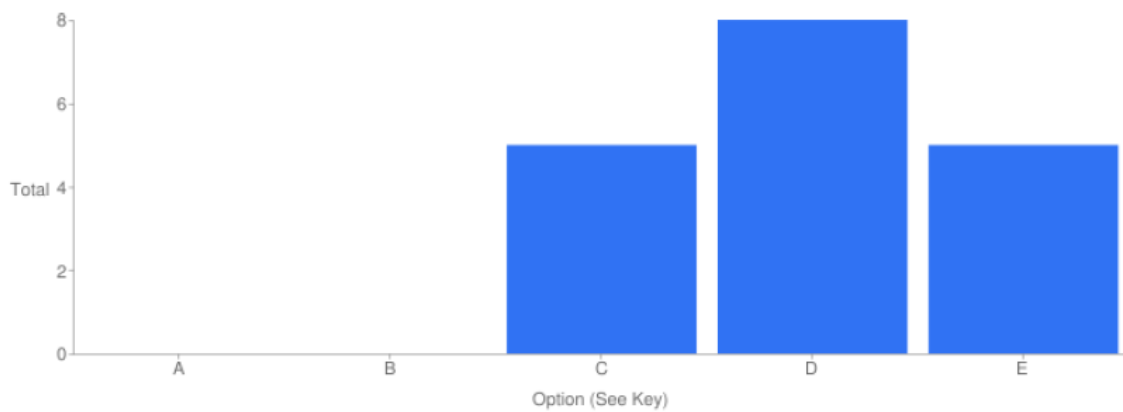
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	7	38.89%
C	Seldom	4	22.22%
D	Very seldom	1	5.556%
E	Not Answered	4	22.22%

Table of "Street drinking"



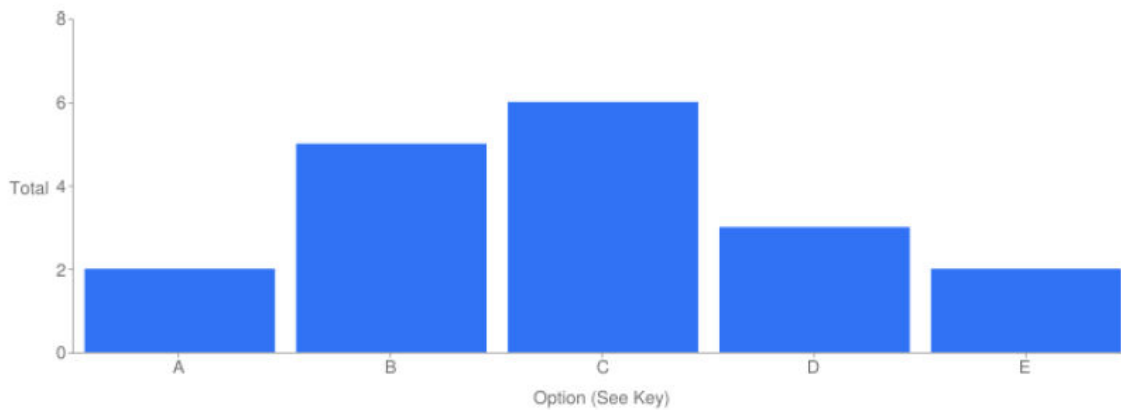
Key	Option	Total	Percent of All
A	Very often	1	5.556%
B	Often	4	22.22%
C	Seldom	4	22.22%
D	Very seldom	5	27.78%
E	Not Answered	4	22.22%

Table of "Vandalism"



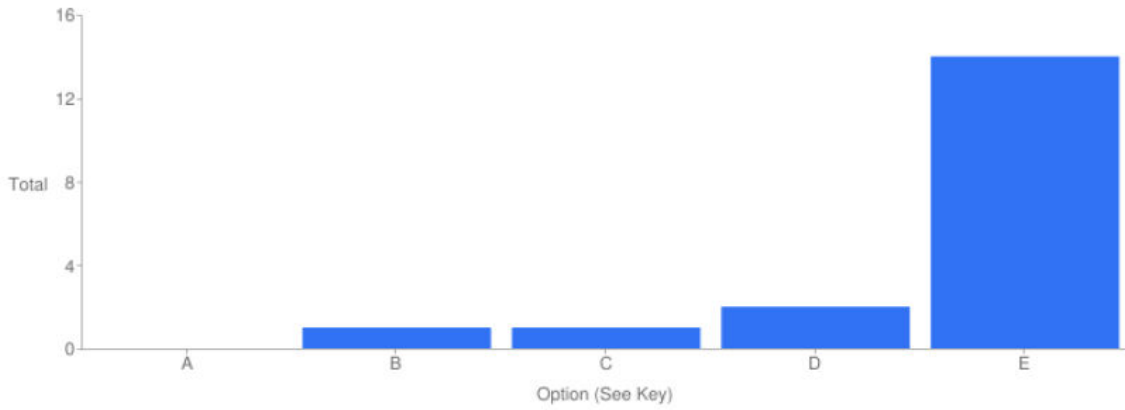
Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	0	0%
C	Seldom	5	27.78%
D	Very seldom	8	44.44%
E	Not Answered	5	27.78%

Table of "Rowdy behaviour"



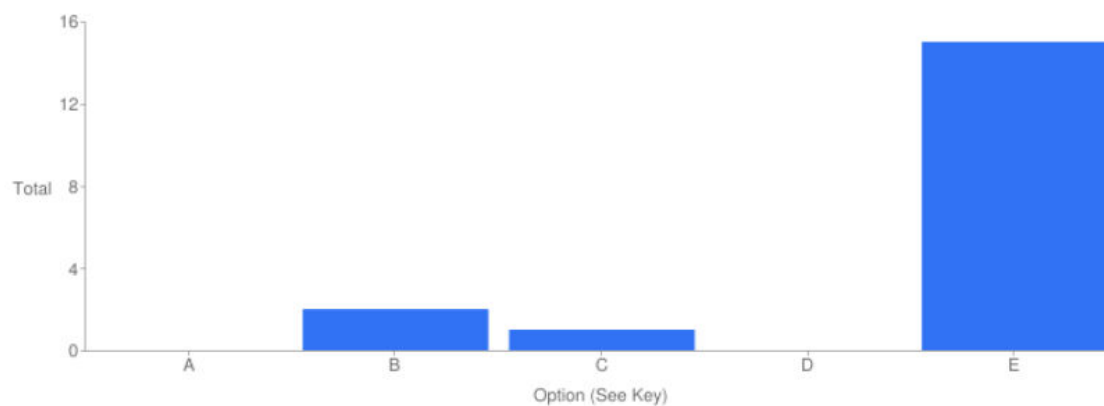
Key	Option	Total	Percent of All
A	Very often	2	11.11%
B	Often	5	27.78%
C	Seldom	6	33.33%
D	Very seldom	3	16.67%
E	Not Answered	2	11.11%

Table of "All of the above"



Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	1	5.556%
C	Seldom	1	5.556%
D	Very seldom	2	11.11%
E	Not Answered	14	77.78%

Table of "Other (please specify)"

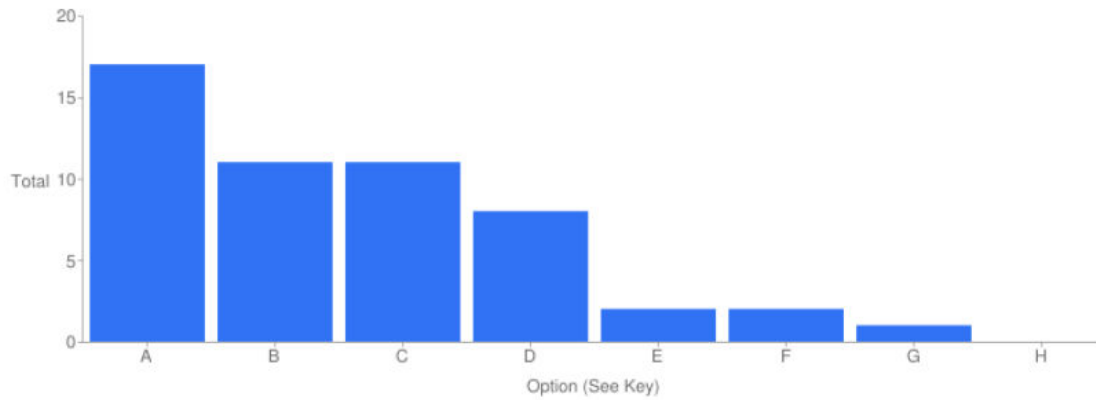


Key	Option	Total	Percent of All
A	Very often	0	0%
B	Often	2	11.11%
C	Seldom	1	5.556%
D	Very seldom	0	0%
E	Not Answered	15	83.33%

There are 4 responses to this part of the question.

Question 6: On whose behalf did you take up the ASB case work?

Table of "on behalf of"



Key	Option	Total	Percent of All
A	Council tenant	17	94.44%
B	Housing Association tenant	11	61.11%
C	Private tenant	11	61.11%
D	Home owner	8	44.44%
E	Proprietor (café, pub or restaurant)	2	11.11%
F	Business owner	2	11.11%
G	Other (please specify)	1	5.556%
H	Not Answered	0	0%

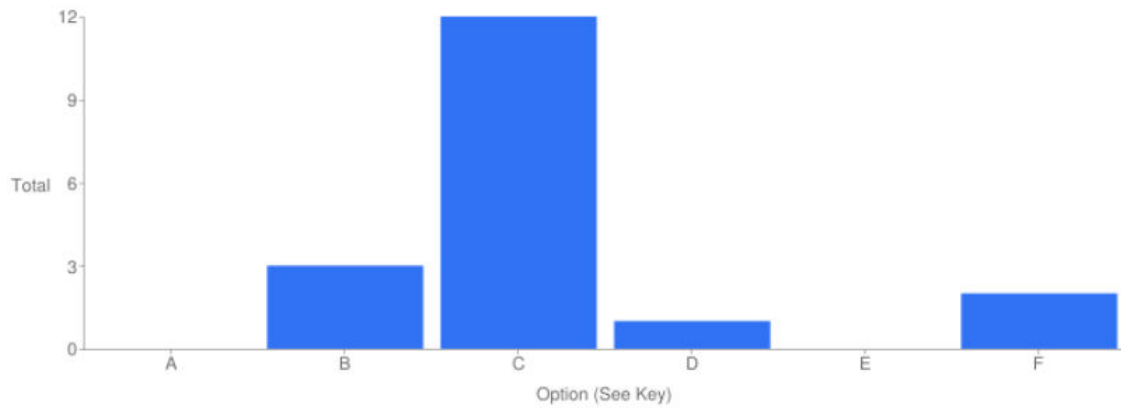
There are 2 responses to this part of the question.

Question 7: Which area(s) in the ward that you represent are most cases coming from? (for example: Brownswood Road, St Thomas's Square)

There are 18 responses to this part of the question.

Question 8: Please tell us about your experience of dealing with ASB in Hackney.

Table of "Please tell us about your experience of dealing with ASB in Hackney."



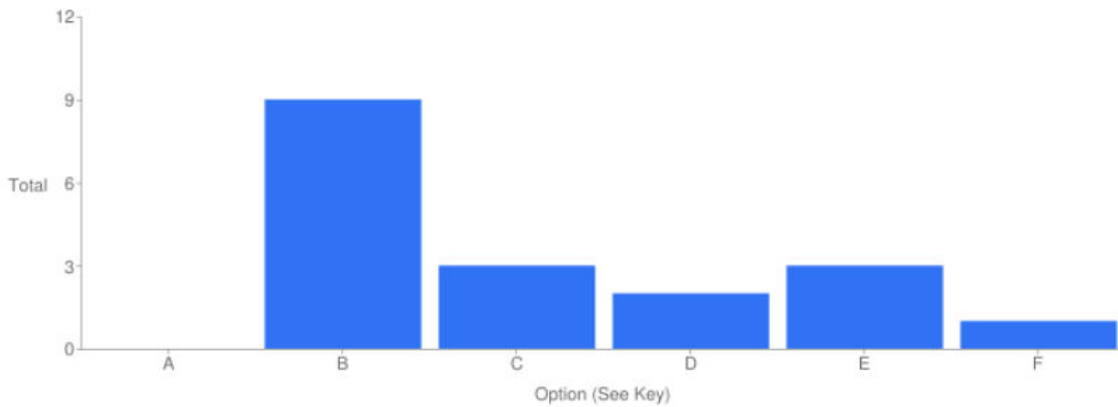
Key	Option	Total	Percent of All
A	Very positive	0	0%
B	Positive	3	16.67%
C	Not positive nor negative	12	66.67%
D	Negative	1	5.556%
E	Very negative	0	0%
F	Not Answered	2	11.11%

There are 12 responses to this part of the question.

There are 12 responses to this part of the question.

Question 9: On a scale to one to five, where five is very confident and one is not confident at all, how confident do you feel in regards to understanding the lead agencies' (Hackney Council, Hackney Homes and Hackney Police) roles and responsibilities in dealing with ASB cases?

Table of "How confident do you feel in regards to understanding the lead agencies roles and responsibilities in dealing with ASB cases?"



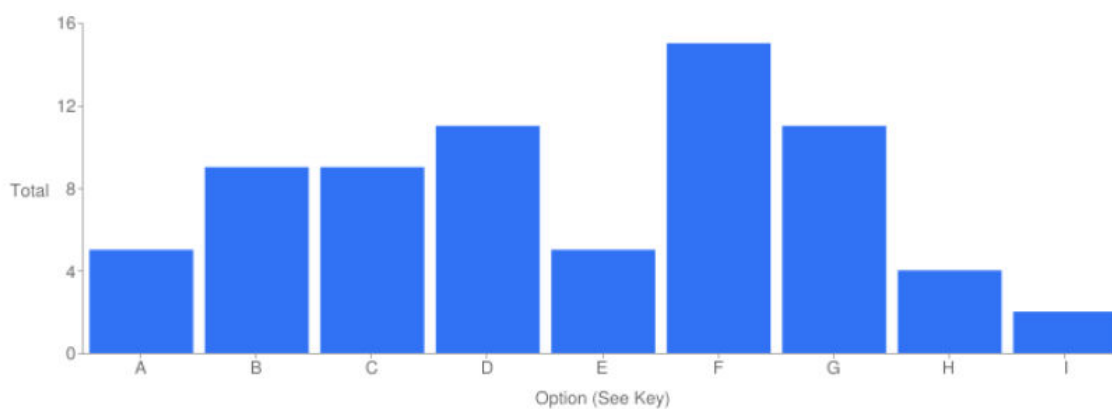
Key	Option	Total	Percent of All
A	not confident at all	0	0%
B	somewhat confident	9	50.0%
C	neither confident nor unconfident	3	16.67%
D	confident	2	11.11%
E	very confident	3	16.67%
F	Not Answered	1	5.556%

Question 10: How do you think Hackney could improve its handling of ASB? (please feel free to reference Hackney Council, Hackney Police, Hackney Homes, housing associations or other relevant agencies)

There are 15 responses to this part of the question.

Question 11: Which new measures to tackle ASB are / were you aware of? (select all which apply)

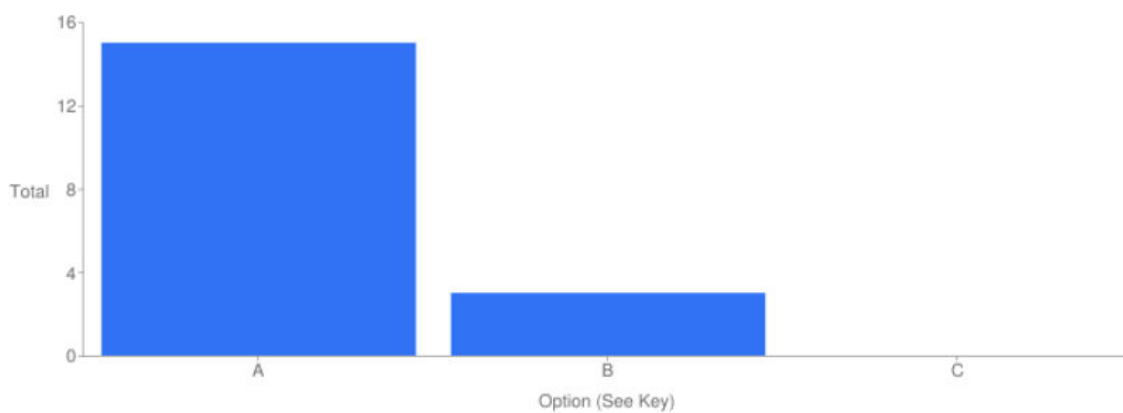
Table of "new measures"



Key	Option	Total	Percent of All
A	Community Trigger / Community Remedy	5	27.78%
B	Civil Injunction	9	50.0%
C	Criminal Behaviour Order	9	50.0%
D	Dispersal Power	11	61.11%
E	Community Protection Notice	5	27.78%
F	Public Space Protection Order	15	83.33%
G	Closure Order	11	61.11%
H	New Absolute Ground for Possession	4	22.22%
I	Not Answered	2	11.11%

Question 12: Would you be willing to speak to the Community Safety and Social Inclusion Commission should we want more information on your experiences of ASB casework?

Table of "contactable"



Key	Option	Total	Percent of All
A	yes	15	83.33%
B	no	3	16.67%
C	Not Answered	0	0%

Cabinet Response to the report of the Community Safety and Social Inclusion Scrutiny Commission into the Anti-Social Behaviour, Crime and Policing Bill: Measures for Tackling ASB

CABINET MEETING DATE (2015/16)

31 October 2016

CLASSIFICATION

Open

If exempt, the reason will be listed in the body of the report.

WARD(S) AFFECTED

All Wards

CABINET MEMBER

Cllr Caroline Selman
Community Safety and Enforcement

KEY DECISION

No

GROUP DIRECTOR

Tim Shields
Chief Executive

1. CABINET MEMBER'S INTRODUCTION

- 1.1 While Hackney has seen an overall reduction in Anti-Social Behaviour (ASB)¹ in recent years, it continues to represent the largest proportion of 101 calls in the borough². Much of this behaviour has a significant impact on Hackney's residents.
- 1.2 The Council is therefore committed to using all appropriate and available measures to tackle ASB. Enforcement is just one element of this. ASB is frequently the product of underlying causes such as substance misuse, alcohol dependency or mental health issues. The Council therefore works in partnership with other stakeholders, such as the Police and support services, to tackle not just ASB but the often-complex needs that may underpin it.
- 1.3 Over the coming year, the Council will be reviewing our ASB priorities and how best to achieve them in order to produce a new ASB enforcement strategy. The Commission's report provides helpful and welcome recommendations to be taken into account as part of this, including reflecting lessons learned from the Public Space Protection Order (PSPO) that was issued and withdrawn last year. It also provides useful recommendations for improving support for Councillors to better support Hackney residents when dealing with ASB concerns.
- 1.4 I commend this report to cabinet.

2. RECOMMENDATION

- 2.1. The Cabinet is asked to approve the content of this response.**

¹ In 2014/15 there was an 18% decrease in ASB (2436 incidents) compared with the previous financial year, which in turn recorded a small decrease of 1% compared with 2012/13.

² Calls to the police about ASB show that between April 2012 and July 2015, 42,161 ASB incidents were recorded.

Cabinet Response to the report of the Community Safety and Social Inclusion Scrutiny Commission into the Anti-Social Behaviour, Crime and Policing Bill: Measures for Tackling ASB

Executive Response to the Scrutiny Recommendations

<p>Recommendation One</p> <p>The Commission recommends that the Council learn from the circumstances around the publication and subsequent withdrawal of the PSPO for future consultations of debatable policy or service change. The Commission recommends that evidence to support these are produced to the highest standard to demonstrate the Council has a robust evidence base to support the proposed change.</p>	<p>We agree with this recommendation.</p> <p>Having considered the legitimate concerns raised following the introduction of the previous PSPO, we will not be proposing the adoption of a PSPO that includes any reference to rough sleeping as part of the enforcement strategy referred to above.</p> <p>However, in considering our approach to ASB more generally, we agree it is essential that any proposals are based on a strong and robust evidence base. We note that careful consideration needs to be given to any potential adverse consequences of measures and to ensuring that the correct balance is struck between enforcement and support.</p> <p>We also note (a) the importance of ensuring that the Council clearly explains the aims, motivations and evidence underpinning proposals, as well as (b) the benefits of early consultation to ensure we are getting things right.</p>
<p>Recommendation Two</p> <p>The Commission recommends that the Council review and draw on best practice in other local authorities should they decide to introduce a PSPO in the future.</p>	<p>We agree with this recommendation.</p> <p>We note that the Commission has highlighted that the Anti-Social Behaviour, Crime and Policing Act 2014 provisions for existing Designated Public Place Orders and Dog Control Orders to lapse in October 2017 and transition into PSPO's with the same conditions. We agree that in connection with this we should review and draw</p>

	<p>on best practice and lessons learnt by other local authorities, as we should in relation to other potential ASB powers.</p>
<p>Recommendation Three</p> <p>The Commission recommends that the Council continue to provide training for Councillors to help them understand how to manage and handle ASB cases, to build up their knowledgebase about the options available. We recommend online information is easily available on the Hackney Council website.</p>	<p>We agree with this recommendation.</p> <p>The Council is currently undergoing a review of its enforcement services, which is likely to see the reorganisation of its community safety and enforcement services. As part of this, there will be a training programme developed to support officers working within the reorganised service. This programme will be able to include a training element for Councillors to raise awareness of how ASB casework is best handled. IT related options will be factored into this.</p>
<p>Recommendation Four</p> <p>The Commission recommends that the Council continue to work in close partnership with stakeholders (Hackney Homes, Hackney Police, TMOs, TRAs and external support organisations); to ensure the right balance of enforcement and support is achieved and the most appropriate legislative action is taken to tackle the different types of ASB and varying</p>	<p>We agree with this recommendation.</p> <p>Partnership working is a vital element of a comprehensive response to ASB. This is co-ordinated through a range of partnership meetings including Partnership Tasking, the Street Users Outreach Meeting and Anti-Social Behaviour Action Panels.</p> <p>Many ASB related issues can and will continue to be resolved by partnership working and effective early intervention. Depending on the nature of the ASB, enforcement is often the last option, with support services (many from commissioned or voluntary sector organisations) providing the initial means of tackling underlying complex</p>

degrees of intractability.

needs. This work will continue for example through Thames Reach to directly support entrenched street drinkers who are engaging in ASB.

The return of Hackney Housing to the Council will enable officers dealing with the most serious estate based ASB to be located within the reorganised community safety and enforcement service. The existing neighbourhood arrangements are being retained however, building on the good work highlighted by the Commission in respect of the contribution of TMOs and TRAs.

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<p>PENSIONS COMMITTEE ANNUAL REPORT 2015/16</p>	
<p>PENSIONS COMMITTEE 19 September 2016</p> <p>FULL COUNCIL 30 November 2016</p>	<p>CLASSIFICATION: Open</p>
<p>WARD(S) AFFECTED All Wards</p>	
<p>Ian Williams, Group Director of Finance and Corporate Resources</p>	

1. INTRODUCTION

- 1.1 The purpose of this report is to detail the role of the Pensions Committee and summarise the key activities and achievements in 2015/16 that demonstrate how the Committee has fulfilled its role effectively acting in its capacity as quasi-trustees of the Council's Pension Fund. This report will then be presented to full Council in due course as a Committee of the Council.

2. RECOMMENDATIONS

- 2.1 **That Full Council notes the Pensions Committee's Annual Report for 2015/16, as attached at Appendix 1.**

3. RELATED DECISIONS

- Pensions Committee (27th June 2016) – Business Plan

4. COMMENTS OF THE GROUP DIRECTOR OF FINANCE & CORPORATE RESOURCES

- 4.1 The Pensions Committee act in the capacity of quasi trustees for the Pension Fund and its Administering Authority, the London Borough of Hackney and as such are responsible for the management of approximately £1.17 billion worth of assets and for ensuring the effective and efficient running of the Pension Fund. The decisions taken by the Committee impact directly on the financial standing of the Fund and, given the need to ensure that the Fund is able to meet its liabilities (pension benefit payments), the decisions taken will affect its ability to meet such liabilities. The Administering Authority has a responsibility to ensure that over time the Pension Fund is able to meet all its future liabilities and ensuring prudent financial management will directly impact on the contribution rates payable by all employers participating in the Fund, with the Council representing the largest employer in the Fund.

5. COMMENTS OF THE DIRECTOR, LEGAL

- 5.1 The Council's Constitution gives the Pensions Committee responsibility for a wide range of functions relating to management of the Council's Pension fund. In carrying out those functions the Committee must have regard to the various legislative obligations imposed on the Council as the Fund's Administering Authority, particularly by the suite of Local Government Pension Scheme (LGPS) Regulations.
- 5.2 The Committee has legal responsibilities for the prudent and effective stewardship of the Pension Fund and a clear fiduciary duty in the performance of its functions.
- 5.3 The annual report of the Pensions Committee's activities demonstrates how it has undertaken and fulfilled its statutory and constitutional responsibilities during 2015/16.
- 5.4 There are no immediate legal implications arising from this report.

6. BACKGROUND/TEXT OF THE REPORT

- 6.1 Delegated powers under the Council Constitution have been given to the Pensions Committee to oversee the management of the Pension Fund as the Administering Authority and are set out in the Terms of Reference for the Committee.
- 6.2 The Pensions Committee is a committee of the Council and reports annually on the work undertaken at Committee. The attached report covers the 2015/16 Municipal Year where the Committee has met 7 times to cover a broad spectrum of pension related business. The full programme of work and training undertaken by the Committee is set out in the Appendix to this report.
- 6.3 Members continued with an extensive training programme during the year which reflected the key requirements laid down in the CIPFA Knowledge and Skills Framework.
- 6.6 Committee papers have been provided in accordance with the agreed timeframe with no late reports.
- 6.7 The Annual Report of the Committee evidences the work that the Committee has undertaken and demonstrates that it has discharged its responsibilities effectively both in terms of its legal responsibilities under the LGPS Regulations and the Committee's Terms of Reference.
- 6.8 The coming year will continue to provide the Committee with an extensive work programme which includes work on asset pooling in line with the Government's investment reform agenda. In addition the Committee will continue with the work on climate change issues begun in 2015/16. With The Pensions Regulator now having oversight of the governance and administration of the LGPS, there will be a continued focus on ensuring that the Fund is able to demonstrate compliance. A number of policy reviews will also be undertaken to update current arrangements. The Committee will continue to review the appropriateness of its asset allocation,

alongside development of the new Investment Strategy Statement. Ongoing training for the Committee in relation to both the Knowledge and Skills Framework and pertinent investment and governance issues will continue to be a regular feature as will monitoring of funding levels and the Pension Fund budget.

Ian Williams

Group Director of Finance & Corporate Resources

Report Originating Officers: Rachel Cowburn ☎020-8356 2630

Financial considerations: Michael Honeysett ☎020-8356 3332

Legal comments: Stephen Rix ☎020-8356 6122

APPENDIX

Annual Report of the Pensions Sub-Committee 2015-16

APPENDIX 1

Annual Report of the Pensions Committee 2015-2016

ANNUAL REPORT OF THE PENSIONS COMMITTEE 2015/16

1. CHAIR'S INTRODUCTION – COUNCILLOR ROBERT CHAPMAN

1.1 The Pensions Committee has responsibility for the management of the Pension Fund acting as quasi-trustees on behalf of the Administering Authority, the London Borough of Hackney.

1.2 During the 2015/16 municipal year the Pensions Committee undertook an extensive work and training programme, and met 7 times during the year. The Committee carries with it a considerable responsibility to ensure that the Pension Fund, which was valued at £1,172m at 31 March 2106 and has over 22,000 scheme members, is managed in an efficient and effective way. The Committee has responsibility for all aspects of the Pension Fund including managing the investments, ensuring governance arrangements are appropriate and scheme members and employers are kept informed of key information.

1.3 Key areas of focus for the Committee during the year revolved around ensuring that the Fund is able to meet the challenges posed by Central Government around investment reform. To this end the Committee has been very supportive of the establishment of the London Collective Investment Vehicle (CIV) with key officers being heavily involved in the working groups that set out the original plans and development of the CIV right through to the Financial Conduct Authority (FCA) Authorisation. The Mayor of the Council and Corporate Director of Finance and Resources were also on the Interim Board of the company during its initial set-up stages. The Committee fully support the development of the CIV but believe its future success will depend on the extent of flexibility, rather than compulsion, national government allows.

1.4 The Fund has also supported collaborative working more generally, playing a key role in the development the National LGPS Procurement Framework.

1.5 The Pensions Committee has also focused heavily on how it can manage the potential impacts of climate change on the financial position of the Fund, holding a special strategy meeting in January 2016 to allow for a full discussion of the issues. This has resulted in the development of a series of resolutions set out below, with work beginning in Q4 2015/16 to be taken forward into the new municipal year:

- Develop a policy statement regarding the London Borough of Hackney's approach to fossil fuel investment for inclusion within the new Investment Strategy Statement;

- Agree to monitor carbon risk within the London Borough of Hackney Pension Fund and to appoint a specialist contractor to conduct a carbon footprint of the Fund;
- Review options for the Pension Fund's passive UK equity mandate;
- Continue engagement activities with the Fund's investment managers on their approach to fossil fuel and to promote consideration of the climate changes issues with managers when making investment decisions;
- Maintain an active engagement approach to climate change issues with investee companies and look for further opportunities to work with others on issues of ESG importance;
- Consider options for an initial active investment of approximately 5% of the Fund in a sustainability/ low carbon or clean energy fund(s);
- Review options for switching some of the existing property mandate into a low carbon property fund; and
- In recognition of the financial risks posed by climate change, resolve to amend the Fund's risk register to reflect this as a risk

1.6 The Pensions Committee commenced two investment programmes during the year, with investments of £53m and £48m being made to new multi-asset and emerging market funds respectively. These were fully invested by 31st December 2015.

1.7 The Committee agrees a training programme each year to ensure that it is able to evidence it has met the requirements of the CIPFA Knowledge and Skills programme and is able to fulfil the governance role with which it is charged. The Committee takes this aspect extremely seriously and training forms a key part of the agenda for each meeting, along with Committee Members and officers attending additional external training on a regular basis.

1.8 Details on the work and training undertaken by Committee during the municipal year 2015/16 are set out in section 3 of this report. Section 4 provides an outline of the anticipated work for the forthcoming year.

2. COMMITTEE MEMBERSHIP AND ATTENDANCE

2.1 The following Councillors were members of the Committee during the 2015/16 municipal year –

- Cllr Robert Chapman (Chair)
- Cllr Michael Desmond (Vice Chair)
- Cllr Brian Bell
- Cllr Feryal Demirci
- Cllr Jonathan McShane
- Cllr Geoffrey Taylor

In addition the Committee has employer and scheme member representation; Neil Isaac was the representative on the Committee for Employers participating in the Pension Fund and Jonathan Malins-Smith was the Scheme Member Representative.

2.2 The table below outlines Members' attendance at Pensions Committee meetings during the 2015/16 municipal year and the training sessions at which members were in attendance. It is noted that Members have a large number of commitments, including other public meetings and ward commitments, and are therefore not always available to attend meetings of the Committee.

Committee Members Attendance 2015/16												
	24th June		16th July	21st September		18th November(Strategy)		13th January		28th January (Strategy)	23rd March	
	Meeting	Training	Meeting	Meeting	Training	Meeting	Training	Meeting	Training	Meeting	Meeting	Training
Cllr Robert Chapman (Chair)	P	P	P	P	P	P	P	P	P	P	P	P
Cllr Michael Desmond (Vice Chair)	P	P	A	P	P	P	P	P	P	P	P	P
Cllr Brian Bell	P	P	P	A	A	P	P	P	P	P	A	A
Cllr Feryal Demirci	P	P	A	A	A	P	P	A	A	P	A	A
Cllr Jonathan McShane	A	A	A	P	P	P	P	A	A	A	A	A
Cllr Geoff Taylor	P	P	P	P	P	P	P	P	P	P	P	P
Co-Opted Members												
Neil Isaac	P	P	P	P	P	P	P	P	P	P	P	P
Jonathan Malins-Smith	P	P	P	P	P	P	P	P	P	P	P	P
P = Present												
A = Absent												

3. WORK UNDERTAKEN IN THE 2015/16 MUNICIPAL YEAR

3.1 The Pensions Committee has responsibility for the strategic management of the Pension Fund, which by the end of the financial year held £1.17bn worth of assets with 22,510 scheme members. The Committee is responsible for deciding the broad asset allocation of the Pension Fund along with its strategic direction and for ensuring the long term solvency of the Fund, i.e. the ability to pay the pensions of all past, present and future scheme members. The Committee has considered a total of 58 papers during the year covering a wide range of issues and taking some key decisions that affect the Pension Fund. The work of the Committee has broadly fallen under the following categories during the Municipal Year:

3.2 Governance

3.2.1 Compliance with The Pension Regulator's new Code of Practice featured strongly on the Committee's agenda during 2015/16. Although following the Code itself is not a legal requirement, it sets out how the Regulator expects the requirements of the Public Sector Pensions Act 2013 should be met. The Regulator has the power to take action where the provisions of the Act are not being met, and will use the Code as a core reference document in deciding on the appropriate action to take. The Committee has considered whether the management of the LB Hackney

Pension Fund meets the standards set out in the Code through use of a compliance checklist, and ensured that appropriate processes are being developed for the few areas in which the Fund has not yet achieved full compliance.

3.2.2 The Committee also reviewed the results of an audit of the administration arrangements for LGPS 2014, carried out by the Fund's Benefit Consultants, AON. The audit covered both the performance of the third party administrators, Equiniti, and the quality and timeliness of data being supplied to the Fund by Employers. The audits highlighted both positive aspects and some areas for improvement; whilst many employers are providing good quality data, others have struggled to provide data by requested deadlines and to the quality standards expected. The Pensions Regulator has raised this as a national issue, as many payroll providers have struggled since the introduction of the new scheme. Officers have been working closely with the relevant parties to resolve the issues, and this work will continue into the new municipal year.

3.2.3 The Committee were also kept updated on the establishment of Hackney's new Local Pension Board under the LGPS Regulations 2013. The Board met twice during 2015/16, with Board members also attending Committee training sessions.

3.2.4 At the start of the municipal year, the Committee reviewed the business plan for the year and also the longer term objectives for the Fund to ensure that they remain appropriate for the Fund.

3.3 Investments/Asset Allocation

3.3.1 2015/16 was a difficult year for the Fund in terms of investment performance, resulting in a slight fall in the overall value of the Fund. Much of the poor performance was driven by the Fund's exposure to global equity markets which saw considerable volatility over the year, with particular concerns over stalling growth in China. The rout during August and September and further slide over the New Year both detracted from performance, although both were followed by periods of recovery. Performance across other asset classes was also mixed, with market sentiment dominated by worries over global growth and central bank policy.

3.3.2 The Committee continued to monitor the investment portfolios and the performance of the Fund Managers it employs on a quarterly basis, as well as reviewing the rolling annual, 3yr and 5yr performance. By the end of the financial year the Pension Fund had seen a slight fall in value of around 0.2% to £1,172m decreasing from £1,175m at the end of March 2015. The Committee met with some investment managers employed by the Fund, with meetings being held as follows:

- Lazard (Global equity mandate) – 21st September 2015
- Threadneedle (Property) – 23rd March 2016

3.3.3 Towards the end of the 2014/15 municipal year, the decision was taken to invest £100m into a new multi-asset fund and an emerging market fund

split 50/50. A review of possible options was carried out by officers during Q1 of 2015/16 with the decision on which specific funds to invest in being taken by Committee in July 2015. The outcome of the process was an investment of £53m in Invesco Perpetual's Global Targeted Returns Fund, and an investment of £48m in RBC's Global Emerging Markets Equity Funds; both were fully invested at 31st December 2015.

3.4 Stewardship and Corporate Governance

3.4.1 The Committee appreciates that it has responsibilities as a shareholder in the underlying companies that it holds in the portfolio and considerable time and discussion has taken place on ways to improve the Fund's stewardship arrangements. One issue particularly recognised is that of fossil fuels and their impact on climate change. The Committee has recognised that these issues could present systemic risks to the planet, but could also have a material impact on the financial position of the Pension Fund; it therefore held a dedicated strategy meeting for discussion of these issues in January 2016.

3.4.2 The outcome of the strategy meeting was a series of resolutions around future workstreams designed to help the Fund fully understand its carbon footprint and the risks this poses and, over the longer term, promote decarbonisation of the portfolio through positive investment in low carbon or clean energy funds. Work on meeting the resolutions began in the final quarter of 2015/16, with a review of the options for switching £25m of the existing property mandate into a low carbon property fund. By June 2016, an investment of £10m had been made into the Threadneedle Low Carbon Workplace Fund, with further investments to be made as and when the fund has projects available for investment. Work is also scheduled on other workstreams for later in the year.

3.4.3 The Committee has also considered a range of other measures to enhance its approach to wider corporate governance, ethical and social issues, including reviewing the options for a governance overlay service. The Fund has reaffirmed its membership of the Local Authority Pension Fund Forum (LAPFF), which is a collection of Local Authority funds who by acting collectively are able to apply pressure to management of companies to try to improve their governance standards.

3.5 Financial Monitoring including Annual Report and Accounts

3.5.1 At the Pensions Committee meeting on 24th June the Committee were presented with the 2014/15 Pension Fund Annual Report and Accounts for approval prior to audit. The Audit was reviewed at the meeting on 29th September; this confirmed that there were no major issues with the accounts and that the auditors were satisfied with their findings.

3.5.2 A draft audit plan for the Pension Fund for the 2015/16 Financial Statements was considered at a meeting on 23rd March 2016.

3.5.3 The Committee also received and approved the Pension Fund Annual Budget for 2016/17 and a review of the position for the budget for 2015/16 at

its meeting on the 23rd March 2015. Quarterly budget monitoring was undertaken during the year in order to better monitor the cashflow position of the Fund.

3.5.4 The Committee reviewed and approved an updated Treasury Management Strategy for the Pension Fund at its meeting in January.

3.6 LGPS Structural Reform and the London CIV

3.6.1 2015/16 was an extremely eventful year for the LGPS, with fundamental changes being made to the way investments will be managed in the future. On 25th November 2015, the Government published its long awaited Investment Reform Criteria and Guidance alongside a consultation on new draft Investment Regulations to replace the 2009 LGPS (Management and Investment of Funds) Regulations.

3.6.2 This was the culmination of a considerable period of consultation and debate on the future for the management of pension funds in the LGPS. The document sought responses from authorities on how they planned to pool investments in line with the Government's criteria of scale, governance, cost and capacity and commitment to invest in infrastructure. Hackney's initial response was submitted in February 2016, in line with Government deadlines, by the Corporate Director (Finance & Resources) in consultation with the Chair of Pensions Committee.

3.6.3 Having been involved in the establishment of the London Collective Investment Vehicle (CIV), the Hackney Pension Fund was already participating in a pooled vehicle when the Criteria were published. Given the funds committed to participation in the CIV, the pool meets the Government's criteria including the requirement for at least £25bn of assets under management. The CIV was authorised by the FCA in December 2015 and is regulated as an AIFM (Alternative Investment Fund manager). To provide the CIV with the regulatory capital required for authorisation, the Committee approved an investment by the Pension Fund in the CIV of £150,000. This approach was also followed by the other Funds participating in the London CIV.

3.6.4 The establishment of the London CIV will offer the Fund opportunities for significant cost savings at the same time as providing opportunities to access a range of investment opportunities. However, the decision on how the Fund will invest and in which asset classes will very much remain with the Committee as the body responsible for the management of the Fund.

3.7 Other Collaborative Working

3.7.1 The Committee has been kept informed of the work that the Fund has been involved in on the National LGPS Frameworks for procurement, delivering efficiency savings both for the Fund itself and across the LGPS. The Fund has remained an active participant in the project during 2015/16, being involved in the setup of a framework for third party pension administration as well as the re-letting of the Actuarial, Benefits and

Governance Consultancy Framework. This work will continue into the new year, with the setup of a new Stewardship Framework and a planned call-off from the Third Party Administration Framework.

3.8 Training

3.8.1 As part of the process of enabling Committee Members to fulfil their roles as quasi-trustees of the Pension Fund and the need to meet their fiduciary and regulatory responsibilities, the Committee were provided with a training session prior to each meeting. The CIPFA Knowledge and Skills Framework sets out in considerable detail the level of knowledge and skills that are expected of Committee Members who hold responsibility for the management of LGPS Funds; it is therefore vital to ensure that appropriate levels of training are available to Committee Members.

3.8.2 The topics covered in the training programme for Members were provided in line with the Knowledge and Skills Framework to help ensure that the Committee are able to achieve high levels of the specialist knowledge required of them.

3.8.3 The topics covered during the year in line with the Knowledge and Skills Framework are outlined in the table below:

Dedicated Training	Date
Pensions Legislation and Governance (KSF1)	24/06/2015
Accounting and Auditing Standards (KSF2)	21/09/2015
Actuarial (KSF6)	18/11/2015
Financial Markets and Product Knowledge (KSF5)	13/01/2016
Property Investment (KSF5)	31/03/2016
Supplemental Training	Date
Pensions Board (KSF1)	24/06/2015
Pension Fund Report & Accounts and Audit (KSF2)	24/06/2015
TPR(KSF1) Code of Practice Compliance	24/06/2015
Investment Update (KSF4, KSF5)	21/09/2015
Collaborative Working Update (KSF3)	21/09/2015
Pensions Update – Key Developments (KSF1)	21/09/2015
Pension Fund Risk Register (KSF4)	13/01/2016
LGPS Investment Reform (KSF1)	13/01/2016
Investment Pooling Update (KSF1, KSF4)	31/03/2016
Actuarial Valuation and Longevity Monitoring (KSF6)	31/03/2016
Strategy Meeting Supplemental Training	Date
Investment Strategy (KSF4, KSF5)	18/11/2015
LGPS Pooling and Collaboration (KSF1, KSF3)	18/11/2015
MiFID II (KSF1)	18/11/2015
Fiduciary Responsibilities (KSF1)	28/01/2016

3.9 Ad-hoc Projects

3.9.1 The Committee also reviewed a number of other projects during the municipal year covering a range of topics as set out below:

- Pension Fund Risk Register – The Committee considered an updated Pension Fund Risk Register at its Committee meeting in January, ensuring a good understanding of the wider risks facing the Fund.
- Policy Reviews – Both the Communications Policy and the Pensions Administration Strategy were reviewed and approved by the Committee during the year as part of a rolling programme to ensure that policy documents are reviewed on a regular basis and any necessary changes are considered and approved.

4. WORK PROGRAMME 2016/17

4.1 During the 2016/17 municipal year, the following reports are expected to be submitted to the Committee for consideration –

- Stewardship and Corporate Governance
- Report and Accounts 2016/17
- 2017/18 Budget
- Business Plan 2016/19
- Investment reform/asset pooling update
- Asset allocation review
- Development of new Investment Strategy Statement (ISS), including the Fund's Climate Change Policy
- Update on climate change resolutions, including carbon footprinting
- Quarterly monitoring – covering Funding, Budget, Investment, Administration
- Governance
- Procurement exercise (call off from National Framework) to cover third party administration services
- Fund Manager Reports
- Public Sector Pension Reform and Collaborative Working
- Regulatory changes and consultations
- Pension Fund Risk Register
- Training Programme
- Policy reviews, including administering and employing authorities' discretions policies



APPOINTMENTS AND NOMINATIONS TO OUTSIDE BODIES

COUNCIL 30 November 2016	CLASSIFICATION: OPEN
WARD(S) AFFECTED All	
CORPORATE DIRECTOR Tim Shields, Chief Executive	

1. Summary

1.1 The Council appoints or nominates people to represent it on various Outside Bodies. The Council's arrangements for the appointment or nomination of appointment of its representatives to Outside Bodies differ depending on the type of nomination or appointment being made. The Mayor and/or Cabinet have delegated responsibility for executive side nominations or appointments. Full Council is responsible for non-executive side appointments.

1.2 Three nominations to Outside Bodies are listed in the attached schedule.

2. Recommendations

Council is recommended to:

2.1 **Agree the appointment or nomination of appointment of Members to Outside Bodies on behalf of the Council as listed in the Schedule.**

3. COMMENTS OF THE GROUP DIRECTOR, FINANCE AND CORPORATE RESOURCES

Any costs associated with appointment or nomination of Members to Outside Bodies on behalf of the Council are likely to be small and are provided for within existing budgets

4 COMMENTS OF THE DIRECTOR, LEGAL

The Council has power to appoint or nominate councillors and other people from the community to represent it on outside bodies to which it appoints or nominates representatives.

APPENDICES

Appendix 1

Report Author	Tess Merrett, Governance Services Manager
Comments of the Group Director, Finance and Corporate Resources	Ian Williams, Group Director, Finance and Corporate Resources 020 8356 3003 ian.williams@hackney.gov.uk
Comments of the Director, Legal	Yinka Owa, Director, Legal 020 8356 6234 Yinka.Owa@Hackney.gov.uk

Appendix 1

**HACKNEY NOMINATIONS TO OUTSIDE BODIES
2016/2017**

NAME OF OUTSIDE BODY	Number of Appointees/ Nominees	Appointee(s)/ Nominee(s) (Deputies)	Tenure of Appointment	Decision required
COUNCIL NOMINATIONS				
PACRE	7	Cllr Sade Etti (replacing Mayor Glanville)	4 years	For approval by full Council
Tenants' Levy Steering Group	2	Cllr Mete Coban Cllr Chris Kennedy	1 year	For approval by full Council
LHC	2	Cllr Clayeon McKenzie (replacing Mayor Glanville)	1 year	For approval by full Council

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APPOINTMENTS TO COMMITTEES AND COMMISSIONS

COUNCIL

30 November 2016

CLASSIFICATION:

Open

WARD(S) AFFECTED

All Wards

CORPORATE DIRECTOR

Tim Shields, Chief Executive

1. Summary:

- 1.1 In accordance with Council Procedure Rule 2.1 xiv Council is asked to agree changes in membership of Committees and Commissions as set out below.

2. Recommendations:

Council is requested to:

Agree the membership of the Children’s and Young People’s Scrutiny Commission as set out below.

Cllr Soraya Adejare, Cllr Mete Coban, Cllr Tom Ebbutt, Cllr Christopher Kennedy, Cllr M Can Ozen, Cllr James Peters, Cllr Tom Rahilly, Cllr Ian Rathbone, Cllr Caroline Selman, Cllr Yvonne Maxwell, Cllr Emma Plouviez.

Co-optees, Rabbi Judah Baumgarten, Richard Brown, Shuja Shaikh, Jo McLeod, Jane Heffernan, Sevdie Sali Ali, Ernell Watson.

3. COMMENTS OF THE GROUP DIRECTOR, FINANCE AND CORPORATE RESOURCES

The costs of member and co-optees expenses for Committees and Commissions are likely to be small and are provided for within existing budgets

4. COMMENTS OF THE DIRECTOR, LEGAL

Council Procedure Rule 2.1 xiv states that any change in the membership or chairperson of committees is subject to the agreement of Full Council. This report is presented to Full Council to agree the changes in the membership of the Committees and Commissions set out above.

Tim Shields
Chief Executive

Report Author	Tess Merrett, Governance Services Manager
Comments of the Group Director, Finance and Corporate Resources	Ian Williams, Group Director, Finance and Corporate Resources 020 8 356 3003 ian.williams@hackney.gov.uk
Comments of the Director, Legal	Yinka Owa, Director, Legal 020 8356 6234 Yinka.Owa@Hackney.gov.uk